

**SPORT IN DEVELOPMENT  
TEAMWORK SCORES!**

**POLICY MEMORANDUM ON SPORT  
IN THE CONTEXT OF DEVELOPMENT COOPERATION**

NETHERLANDS MINISTRY OF FOREIGN AFFAIRS  
Social and Institutional Development Department

NETHERLANDS MINISTRY OF HEALTH, WELFARE AND SPORT  
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## **PREFACE**

*Why do people first have to see a good sports project for themselves before they can understand the contribution that sport can make to development? That was the question asked by the coordinator of a major sports project at the end of a visit by a Dutch delegation to South Africa.*

*It is a hard one to answer. Is the problem the fact that people in the development cooperation field are suspicious of the sports sector, accusing it of being apolitical and lacking in social awareness? Or does it spring from the reservations of the sports sector concerning development workers, who are regarded as romantic idealists?*

*We think it has most of all to do with the Dutch ethic of 'Bread first, circuses later': in other words, first attend to the basics and leave the rest for later. But this is to ignore the contribution which sport can make to the solution of basic problems. And it also ignores the wishes of the recipients. A Dutch sports trainer visiting a school in an area receiving food aid was brought face to face with this fact when he started his work by apologising for being there in the circumstances. The children were quick to correct him: it was precisely in that situation that they needed sport to take their minds off the hardships all around them! Africa wants to develop 'bread and circuses' side by side.*

*Many people wondered whether it was such a good idea for Burkina Faso to organise the African football championships. They thought the lavish consumption of water during the event would cause a national water shortage. To some extent they may have been right, but the championships did have a tremendous impact on the mood and image of the country, boosting not just the reputation of those in power but also the morale of the population at large. The whole country celebrated and there was worldwide cooperation with Burkina Faso.*

*Fortunately, things are changing both within the sports world and in the political sphere. Sport is a prominent item on national and international agendas. And the nice thing is that Africa, and in particular President Mandela of South Africa, has played a major part in bringing this about. He showed politicians the world over how sport could be used in his country, even to put pressure on Nigeria in 1995.*

*This policy memorandum represents another step forward for the Netherlands. It spells out the background to policy and the way it is to be implemented. Successful implementation will demand effective teamwork by all the players. And that sort of teamwork is precisely what makes our use of sport in development cooperation so important!*

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## SUMMARY

The objectives of the separate policies in the Netherlands on development cooperation and on sport offer obvious points of departure for the development of an integrated policy framework for sport within development cooperation. This is clear enough from the value placed on sport both in developing countries and in the Netherlands, and from the awareness that sport can help to achieve social goals, such as the promotion of wellbeing, health and development. A deliberate and efficient integration of sport and development cooperation will enable us to respond successfully to the many requests for assistance reaching the Netherlands from developing countries. The lessons learned from sports projects in the past can help in this respect.

The aim of the policy is **"to promote the best possible use of physical education, sport, games and activities involving physical exercise in developing countries with the aim of increasing both individual wellbeing, health and development and social cohesion and development."**

This aim will be pursued in two ways:

1. By supporting **'sport plus'** activities focusing on sport and physical education itself and designed to maximise the social benefits of such activities.
2. By integrating sport and physical exercise into other activities, such as rural development projects, programmes for street children and projects aimed at women, or into the management of refugee camps. These are then termed **'plus sport'** activities.

To translate the policy effectively on the ground, resources will be targeted at the expansion of bilateral cooperation with countries in Africa and with the countries with which the Netherlands has a sustainable development agreement (Costa Rica, Benin and Bhutan). Encouragement will also be given to the use of sports activities at multilateral level. A special effort will be made to develop professional expertise and improve quality with a view to increasing the social returns on the use of sport and similar activities, and encouragement will be given both for further research to provide a firmer basis for such activities and for activities designed to increase public knowledge and awareness in the Netherlands.

To promote the development of methods and the transfer of knowledge and experience, facilities will be provided for the regular organisation of round-table and platform meetings with all the organisations involved. A feasibility study will be conducted on the idea of a sport and development cooperation platform in order to identify the best organisation to take on this responsibility. In addition, thought will also be given to where and how a database can be established.

The national policy of the government on 'sport and development cooperation' will be the joint responsibility of the Ministry of Foreign Affairs and the Ministry of Health, Welfare and Sport. Activities will only be funded if a request is received from an organisation or government body in the developing country and joint funding with other sports and development organisations will always be the aim. A further condition of funding from the Ministry of Health, Welfare and Sport will be the inclusion of a role for a Dutch sports organisation, training institution or municipality in the implementation of the sport plus or plus sport activity concerned. Sports and development cooperation organisations will be urged to include support for sport plus and plus sport activities in their own programmes.

The measures proposed in this document will be evaluated in a progress report drawn up after the first two years. If the results are sufficiently positive, the policy will then be extended to all DAC countries

with which the Netherlands has development relations.

## **SECTION 1: INTRODUCTION**

### **1.1 Background**

Many developing countries are convinced of the potential benefits of sport. Good sporting performances can put the country on the world map and unite disparate sections of the population. Sport can also contribute to the development of particular neighbourhoods or regions.

In order to derive these potential benefits, a number of countries have requested help from various organisations. They have asked for trainers for national sports teams; initial and further training for managers, administrators, and physical education teachers; sports facilities in refugee camps; and the development of sports infrastructure, such as the construction of facilities, funding for neighbourhood and school sports projects and supplies of sports equipment. In the past, these requests have received relatively little response from central government in the Netherlands, though individuals, private funds, sports organisations and local authorities have implemented projects on a small scale, generally on an ad hoc basis.

The November 1996 interdepartmental policy document 'What sport sets in motion' and the explanatory statements from the Ministry of Health, Welfare and Sport and Ministry of Foreign Affairs on the 1998 budget demonstrate increasing Dutch government recognition of the importance of sport in the context of development cooperation. This led in 1997 to the provision of more generous resources by both ministries. Likewise, increasing numbers of organisations and educational institutions are showing an interest in the subject and Dutch organisations are becoming involved in a growing number of projects.

### **1.2 Answerability**

This policy memorandum can be seen as legitimising the policy already being pursued by the two ministries concerned, as well as indicating the future policy framework for sport and development cooperation over the next five years. The growing recognition is intended to lead to a more structured policy, allowing scope for more projects and joint working arrangements in which sport will play a part. In addition, the memorandum points the way towards further policy development and implementation. This is important not only for ministries involved in implementing the policy, but also for sports and development organisations wishing to address the subject.

Further development and extension of the policy will be based both on the realisation that sport can have positive impacts on the health, wellbeing and development of individuals and of society at large and on the various requests for assistance received from developing countries. This form of development cooperation may in turn produce new insights of potential importance to our multicultural society in the Netherlands.

This memorandum views the policy on sport and development cooperation as an integral part of policy on international cooperation. It does not address other elements of that policy, such as sport and national promotion, sanctions policy or the legal status of asylum-seekers participating in top-class sport.

The memorandum is structured as follows: section 2 starts by outlining the types of sports and physical activities discussed in this memorandum. This is necessary because the ideas entertained by many organisations are at odds with the wide range of activities on the ground. The section goes on to consider the significance of these activities and concludes with an account of past experience of sports projects in the development cooperation field. Section 3 then outlines and elaborates the national

policy framework for sport and development cooperation. Finally, section 4 puts forward proposals for policy implementation.

The policy memorandum draws on the opinions and comments of those who attended the Sport and Development Cooperation symposium held on 16 January 1998 by the University of Utrecht's Centre for Policy and Management Studies on behalf of the Ministries of Foreign Affairs and Health, Welfare & Sport. It also reflects the comments on a draft version made by a number of organisations in the field.

## **SECTION 2: SPORT - SIGNIFICANCE AND PAST EXPERIENCE**

### **2.1 Sport**

It is difficult to give any completely clear definition of sport in the context of development cooperation. In different cultures sport takes different forms and has different roots, backgrounds and functions. Anthropologists tell us that traditional sports are or were frequently part of a ritual. Examples include the Aztec ball game after which the winners were sacrificed to the gods and Sumo wrestling. Sometimes sports are even regarded as possessing metaphysical qualities, as in the case of a game played between two teams of monks in Tibet.

Hoops of different diameters have to be transported from one side of a playing field to the other. The teams are supposed to work together and a single move is made each day. Mathematical calculations show that the entire game will take 4000 years. It has already been in progress for 1000 years. When the game is over, the world will come to an end.

The importance of winning and losing also differs from one culture to another and can vary over time. For example, the rules of village cricket as played in the Trobriand Islands dictate that the home team always wins: something which would be unthinkable in England, the birthplace of the sport (Van Beek, 1997).

Individual motives for participating in sport are equally diverse. Depending on the person, the competitive nature of the game, its social aspect, psychological component, physical character or a particular aesthetic ideal may be uppermost (Crum, 1991). So sport is more than just the top-class sport projected by the media.

But even modern, internationally recognised sports resist clear definition. They change over time and their rules are not immutable. To complicate matters further, new sports are constantly emerging or existing activities may be regarded as sports in some countries but not in others. And then there are other activities which look very like sports but are not regarded as such.

For this reason, this memorandum adopts as the area for policy-making a broad definition of 'sport and physical exercise' which includes all regulated forms of games, sports education and physical education, and a wide range of activities involving physical exercise, including dance. It also includes more intellectual and less physical kinds of games, such as bridge, chess and draughts.

### **2.2 Significance of sport**

Important values and meanings are attached to sporting activities. In its International Charter of Physical Education and Sport (1993), UNESCO actually regards sport and physical education as a basic right. The interdepartmental policy document 'What sport sets in motion' (Lower House, 1996) expresses the importance of sport by referring to its benefits. It points out that sport offers pleasure and entertainment and that its varied nature means that it offers something of value for everyone. This intrinsic value forms the basis for the attachment of a wide variety of extrinsic values to sports activities.

Sport can be seen as providing in various ways a learning experience for everyone and this is a good example of its educational value. Through sport, people learn their own limitations, acquire new skills,

learn to measure themselves against others, to win and lose, and to respect other people. Sport and physical exercise also contribute to general physical, mental and social wellbeing. Health benefits can accrue from regular and sensible participation and sport is an effective, appropriate and safe way of stimulating bodily functions and increasing resistance to certain diseases for the disabled as well as the able-bodied. Finally, sport can have great value as a means to emancipation and integration, primarily for individuals within particular communities, but also for whole sections of society.

In addition to its value to the individual, sport can be of major social significance, for example in the context of nation-building. It also plays a role in diplomacy, can be a medium of political protest, a means of acquiring prestige and an instrument of foreign policy. Moreover, its economic value is considerable: the World Federation of the Sporting Goods Industry claims that three per cent of all international financial flows are sports-related. And, increasingly, sport creates employment.

Unfortunately, however, the positive role and significance of sporting activities cannot simply be taken for granted. Activities need to be consciously targeted and controlled to avoid the positive balance tipping over into negative impacts such as the confirmation of prejudice, abuse and vandalism. The value of sport depends on many factors, including the particular branch of sport, the form it takes and the cultural and other contexts in which it is practised. Its relationship with other non-sporting activities is also important.

### **2.3 Sport in developing countries**

For many developing countries, sport has great social significance both at political level and among the population at large. Wide individual participation has traditionally been less important in this respect than the performance of the national team or other local sporting heroes (except perhaps in the case of football). Major sports events like the rugby world cup and the African football championships held in South Africa and Burkina Faso show what a huge positive impact they can have on the general population. But the emotional response to the death of the Brazilian racing driver Ayrton Senna and to Iran's qualification for football's world cup also reveals the importance of sport to ordinary people.

"Veils discarded and fists clenched, crying, shouting, dancing, my people streamed out onto the streets. Dancing in the streets? In Teheran? Before the very eyes of the mullahs?" Despite the limited national affinity with sport, Kader Abdolah, now living as a political refugee and author in the Netherlands, places the importance of the event on a par with that of "the day of the revolution. Or the day when the Shah packed his bags and left the country. And just like the day when Khomeini returned." Even his mother joined in the celebrations: "We won".

Sport has an important role in shaping national identity: identification with sports personalities frequently produces pride in the community and identification with the culture as a whole. In this way, sport has an important role to play in fostering national social cohesion, provided it is not misused for other purposes.

Its socio-economic importance is also increasing: directly and indirectly, the sports sector now produces a wide range of employment opportunities. The organisation of major events like the African Cup of Nations, the Asia Cup or the All Africa Games gives a huge boost to the economy of the country responsible.

In many developing countries there is a growing realisation that sport and physical exercise should not

be seen only in the broad social or traditional perspective. It is increasingly being seen as necessary to encourage wide individual participation in sport and to provide access to a varied range of activities.<sup>1</sup>

The intrinsic value of sport in the context of recreation and leisure is increasingly being felt and recognised. This is partly due to more urbanised lifestyles and changing working conditions. Local sporting activities are being seen as health-giving and as a positive alternative to hanging around on street corners.

Endorsement is being given to the great benefits of physical education, games, dance and sporting activities in terms of the physical and psychosocial development of children at risk through poverty, ill-health and social neglect. The universal language of sport also has the advantage of giving children an equal chance to excel in school, whatever their language background.

The specific benefits of sport to women are recognised in a number of countries, even though too little is yet being done to exploit them in practice. For women living isolated lives, sport offers an opportunity of social contact. Women's sporting performance and the presence of women in positions of authority within the sports world can help to overcome the preconceived ideas about male and female roles which persist in many cultures. At the same time, sport can help equip women to defend themselves against sexual abuse and other forms of violence.

In a few countries, the importance attached to sport is leading to activities for the disabled, street children and former child-soldiers. Here and there, programmes have been set up with the support of foreign organisations.

Responsibility for most sporting activities rests with the sports sector, with its various bodies at local, national and international level. These bodies are responsible for the organisation of events and competitions, for the rules of the sport, and for representing the interests of participants, trainers, etc. The degree of organisation within the sports organisations in developing countries varies widely, partly because of the low levels of participation in many sports.

Government, the education system (in relation to physical education and school sports), youth clubs and other welfare institutions also have a hand in sports activities and form part of the sector. The nature of their tasks is often influenced by administrative traditions and the balance between the public and private sectors which has evolved over time in the particular country concerned. It is not unusual for government in developing countries to have not only a supporting and coordinating function, but also an executive role.

These days, the sports industry and sports media also play a role. The sector is growing and can be regarded in many countries as an integral part of the social and economic sector. Lack of facilities and unfamiliarity with certain sports and training methods make it difficult for many countries to translate their positive attitude to sport into a full range of activities and a proper infrastructure on the ground.

There is also some concern about the negative effects or side-effects of sport, such as discrimination and doping, and about associated risks like political exploitation, corruption, child labour and hooliganism, which are not always easy to prevent.

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<sup>1</sup> This was shown, for example, during the Forum on Sport in Africa, held on the initiative of the International Olympic Committee on 8 and 9 December in Lausanne, Switzerland.

## 2.4 The lessons of the past

Many developing countries are already receiving support for sporting activities. In comparison with other donor countries, the Netherlands still possesses little experience in this field. Even so, the past has some lessons to teach us with regard to policy. Some of these can be drawn from Dutch experience, and others from that of other countries and international organisations.

### 2.4.1 Findings from the Netherlands

In the past, small-scale exchanges have been organised between sports associations, and courses for coaches have been provided in this context. Some embassies have also given support for activities under the Small Embassy Projects Programme. Because of the one-off nature of these initiatives and the limited budgets available to associations and embassies, few of them had any sustained social impact.

Greater impact was created by the project run by the National Service for Physical Exercise, Recreation and Sport in Suriname, which provided not only a basic training course for recreational sports supervisors but also one for teachers. In 1993, the Netherlands Ministry of Health, Welfare and Sport expanded its policy. Following the ending of the sports boycott against South Africa, it provided support via the combined Netherlands Olympic Committee and Dutch Sports Federation (NOC\*NSF) for the SCORE project in Khaylitsha in Cape Town<sup>2</sup>. The social spin-off from this project focused on sport and physical exercise has proved to be extremely positive. The demand-led nature of the organisation, the use of Dutch volunteers and the multi-year support are all bearing fruit, though the integration of the SCORE organisation in the world of South African sports bodies is proving to be extremely energy-consuming. In the wake of SCORE, another important project was organised: the South African football association's 'Coach the coaches' project, supported by the Royal Netherlands Football Association (KNVB). As its name suggests, the purpose of this project was to train football coaches and establish a specific structure for such training. The evaluation of the project showed that there should be greater investment in project preparation, and that there is insufficient coordination of projects in the football world. This is generally due to poor coordination within the local sports association itself (Van Eekeren, 1997). The multi-year, phased structure of the project proved to be a success.

Dutch parliamentary support for the rebuilding of the Zambian national football team following the tragic accident to the original team spelt a breakthrough, despite the critical questions asked at the time. Since 1995, the policy has increasingly taken shape within development cooperation as a result of a successful partnership with the Ministry of Health, Welfare and Sport in relation to SCORE and a project on sport for the disabled<sup>3</sup>. Sport has also proved useful in the context of emergency aid. For example, projects directed at the reconstruction of Bosnia have included support for the international Olympic Aid organisation set up by Olympic skating champion Johan Olav Koss. In 1997 the scope of the policy was widened to allow Dutch embassies in Africa and in the countries with which the Netherlands has a sustainable development agreement (Costa Rica, Bhutan and Benin)

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<sup>2</sup> Over the years, the project has been expanded to include other provinces, due partly to support from the Ministry of Foreign Affairs. The project is coordinated by the South-African SCORE organisation, which was set up by the American Worldteach aid organisation prior to Dutch involvement. The project is supported by NOC\*NSF.

<sup>3</sup> The RESPO programme for rehabilitation and sport for disabled people.

to identify sports projects. This led to new initiatives in Kenya, Rwanda and Burkina Faso.

The co-financing organisations also provide support for small-scale activities run by local organisations. Examples include a village football competition in Senegal (NOVIB) and a community development project (HIVOS). In general, however, sports activities are still ignored by such organisations.

Sports activities are also now on the agenda of other development organisations. Plans are being developed and implemented for the use of sports activities in relation to women's self-defence (Refugiado), public information for young people in Nicaragua (DOG), trauma therapy in Rwanda, the care of street children and child-soldiers, and projects for the disabled (Terre des Hommes, RESPO). Proper methods are not yet available in all these areas and Dutch sports organisations often see such social themes and target groups as beyond their frame of reference since their activities are directed chiefly at technical sports assistance.

A first move to create greater social awareness in the Netherlands was made with support for a book on football in Africa ('Afrika Voetbalt', NOVIB & KIT, 1997) and organised football matches between Dutch and African national youth teams. The media interest attracted by a visit by Dutch international footballers to Soweto and to an SOS children's village in South Africa before the South Africa-Netherlands match also had an impact. Other projects still include little explicit effort to increase public awareness in the Netherlands. An exception is the annual recruitment of young volunteers from the sports education institutions to work on the SCORE project, which does help to increase awareness among the volunteers and those around them.

Across the board, the most striking findings in the Netherlands are that there is still little transfer of relevant experience between various organisations and that there is frequently no evaluation of projects.

#### **2.4.2 *International findings***

Worldwide, as in the Netherlands, sport is being given greater priority. Whereas in the past interest was confined mainly to boycotts, the media and the Bosman case, today's agenda includes sport and development cooperation. UN agencies active in the fields of development (UNDP), health (WHO), the environment (UNEP), education and culture (UNESCO), children (UNICEF) and refugees (UNHCR)<sup>4</sup> all now include sports activities in their work. These projects have generally been set up in cooperation with world sports organisations and the International Olympic Committee (IOC). European Commission interest has as yet been confined to a one-off subsidy awarded to a sports project in South Africa.

International sports organisations have traditionally taken a more serious interest in the subject. The Scandinavian countries, Germany, France, Canada, Australia and England have also had extensive success in the field. Experience abroad confirms the initial Dutch impression that multi-year projects are required. It also suggests that assistance in the form of personnel and training is often desirable,

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<sup>4</sup> UNDP supports the organisation of national fora and sport in vocational education, WHO has a programme entitled Active Living, UNEP conducts the environmental management of great lakes together with sports organisations, UNESCO has physical education and sport programmes, UNICEF has Olympic Aid and projects for street children, and UNHCR runs sports programmes in refugee camps.

particularly in the case of sports organisations, since they still generally lack the capacity to implement major projects on their own. Canada and Norway have experienced success with the integration of sports activities into health care projects and with cooperation with organisations like the International Red Cross. Finally, it is clear that coordination between donor countries' activities still leaves something to be desired and there is sometimes a risk of conflict between different projects. The annual Forum on Sport and Development Cooperation, which includes representatives from donor organisations, United Nations agencies, the IOC, world sports organisations, government bodies and Olympic Committees from around the world is an attempt to prevent this.

## **SECTION 3: POLICY FRAMEWORK FOR SPORT AND DEVELOPMENT COOPERATION**

### **3.1 General national policies**

#### ***3.1.1 Dutch development cooperation policy***

The prime aim of Dutch development cooperation policy is to improve the situation of the poorest and most disadvantaged people in the designated Development Assistance Countries. There are two main areas of effort: poverty reduction and economic development. Aid is offered both in situations of structural poverty and in emergencies. Support is sometimes given to specific groups in specific situations, but countries can also be helped more generally with establishing democratic processes or with conflict control and prevention. Poverty reduction is practised on many fronts: social development (including the emancipation of women), economic development, sustainable development (especially with regard to the environment), human rights, democratisation and good governance. The policy gives a key role to the developing country or local organisation, ensuring that they remain in control of their own development process. Demand emanating from the country itself and the circumstances in that country, coupled with the Dutch policy framework, are the decisive factors determining whether Dutch resources are used. The nature of the Dutch contribution always derives from the project proposal and will invariably be tailored to the culture concerned. Institutional development leading to wider ownership occupies a major place in the policy.

#### ***3.1.2 Dutch policy on sport***

The central aim of Dutch national policy on sport is to make optimal use of the positive social value of sport, taking account of its intrinsic value. Sports policy focuses on four key areas: the identification and exploitation of the opportunities which sport offers to society; the maintenance of a high-quality infrastructure; ensuring the safe practice of sport; and avoiding or preventing undesirable external impacts of sport on society or vice versa.

These key areas also play a part in the Dutch government's international sports policy, another basic premise of which is that countries can learn from each other and so help to develop and exploit sport within society. To improve sporting opportunities, Dutch sports organisations are given the opportunity to establish projects within which they can either pass on their knowledge and understanding to counterpart organisations in other countries, or increase their own professional expertise by acquiring knowledge from those bodies.

### **3.2 Objectives of the policy on sport and development cooperation**

The objectives of the separate Dutch policies on development cooperation and on sport offer obvious points of departure for the development of an integrated policy framework for sport within development cooperation. This is clear enough from the value placed on sport both in developing countries and in the Netherlands, and from the awareness that sport can help to achieve social goals, such as the promotion of wellbeing, health and development. A deliberate and efficient integration of sport and development cooperation will enable us to respond successfully to the many requests for assistance. The lessons learned from sports projects in the past can help in this respect.

The primary aim of Dutch policy on sport and development cooperation is:

***"to promote the best possible use of physical education, sport, games and activities involving physical exercise in developing countries with the aim of increasing both individual wellbeing, health and development and social cohesion and development."***

This aim will be pursued in two ways:

1. Through activities directed at sport and physical education itself. In the first instance these activities will help to foster wider participation in the sport or activity or to improve its quality. This will generally bring recreational and educational benefits with their own value to society. However, a still greater social impact can be expected if attention within these activities is deliberately focused on specific target groups, neighbourhoods, health benefits, etc. Examples of this include the physical education lessons which, for many young people, sugar the pill of school and education or the use of sport to teach democratic behaviour and management skills. But the establishment of neighbourhood sports committees or sports teams can also contribute to the social infrastructure in areas like townships. Dutch national policy is directed at maximising the social benefits of physical education, sport, games and activities involving physical exercise. In this memorandum these projects are known as '**sport plus**' activities.

2. Through the integration of sport and physical exercise into other activities, such as rural development projects and programmes for street children, or in refugee camps. Sport can be used in these contexts for a variety of reasons: recreational, environmental, preventative, therapeutic, to channel emotions, etc. Carefully selected, activities involving sport and physical exercise can serve to enhance the value of existing projects in all these ways.

Encouraging the integration of sport and physical exercise within a wide range of sectors and within both existing and new activities will be an important part of Dutch policy. This should increase the number of what this memorandum terms '**plus sport**' activities.

### **3.3 Elaboration of the policy framework**

Both these approaches deserve elaboration within the policy framework in order to give sports and development organisations, embassies, politicians and other parties involved an impression of the range of opportunities that exist in this area.

#### **3.3.1 Sport plus activities**

In encouraging sport and physical education activities, the policy places the priority on active participation by individuals and the conditions which must be created to permit this.

The following emphases are important if such activities are to have a sustainable impact on society:

- Promotion of a broad range of sports and active forms of recreation offered by schools, community centres and local organisations in disadvantaged neighbourhoods and areas. The programme of activities should be open to both sexes and should wherever possible include traditional sports and dance.
- Support for activities directed at the training of teachers and coaches in teacher training institutions and training of leaders in sports and youth organisations. This might include curriculum development and improvement of the training structure. Particular care should be taken to ensure that women have access to training and sufficient attention should be paid to social aspects<sup>5</sup>.
- Encouraging an efficient and democratic organisational structure in the context of the institutional development of sports and other organisations.
- Support for government, local administrative bodies and sports organisations in the context of a more

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<sup>5</sup> After all, teachers and coaches often have a social role and can make an important contribution to education on health matters, sex, AIDS, etc.

socially integrated sports policy. The stress needs to be placed on local administration, with explicit attention being given to the establishment and management of basic (multi-functional) sports and leisure facilities<sup>6</sup>.

These emphases are intended for guidance only and should not be regarded as excluding other options. For example, there may be particular circumstances in which support for a major sports event or a national team may be expected to have exceptionally beneficial effects on the morale of the local population. In that case, such support would certainly be acceptable. The same may apply to activities in support of the sports media or local cooperatives producing sports equipment, to investment in a national sports industry or to the promotion of joint ventures with Dutch companies.

In all cases, there must of course be adequate in-built guarantees against any risk of discrimination, human rights violations, the confirmation of prejudice, etc.

The policy framework offers only a limited or mediating role for purely technical kinds of sports assistance above the grass-roots level. The same is true if the proposed training or project is directed solely at members of the applicant organisation and is not expected to have any further social impact. Primary responsibility for such activities lies with the international or local sports organisations themselves.

### ***3.3.2 Plus sport activities***

There is potential for a wide variety of plus sport activities of the kind described earlier. Over the next few years, attention will focus in particular on the integration of sports activities within projects addressing priority policy themes or target groups. This memorandum looks in detail at activities of this kind for marginalised groups and women, and in the context of health and trauma therapy. But sports activities can of course also be used in other kinds of projects too.

#### *Marginalised groups and sport*

Marginalised groups are extremely difficult to categorise. Their only common feature is usually the fact that they are all excluded from mainstream society. Both the reason for this and the extent of marginalisation tends to vary from group to group. Disabled people, who may have been kept out of sight for long periods, street children who are a prominent presence in the centres of major cities, homosexuals and lesbians in societies where they are condemned for their sexual preference, child soldiers who have grown up amid scenes of horror, and ethnic and tribal groups who have been oppressed for many years are all very different from each other. What they have in common is that they are not easy to absorb and integrate into a hostile society. It is important to increase awareness, both within the community regarding the situation of people concerned and within the disadvantaged groups themselves.

In cases like these, sports activities can be used to achieve a variety of benefits: psychological (cooperation, persistence), organisational (independence, self-management) and moral (sense of responsibility, fair play) as well as physical. For premature school-leavers and street children, sports activities are a good route back into school or on to some kind of informal education. Young girls who have been involved in prostitution can be helped to build a vital new self-image and bodily awareness.

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<sup>6</sup> The importance of sports and leisure provision was pointed out during the last Habitat Conference and in the policy document on children in developing countries published by the Netherlands Ministry of Foreign Affairs in 1996.

Disabled people develop greater self-confidence, and participation in sport can help them to achieve an equal place in the community.

### Women, gender and sport

Sport, physical education and active forms of recreation have as great a potential role to play in the physical and mental development and in the social lives of women as of men. In practice, however, both active participation and spectator sports tend to be a principally male domain. This is due to social conventions and socio-cultural factors relating to the early socialisation of the two sexes. In many cultures, men are still regarded as more competitive and expected to prove themselves as individuals: aspects which also figure prominently in the image of sport projected by the media. Because physical strength often dictates performance in top-class sport, greater value is attached to male achievements than to female.

However, sport can contribute in many ways to the empowerment of women. It can reveal gender inequalities and culturally determined male and female stereotypes can be undermined not only by outstanding or record-breaking performances, but also by a general enthusiasm for participating in sports (like football) which were seen in the past as purely male preserves. This can in turn transform the gender situation. There is, however, also some risk of existing inequalities merely being confirmed (Hargreaves, 1997).

Sport and physical exercise can be used to encourage the emancipation of women in various ways. For example, such activities can be used to help change stereotypes, undermine socio-cultural patterns of expectation, increase the ability of women to defend themselves against sexual abuse and offer women a chance of personal development and pleasure. All activities which give women the opportunity to expand their social contacts, develop a positive self-image, and enjoy themselves through sport will offer these benefits.

Projects specifically for women or concerned with physical education generally will include encouragement for self-defence and assertiveness training for women and girls. It is also very important that administrative and technical positions of authority should be occupied by women and this can be encouraged if necessary via separate courses or organisations.

On the Seychelles, the National Olympic Committee recently held the first Sport-for-All festival for women. From 13 to 20 December 1997, the second Islamic Women's Games took place in Teheran. The Games attracted participants from 21 countries, who competed in 13 different events.

Although the main policy emphasis is not being placed on top-class sport, activities in that sphere may be included if positive gender effects can be expected to result<sup>7</sup>. Performance in top-class sport can be used to demonstrate that women are capable of performing at that level, even under difficult circumstances. Examples include the Syrian Olympic champion in the women's heptathlon and the Moroccan Olympic champion in the women's 400 metres. Greater use should be made of performances like these to help improve or question the position of women, not only in their own home countries but also worldwide.

### Health and sport

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<sup>7</sup> For example, in Kenya much is being done to get women runners onto the international circuit alongside their male compatriots, not least because of the financial prospects.

Sport and physical exercise contribute to general physical, mental and social wellbeing. They produce benefits which are not only directly physical but also - as a result of contact with other people, nature, particular materials, etc. - psychological, such as stress reduction, improved emotional balance, etc. The new urban lifestyles of people in developing countries are often reducing their traditionally high levels of physical activity and changing patterns of nutrition are bringing a greater risk of cardiovascular disease. To combat this, and in recognition of the fact that sport and physical exercise are 'best buys' where health campaigns are concerned, the WHO has launched a worldwide 'Active Living' programme. The Dutch government's policy will be coordinated with this, but coordination alone is not enough.

Primary health care workers need to be more aware of the potential benefits of sport and physical exercise to their patients. For example, antenatal exercise or aerobic classes can help allay the discomfort of giving birth. We should support efforts to include this in training courses provided in developing countries. Equally, better use could be made of the sports channels and sports media to provide health education. In a number of countries, football coaches are being used in this way to provide information about AIDS, drugs and doping. The particular benefits of sport and physical exercise will be highlighted within the reproductive health care and rehabilitation services and emphasis will be placed on the use of hospitals, rehabilitation centres or clinics to accommodate new sports activities for the disabled and other target groups.

#### Trauma therapy and sport

Aid organisations working in refugee camps are increasingly convinced that sport and psychomotor therapy can play a major role in the treatment of trauma by helping those concerned to regain command of disrupted bodily, mental or social functions.

In many cases, sport and physical exercise are a socially and politically neutral way of establishing contact with other victims, or even with those responsible for their suffering, and of creating a relationship which can even be expanded to provide a therapeutic setting. Sport offers ways of making a new start following a crisis, even if the victims participate only as spectators<sup>8</sup>.

Active participation in sports is particularly beneficial to individual victims of traumatic experiences. The physical and mental experience of sport can produce an important new bodily awareness, for example in rape victims or in those permanently maimed as a result of a traumatic event. Sport also offers a non-threatening way of recapturing social skills lost as a result of trauma, and physical exercise offers a means of releasing tension. Finally, active participation either on the field or in sports administration can provide a means of self-development and of acquiring an improved self-image.

Sport must not be regarded as a panacea for victims of trauma. But it can make a vital contribution to the re-establishment of a normal life. It can allow violent emotions to be released within set game rules and encourage certain values, like respect for others and for rules. That is extremely important in Rwanda just now.

(Professor W.G.H. Wolters, Symposium on Sport and Development Cooperation, University of Utrecht, 1998)

In view of the great importance of trauma therapy in the field of emergency aid and the revitalisation of

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<sup>8</sup> For example, during the recent African football championships, the Congolese national football team created an unprecedented sense of solidarity amongst the Congolese people, who had previously been embroiled in a civil war.

communities, and given the role played in this by international bodies and Dutch organisations, attention needs to be paid to the further development of methods. Exchanges of experience between various organisations, institutes and training establishments can help in this respect.

## **SECTION 4: POLICY IMPLEMENTATION**

### **4.1 Introduction**

The implementation of the policy is dependent on the existence of an integrated policy strategy. This strategy demands an injection of resources at various levels directed at:

- Expanding bilateral and multilateral cooperation.
- Developing professional expertise and improving quality in order to increase the social benefits accruing from sport and other similar activities.
- Conducting research to provide a firmer basis for activities.
- Implementing activities designed to increase public knowledge, awareness and support in the Netherlands.

### **4.2 Policy strategy and interventions**

The policy will include the promotion of sports activities within both existing bilateral and new multilateral cooperative relations. In its contacts with government and governmental organisations, the Netherlands will draw attention to the subject wherever it is necessary and useful to do so.

Opportunities for activities will also be sought at non-governmental level.

Over the next few years, sport-oriented activities can be integrated into development cooperation in various ways. One way is via support for the kind of sport plus projects that are already familiar, particularly within the sports sector. Such interventions can be made, for example, via targeted project support for seminars or training courses, in the context of programmes, or in the form of sectoral support. Equally, however, a national sports forum meeting can provide a major boost to a country.

It will also be important to promote sports activities within other projects, such as those concerned with health care, women or adult basic education. This calls for other kinds of intervention, since there is relatively little recognition of the potential benefits of such activities within those sectors.

Organisations in the Netherlands will be encouraged to exchange experience among themselves and with local organisations in the developing countries that are implementing the projects. In the case of plus sport activities, it will not always be necessary to wait for specific applications from local organisations or government bodies. In addition, pilots will be launched within existing projects to demonstrate the impact of particular sports activities within a particular context.

#### **4.2.1 Bilateral cooperation**

Many requests for cooperation, support or assistance are made at bilateral level. Support is currently confined mainly to applications from Africa and the countries with which the Netherlands has a sustainable development agreement<sup>9</sup>.

Since the Dutch embassies still made little use of the expanded policy scope prior to 1998, thought will be given to ways of encouraging the identification and support of activities. After all, it is important - if only in view of the limited experience so far - to create opportunities to acquire more experience via pilot projects.

If the results are sufficiently positive, the policy will be extended to all DAC countries with which the

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<sup>9</sup> In 1997, Suriname was also designated as a country in which sports activities could be set up. In view of the present political situation, this has been suspended.

Netherlands has development relations. Applications relating to trauma therapy are already accepted from countries worldwide, as are those relating to pilot projects likely to produce results which can be used as a basis for further policy development.

#### **4.2.2 *Multilateral cooperation***

Although multilateral organisations are prepared to include sport and physical exercise within programmes and projects, extra effort will still be required on the part of Dutch representatives to retain this interest in future. This is particularly true of UNDP, UNICEF, UNESCO and the EU. Developments concerning sports activities and trauma therapy will be coordinated with the UN organisation for refugees (UNHCR) and there will be cooperation wherever possible. The Netherlands will also play an active part in relation to the WHO's Active Living programme. Initiatives leading to the integration and coordination of IOC activities can be given support if so desired and joint activities by multilateral organisations and the IOC (and other sports organisations) will be encouraged.

Dutch policy gives no priority to direct support for the institutional development of African umbrella organisations in sporting or other fields. Primary responsibility for this lies with the countries themselves and with multilateral organisations. Support can, however, be given via multilateral organisations.

Dutch sports and development organisations will also be asked to draw the attention of the international non-governmental organisations to the subject of sport and development cooperation. Joint international effort will be the ideal.

#### **4.2.3 *Professional development***

The integration of sport and physical exercise in the policy of the various organisations involved will not happen automatically. In view of the current lack of knowledge, experience and cooperation, an active policy will have to be pursued in the Netherlands and through the Dutch embassies in relation to the development of professional expertise. Relevant project experience is dispersed throughout the Dutch sports sector and among Dutch development organisations dealing with education, health, rural development and emergency aid. A 'good practice' manual covering both sports projects and the benefits derived from the inclusion of sport in other projects would be helpful in this respect.

Within the sports sector, efforts will be made to ensure that information is available on local political, social and cultural situations for use in assessing projects and training people to be sent out as technical assistants. It is also important that there should be adequate information about the counterpart organisation with which cooperation is to take place. Development organisations and embassies can assist in this respect.

Projects should meet the quality standards laid down in Dutch policy. The ultimate value of sport and physical exercise activities is determined by their lasting impact on the lives of the local population. Extra efforts are expected to be required over the next few years to safeguard standards of quality<sup>10</sup>.

A number of organisations have agreed to advise on the assessment of project proposals: the combined

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<sup>10</sup> In addition to operational experts and theme experts, organisations which provide personal assistance will be involved in implementing activities. These may include the Netherlands Management Cooperation Programme (PUM), the Netherlands Development Organisation (SNV), the Union of Organisations for Personnel Cooperation (PSO) and the Union of Dutch Local Authorities (VNG).

Netherlands Olympic Committee and Dutch Sports Federation (NOC\*NSF), particularly in relation to new integrated sports and school sports projects; the National Organisation for the Promotion of Sport and Exercise (LOSBE), on the basis of its expertise with regard to sports and young people and socio-cultural work; the National Foundation for municipal involvement in the field of Sport & Recreation (LC); and individual sports associations on activities relating to specific sports<sup>11</sup>. Within the context of South-South relations, use of the South African SCORE organisation is also recommended in relation to executive sports and school sports projects in the Southern Africa region. In addition, experts on the individual policy themes from the Ministry of Foreign Affairs and specialists from the Ministry of Health, Welfare and Sport are available to help assess projects.

Finally, there is scope for the development of methods, particularly in plus sport projects. Dutch organisations and the Dutch education system already have some experience of sports activities in the context of trauma therapy, self-defence for women, crime prevention and marginalised young people. Thought is being given to whether, and if so how, such Dutch expertise can be used in relation to development cooperation projects. New methods can also be developed on the basis of experience in developing countries. The development of methods will have to be harmonised with initiatives in other countries and within international (multilateral) organisations.

#### **4.2.4 Research**

Further research is required to provide a firmer theoretical basis for the use of sports and exercise-related activities and physical education. In addition, an inventory could be made of research already conducted and this could possibly be analysed in greater detail. There is known to be a large amount of anthropological data available on different cultures and this may be of use in project preparation. The development of methods necessary in various parts of the field also needs theoretical support, and it would be desirable for existing or new activities to be coupled to research to provide a basis for the assessment of different approaches. There will be consultations with universities, colleges and consultants with a view to identifying possible follow-up activities.

#### **4.2.5 Increasing public knowledge and awareness in the Netherlands**

Although the provision of additional manpower in projects is not in principle tied to the use of Dutch workers, it is nevertheless important that Dutch staff should participate. This will not only enable Dutch organisations to gain experience of activities which may also be relevant to the needs of the Netherlands' multicultural society, but also increase public support for international cooperation generally and cooperation in the sports sector in particular. Whereas there has long been such support in fields like education, partly as a result of past publicity campaigns and public education, nothing of this kind has been developed within the sports sector. The support given to sports projects has so far done little to produce a growth in specific public awareness in the Netherlands.

Together with the National Commission on Sustainable Development (NCDO) the government will consider how use can be made of existing organisations in the Netherlands and of Dutch volunteers and experts who have been involved in projects. Leading sports personalities, refugees in the Netherlands and the volunteers involved in projects in developing countries have an important role to play in this respect, as do sports projects which result in knowledge being transferred to the Netherlands. The Ministry of Foreign Affairs' public information service will bring the subject of sport in development cooperation to the public's attention and the co-financing organisations will be asked to play a part in activities designed to increase public knowledge and awareness.

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<sup>11</sup> The Ministry of Health, Welfare and Sport will advise the Ministry of Foreign Affairs and the embassies about the use of these organisations if requested to do so.

### **4.3 Policy preconditions**

Policy implementation can only succeed if the tasks and responsibilities of both ministries and those of the organisations in the field are clearly defined. Measures will also have to be taken to improve the coordination of activities.

An expansion of the financial resources available will provide sufficient scope for the policy to grow and acquire a recognised place within the worlds of sport and development cooperation. There will be interim evaluations to enable course corrections to be made as necessary.

#### ***4.3.1 Actors and responsibilities***

##### *Central government*

Responsibility for national policy in this area is in the hands of the ministers responsible for development cooperation and sport. For purposes of policy development and coordination, this responsibility will be delegated to a joint working party made up of members of the two ministries concerned. Where necessary, representatives of other ministries (such as education and defence) can be brought in on an ad hoc basis. The working party will report once a year to the Interdepartmental Sports Council<sup>12</sup>. This is in line with the policy set out in the interdepartmental policy document 'What sport sets in motion', which calls for the elimination of the present strict divisions between the work of different government bodies.

At least twice a year, the working party will discuss the coordination of applications submitted for the approval of both ministries. The working party will also be responsible for implementing and monitoring the policy and controlling the Dutch contribution to international and other discussions about the use of sports-related activities.

In addition, the two ministries will each have their own separate responsibilities.

##### *The Ministry of Foreign Affairs*

The Ministry of Foreign Affairs will coordinate the efforts of societal and development organisations and advise the Ministry of Health, Welfare and Sport on the relevance to development of activities supported by that ministry.

Embassies will play a key role in identifying, implementing or supervising and monitoring sport plus and plus sport activities in the countries where they are based. In the current phase, the embassies should work actively to identify activities and help get them started. Where there is reason to do so, technical assistance can be provided to help them in this task. Applications can only be considered if they emanate from the country itself. The embassies will coordinate the Dutch effort in their particular country. They should ensure that sports projects serve a real purpose and guard against duplication of effort. The Ministry of Health, Welfare and Sport will also be advised of any duplication in relation to projects which it has requested and in which a Dutch organisation is involved. The embassies will also be responsible for executing projects financed out of the budget of the Directorate-General for

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<sup>12</sup> The Interdepartmental Sports Council (BIS) was established in December 1997 by the State Secretary for Sport, Ms Erica Terpstra, following the plan of action associated with the interdepartmental policy document 'What Sport Sets in Motion'. It includes representatives of all the ministries involved in sports policy.

## International Cooperation.

The Ministry of Foreign Affairs in The Hague will play the key role in identifying, implementing or supervising and monitoring regional sports activities and specific activities in which sport plays a part. Such specific activities may be directed at emergency aid, social transition in Central and Eastern Europe (MATRA) or cooperation with Dutch trade and industry (ORET). Dutch organisations, including sports bodies, may also play a part in the identification and implementation of specific activities.

### The Ministry of Health, Welfare and Sport

The Ministry of Health, Welfare and Sport will coordinate the activities of Dutch sports organisations and advise the Ministry of Foreign Affairs on the social and technical aspects of sports-related activities. The Ministry will identify activities, although the sports organisations and local and other government bodies will also play an important part in this. The Ministry will deal with project applications from partner governments and counterpart sports organisations in developing countries. The Dutch embassies will be asked to advise on proposed activities within the particular countries they serve.

### Other actors

The sports sector, development organisations, academic world, private sector and local government bodies will each have their own responsibilities in relation to the establishment and implementation of activities. Great importance and value will be attached to their efforts.

Central government funding of activities will, of course, take place within the policy framework outlined in this memorandum. It is essential that the project application comes from the (counterpart/partner) organisation and that ownership of the project remains in the developing country itself.

### **4.3.2 Coordination**

National policy will focus strongly on efforts to bring the sports and development cooperation sectors closer together at both national and international level, in order to enable them to draw extensively on each other's expertise in future. Wherever possible, the implementation of the policy will exploit existing contacts and joint working arrangements between developing countries and the Netherlands (for example, via town twinning arrangements, training agreements, conventions, etc.).

Wherever possible, other sectors should also be involved in the implementation of the policy. These might, for example, include the education sector and the academic world. The private sector in the Netherlands and in developing countries can also play a part, primarily as regards sports-related aspects of employment, such as the production of sports equipment and contracts of employment in the sports sector.

### Coordination at national level

Full use should be made of the knowledge and experience of the organisations and training institutions involved. To this end, regular round-table and platform meetings could be held in the Netherlands between all those concerned and action could be taken to draw attention to particular aspects of sport in development cooperation. A database may also be useful in this respect.

During the Sport and Development Cooperation symposium held on 16 January 1998, strong arguments were advanced for establishing a coordinating body to bring together relevant Dutch expertise. This could eventually become a recognised contact point for organisations seeking information or advice. In

addition to coordinating activities, it could also have a role to play in promoting professional expertise and increasing public knowledge and awareness in the Netherlands. The two Ministries are in favour of the establishment of such a body. The feasibility of the proposal will be examined further and a decision will be taken on the organisation best suited to carrying out these tasks. Consideration will also be given to setting up a Dutch database, either separately or as part of an existing data facility.

Alongside the coordination of action by organisations, efforts will also be made to maximise the harmonisation of the procedures and criteria employed by the Ministries in supporting relevant activities. This too will enhance cooperation between the two sectors.

The theme of sport and development cooperation will be discussed at administrative or programme meetings with organisations in receipt of financial support from either of the two ministries in relation to either or both of the relevant policy fields, with a view to harmonising activities and flows of funds.

#### Coordination at international level

Primary responsibility for the coordination of projects in any developing country lies with the recipient country or organisation. For this reason, the Netherlands has warmly welcomed the proposal by various African countries to organise national sports forum meetings to discuss such coordination. It is intended that all the parties involved should be invited to attend, including the donor countries and organisations.

However, donor organisations and donor countries also have their own responsibility for the efficient use of resources. The annual International Forum for Sport and Development Cooperation, mentioned earlier in this memorandum, provides an opportunity to exchange information about projects and coordinate efforts. In addition, the proposed Dutch database will be coupled to an international database to be set up by the World Bank, so that information will also be available on initiatives by international organisations, like those affiliated to the UN.

The NOC\*NSF and sports associations are responsible for coordinating activities with their own international umbrella organisations. The coordination of activities between organisations is a condition of project support from the Ministry of Health, Welfare and Sport.

#### **4.3.3 Funding**

The funding of the national policy on sport and development cooperation is a joint responsibility of the Ministry of Foreign Affairs and the Ministry of Health, Welfare and Sport, though the first of these has the greater role. A distinction should be drawn between support for activities in developing countries and activities undertaken in the Netherlands to improve harmonisation and coordination between the sectors involved, to promote professional expertise, to further knowledge or to increase public awareness.

With regard to supporting activities in developing countries, funding arrangements are as follows:

#### Ministry of Foreign Affairs

Activities relating to sport and physical exercise are not assessed in isolation. They have to compete with projects in other sectors for the limited resources available. This is true irrespective of whether funding comes from the embassies or from central resources in The Hague. There is at present no set budget for sport in the context of development cooperation. Sports activities are at present generally funded out of the social development budget, which also funds initiatives relating to health, nutrition, drinking water and sanitation, and social security. Temporary initial provision for them will be made for a period of two years in the 1999 budget, in anticipation of the establishment of a definitive budget.

For plus sport activities, funding may also be obtained from the budgets for specific target groups or priority areas, providing they play a dominant role in the activity. There are budgets of this kind for women in development, children, institutional development and urban or rural development.

Resources may also be made available from a number of specific funds which are not delegated to the embassies (for example, emergency aid provisions) and from decompartmentalised budgets like the MATRA funds. The criteria for these funds mean that project proposals involving sports and exercise may be accepted under special circumstances.

#### Ministry of Health, Welfare and Sport

The Ministry of Health, Welfare and Sport has a set budget for development cooperation activities. The intensification of the policy in 1997 led to an increase in the budget for 1998, but it is still not large enough to allow the acceptance of all project proposals meeting the terms of this memorandum. Financial limitations, content and geographical criteria and the individual contribution of applicant organisations themselves will all be taken into account when making the final selection of activities to receive support. It is a condition of funding by the ministry of any 'sport plus' or 'plus sport' activity that there should be a role for a Dutch sports organisation in its implementation. Applications for support may only be made by sports organisations and local government bodies<sup>13</sup>. Such applications must be for a maximum period of 4 years, with the possibility of an extension. Thereafter, the local organisation must be able to continue with the activity on its own, or possibly with support obtained within its own country<sup>14</sup>.

#### Other partners

The policy on sport and development cooperation is based on the principle of partnership. This same principle applies to central government funding of projects, where joint funding will always be the aim. The Netherlands Development Organisation (SNV), the Netherlands Management Cooperation Programme (PUM, a scheme for the secondment of retired managers to developing countries), the Union of Organisations for Personnel Cooperation (PSO), the Union of Dutch Local Authorities (VNG), and sports and development organisations will all be asked to devote expertise and resources to the promotion of sport and exercise in developing countries. The co-financing organisations in particular will be invited to devote effort and resources to this theme, either in isolation or combined with other areas of activity. The private sector will be urged to take account of the social component of sport in trade relations and sponsorship activities.

## **4.4 Policy evaluation**

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<sup>13</sup> Sports organisations without official recognition can arrange to have applications submitted to the ministry via a sports association or umbrella organisation provided that the body concerned agrees with the activity proposed. Such organisations can also apply for support from the funds managed centrally by the Ministry of Foreign Affairs. The recognised sports organisations will receive further information about the exact procedures, criteria and priorities to be observed in relation to project assessment by the Ministry of Health, Welfare and Sport.

<sup>14</sup> This may also take the form of support from the Dutch embassy in the country concerned.

This memorandum sets out plans for the next five years. The policy is based on a growth model, with a progress report planned after the first two years. This will be accompanied by an evaluation of the measures now being proposed and consideration will be given to the possible need to modify the policy framework or adopt extra measures at that point. If the results of this interim evaluation are positive, support in the area of sport and development cooperation may be extended to include all the countries with which the Netherlands has development relations. At the same time, new plus sport themes or target groups may be introduced and other themes may be given a lower priority.