Partnerships involving sports-for-development NGOs and the fight against HIV / AIDS

Research in Lusaka, Zambia, 2007

Davies Banda
Iain Lindsey
Ruth Jeanes
Tess Kay

York St John University
University of Southampton
Institute of Youth Sport, Loughborough University
Institute of Youth Sport, Loughborough University

November 2008
6. HORIZONTAL PARTNERSHIPS  41
   Introduction  41
   Forms of Horizontal Partnerships  41
   Purpose and Outcomes of Horizontal Partnerships  44
   Factors Affecting Horizontal Partnerships  48

7. CONCLUSIONS AND RECOMMENDATIONS  53
   Introduction  53
   Approaches to Partnerships  53
   Partnership within the Sport-for-Development Sector  55
   Partnerships for Sport-for-Development and HIV / AIDS  56

REFERENCES  59
ACKNOWLEDGEMENTS

This research could not have been undertaken without the support of a large number of individuals and organisations. Firstly, we would like to thank Dr Ben Chirwa and Dr Alex Simwanza of National HIV / AIDS Council of Zambia for giving us an opportunity to talk to them and their immeasurable help in connecting us to key actors with HIV / AIDS sector. Also in organising and preparing for our research we are deeply indebted to Alice M Saili from the Ministry of Education. Alice and her colleagues were unreservedly welcoming and accommodating while the research team were in Zambia in September 2007.

The research would have not been possible without the willingness of interviewees to share their views and insights with us. Members of the research team have worked with many of the key sporting stakeholders in Zambia previously over varying lengths of time. It is always a pleasure to continue these working relationships. We appreciate your continued support and openness and we hope that we can continue to work with you again in the future. Interviewees were also undertaken with individuals who we had not met with before. We would like to thank you for the welcome that you gave and for the trust you showed in us.

For the members of the research team, it is a key priority that our work can make a contribution to continued development efforts in Zambia. We hope that the insights offered in this report can help, in whatever small way, to enhancing partnership working within the sport-for-development sector in Zambia and to improving the contribution that sporting organisations can make to national efforts to address HIV / AIDS.

Finally, we would like to thank York St John University for funding the cluster between York St John University and the Institute of Youth Sport at Loughborough University. We are indebted to the immeasurable support rendered by Professor Andy Smith, Director of Institutional Advancement at York St John University and to Dr. John Rule and Jill Graham both of York St John University’s Research and Enterprise Office. We also wish to thank the Institute of Youth Sport for providing supplementary support for this research.
GLOSSARY

Key Titles & Terms

AIDS  
Acquired Immune Deficiency Syndrome is a term used to describe the latter stages of HIV. It occurs when the body’s immune system has been substantially weakened by HIV.

Civil Society  
The array of voluntary and social organisations and institutions that exist independent of the government of a particular country.

EduSport  
An indigenous Zambian charity established in 1999 that uses sport and other physical activities as social tools to achieve community development.

The Global Fund to Fight AIDS, Tuberculosis and Malaria  
An international fund that was established in 2002 to globally increase finance available to address HIV / AIDS and other pandemics.

HIV  
HIV (human immunodeficiency virus) is the virus that causes AIDS. This virus is passed from one person to another through blood-to-blood and sexual contact.

Horizontal Partnerships  
Partnerships that comprise of agencies at a specific level, in the case of this report primarily Zambian non-governmental organisations.

Kicking AIDS Out (KAO)  
An approach that combines the use of sports, traditional movement games and physical activities to build awareness about HIV / AIDS amongst young people. Kicking AIDS Out is supported by an international network of supporting and implementing agencies.

Millennium Development Goals  
A series of eight goals that United Nations member countries and international development agencies have agreed to achieve by 2015. Goals include that seek to combat HIV / AIDS and develop a global partnership for development.

National HIV / AIDS / STI / TB Council (NAC)  
Established by an act of parliament in 2002, the National HIV/AIDS/STI/TB Council is the main body that co-ordinates all HIV / AIDS activities in Zambia.

Non-Governmental Organisations (NGOs)  
NGOs are legally constituted organisations created by private organisations or people with no participation or representation of any government.
Sport-for-Development  Also commonly termed sport-in-development, sport-for-development refers to the use of sport as a means to developmental goals.

Sport in Action (SIA)  An indigenous, Zambian non-governmental organisations that uses sport and recreation as a tool through which the quality of lives of people can be improved by providing opportunities to local people that enhance social and economic empowerment.

Vertical Partnerships  Partnerships between international, national and local organisations.


Other Acronyms

CGC  Commonwealth Games Canada
CHAMP  Comprehensive HIV / AIDS Management Programme
DATF  District AIDS Task Force
IDS  International Development Unit (Canadian)
PATF  Provincial AIDS Task Force
MoE  (Zambian) Ministry of Education
MSYCD  (Zambian) Ministry of Sport, Youth and Child Development
NASF  Zambian National HIV / AIDS Strategic Framework 2006 -2010
NIF  Norwegian Olympic Committee and Confederation of Sports
NIF  Norwegian Olympic Committee and Confederation of Sports
SFH  Society for Family Health
UNAIDS  The Joint United Nations Programme on HIV/AIDS
EXECUTIVE SUMMARY

Introduction

Sport is increasingly being recognised for the contribution it can make to the Millennium Development Goals and the response to the HIV / AIDS pandemic. This recognition of the value of sport led to the instigation of a number of non-governmental organisations (NGOs) in Zambia, and in other parts of world, that deliver combined programmes of sport and life skills education that contribute to the broader efforts of civil society organisations to address HIV / AIDS.

In Zambia, as in other countries, partnerships have been promoted as a key mechanism to co-ordinate the HIV / AIDS response both within civil society and between civil society, government, the private sector and international donors. However, while recognising the potential benefits of partnerships in addressing HIV / AIDS, previous research has identified that, in practice, partnerships can be problematic. For example, partnerships have been identified as masking existing power relations between international donors and NGOs (Laird, 2007) and as creating challenges for NGOs in a context where organisations are competing for similar sources of funding (Webb, 2004).

The purpose of this research was to examine the nature of partnership relations that included NGOs using sport as a tool for HIV / AIDS prevention in Zambia. Precise objectives of the research were:

• To examine the relationships between sport-for-development NGOs, national and international agencies involved in addressing HIV / AIDS.

• To examine the relationships amongst sport-for-development NGOs themselves and between these organisations and other health-based NGOs.

• To identify factors that support or constrain partnership working among sport-for-development NGOs and other agencies involved in addressing HIV / AIDS.

• To investigate the contribution of sport-for-development NGOs to partnerships aimed at enhancing co-ordination of HIV / AIDS policy and delivery.

Research Methods

A qualitative research approach, comprising of interviews supported by documentary analysis and observation, was adopted in order to gain the in-depth data required to meet the research objectives. A total of 13 interviews were undertaken involving 20 individual participants in September and October 2007. Interviewees included representatives of national HIV / AIDS agencies (such as the Zambian National HIV / AIDS Council and Zambian National AIDS Network), international agencies supporting sport-for-development NGOs in Zambia, representatives of indigenous sport-for-
development NGOs and staff from key health-based NGOs in Zambia. Data analysis comprised of inductively identifying sub-themes within two main themes, namely *vertical partnerships* between NGOs and higher-level national and international agencies and *horizontal partnerships* between NGOs (including those from the sport-for-development sector) working to address HIV / AIDS in Zambia.

**Findings: Vertical Partnerships**

A variety of different types of vertical partnerships were identified including those that were based on the provision of funding or capacity building support and those that related to policy or programme development. Amongst national and governmental agencies, there was recognition of the contribution that sport could make to addressing HIV / AIDS although representatives from national HIV / AIDS agencies emphasised the use of sport primarily as a diversionary tool rather than acknowledging the full range of educational activities delivered by sport-for-development NGOs. This potentially narrow conception of the contribution of sport-for-development NGOs appeared to contribute to their lack of integration into partnership structures developed nationally to co-ordinate the HIV / AIDS response. As a result, compared to other NGOs, sport-for-development NGOs appeared to have limited involvement in HIV / AIDS policy development and dissemination. Furthermore, sport-for-development NGOs appeared to struggle to access Global Funds distributed to civil society organisations by the Zambian National AIDS Network because of a lack of understanding of their programmes and difficulty in measuring their contribution to the quantifiable HIV / AIDS targets. Only where sport-for-development NGOs entered into partnerships with health-based NGOs were they successful in obtaining Global Funds.

The challenges for sport-for-development NGOs of becoming integrated with the national HIV / AIDS effort were accentuated as international sporting agencies that supported sport-for-development work had limited understanding of national HIV / AIDS policy frameworks. These international agencies had a strong commitment to partnership working in their provision of both funding and capacity building support to sport-for-development NGOs. However, there were problematic issues associated with these relationships. The limited understanding of national HIV / AIDS policy frameworks by international agencies contributed to difficulties aligning funded programmes with HIV / AIDS targets. Interviewees also suggested that there were some issues regarding the quality of communication and exercise of power through the partnerships between international agencies and sport-for-development NGOs. Finally, although attempts had been made by international donors to overcome this problem, the provision of funding from international sources continued to create tensions between sport-for-development NGOs.

**Findings: Horizontal Partnerships**

As found amongst vertical partnerships, a variety of different forms of horizontal partnerships between NGOs were identified. The partnership
structures developed nationally to co-ordinate HIV / AIDS comprised of a number of networks from national to local level that involved NGOs. Networks of NGOs also existed that had been created through more bottom-up processes. In the sport-for-development sector, there had been attempts to create a Zambian Kicking AIDS Out Alliance and other networks comprising of organisations involved in sport-for-development work. A third main type of horizontal partnership were those bilateral relationships in which sport-for-development NGOs and other NGOs worked together on particular joint projects or programmes.

Associated with their different forms, a variety of different purposes and outcomes of partnerships were identified. Typically, bilateral partnerships allowed the sport-related expertise of sport-for-development NGOs to be combined with the different areas of expertise of other NGOs. These types of partnerships also contributed to mutual capacity building amongst NGOs and this partnership purpose was also evidenced between larger and smaller NGOs in the sport-for-development sector. Other purposes were more evident in wider networks which were valued by NGOs for the opportunities that they provided for the sharing of information on the practices of, and challenges facing, other NGOs. Networks also provided opportunities for advocacy on behalf of individual NGOs or, more importantly, for the entire sport-for-development sector. Finally, involvement in partnerships was identified as enabling input into, and co-ordination of, policy and planning although, at the time the research was conducted, this did not appear to be a partnership benefit that had been substantially achieved within the sport-for-development sector.

A number of factors were identified which affected the effectiveness of horizontal partnerships in realising the desired outcomes identified above. As a result of the involvement of a large number of different NGOs and other agencies, the sport-for-development sector was fragmented. In turn, this fragmentation contributed to difficulties in co-ordinating work across the sector and was also linked to the competition that existed amongst NGOs for scarce resources. Moreover, in order to develop effective partnerships, NGOs were required to have sufficient capacity to devote resources to joint efforts as well as having specific skills required to work collaboratively. In addition, the development of mutual understanding between organisations and the achievement of tangible outcomes were identified as contributing to the development of partnerships.
Conclusions and recommendations

Conclusions from the research integrated the findings on vertical and horizontal partnerships with issues identified in the wider literature on partnerships involving NGOs in development work. As has been identified in other contexts, the strength of commitment to partnership working amongst agencies involved in addressing HIV / AIDS in Zambia was matched by the diversity of forms and purposes of existing partnerships. At the time the research was conducted, it appeared that sport-for-development NGOs had greatest involvement in partnerships that comprised of a small number of members through which practice-related benefits, rather than more strategically-orientated outcomes, were achieved. This finding was perhaps unsurprising given the relatively recent development of the sport-for-development sector as a whole. It was suggested that partnerships amongst sport-for-development NGOs could continue to evolve through developing initially informal, trusting relationships and ensuring that partnerships continue to build on the benefits that were achieved through partnerships. However, as other research has identified in different contexts, the fragmentation of the sport-for-development sector impeded the development of effective partnerships and international agencies were recommended to continue efforts to ensure that funding provided for sport-for-development in Zambia enables co-ordination, rather than competition, amongst NGOs.

Conclusions regarding partnerships that enabled the integration of sport-for-development and HIV / AIDS efforts mirrored those concerning partnerships within the sport-for-development sector itself. Sport-for-development NGOs had developed partnerships with individual health-based NGOs that enhanced specific programmes, enhanced awareness of the contribution of sport to addressing HIV / AIDS and, in one case, enabled access to funding. It was recommended that sport-for-development NGOs continue to develop such partnerships. However, sport-for-development NGOs were less integrated into nationally-instigated partnerships designed to co-ordinate policy and associated efforts to address HIV / AIDS. Improving the overall integration of the sport-for-development sector will require further efforts by all parties. Sport-for-development NGOs should try to enhance collective efforts to advocate on behalf of the sector. This collective action would among other things entail improving communication between NGOs and government departments. Integration would also be enhanced by both the sport-for-development NGOs and international agencies increasingly aligning their actions with national HIV / AIDS policy frameworks and targets. National HIV / AIDS agencies in Zambia could encourage this alignment by increasing their understanding of the sport-for-development sector and encouraging the integration of sport-for-development NGOs into national HIV / AIDS partnership structures.
1. INTRODUCTION

Sport is being increasingly recognised for the contribution it can make to the Millennium Development Goals and, in particular, the response to the HIV / AIDS pandemic. The United Nations Inter-Agency Task Force on Sport for Development and Peace (2003, p5) states that

Well-designed sports programmes are also a cost-effective way to contribute significantly to health, education, development and peace as a powerful medium through which to mobilize societies as well as communicate key messages.

The same report also highlights the contribution that sport can make to the four pillars of effective HIV / AIDS programming, namely knowledge, life skills, the provision of a safe and supportive environment and access to services.

This recognition of the value of sport has led to the instigation of a number of organisations and programmes in Zambia that utilise sport to achieve developmental outcomes including combating HIV / AIDS. Indigenous sport-for-development Non-Governmental Organisations (NGOs), such as Sport in Action and the EduSport Foundation, deliver a combined package of sport and life skills education to direct young people away from the risks of HIV / AIDS. These organisations are also assisted by international sporting organisations, particularly from Norway, the United Kingdom and Canada, which provide funding and other forms of developmental assistance.

In general, such ‘sport-for-development’ organisations operate in a context where partnerships are a key mechanism to achieve developmental goals. The eighth Millennium Development Goal is explicitly orientated towards creating a ‘global partnership’ and it is recognised that partnerships at global-, national- and local-levels are required in order to achieve the remaining seven goals (UN Millennium Project, 2005). Especially in efforts to address HIV / AIDS, policies call for multi-sectoral partnerships inclusive of government, the private sector and civil society (which includes NGOs such as those sport-for-development organisations highlighted above) (UNAIDS, 2006). The partnerships advocated not only include those that comprise of agencies at a specific level (horizontal partnerships) but also those between international, national and local organisations (vertical partnerships) in order to align policies and practices at different levels (World Bank, 2007). All of these features can be identified in the Zambian Nation HIV / AIDS Framework 2006 – 2010 (National HIV / AIDS Council, 2006, p15) which states as a guiding principle that

Controlling HIV / AIDS needs the involvement of all sectors of society through the multi-sectoral response and partnership in the design, implementation, review, monitoring and evaluation of the National AIDS Strategic Framework.

Despite the strength of policy rhetoric, partnerships can be both conceptually and practically problematic. In both policy documents and in academic
literature, there is no commonly accepted definition of partnership and the precise nature of desired partnerships is often not clearly specified. Perhaps even more problematically, referring to the contribution of partnerships to the achievement of Millennium Development Goals, Takahashi (2006, p39) suggests that ‘there has been little enquiry into how these collaborative arrangements work and what they imply for the capacity of stakeholder organisations to meet development targets’. In other contexts, critiques of partnerships have also highlighted their potential to mask imbalances of power between the agencies involved (Laird, 2007).

Given this context, the purpose of the research was to examine the nature of partnership relations that involve NGOs using sport as a tool for HIV / AIDS prevention in Zambia. The research was undertaken by a research cluster which was funded by York St John University and comprised of the Department of Sports Studies in the Faculty of Health and Life Sciences at York St John University and the Institute of Youth Sport at Loughborough University. Precise objectives of the research cluster were:

- To examine the relationships between sport-for-development NGOs, national and international agencies involved in addressing HIV / AIDS.
- To examine the relationships amongst sport-for-development NGOs themselves and between these organisations and other health-based NGOs.
- To identify factors that support or constrain partnership working among sport-for-development NGOs and other agencies involved in addressing HIV / AIDS.
- To investigate the contribution of sport-for-development NGOs to partnerships aimed at enhancing co-ordination of HIV / AIDS policy and delivery.

This report presents the findings of the research undertaken in the later half of 2007. The report has been written for a wide audience including stakeholders in Zambia (from the National HIV / AIDS Council to the sport-for-development NGOs), and international agencies (including those that fund sport-for-development NGOs) as well as other individuals and organisations with an interest in sport-for-development. The report consists of seven sections. After this introductory section, Section 2 contains a review of literature concerning the role and place of NGOs in development with a particular focus on Africa and those NGOs that address HIV / AIDS. Section 3 then describes important aspects of the Zambian context of the research, in particular the multi-sectoral approach adopted to combat HIV / AIDS. This section also provides background detail on those NGOs that were central to the research. A description of the research methods used to collect and analyse data is then provided in Section 4. The findings of the research are presented in Sections 5 and 6. The first of these sections relates specifically to vertical partnerships between NGOs and government, national agencies and international donors. The horizontal partnerships between NGOs, both within the sport-for-development sector and between sport-for-development NGOs and other NGOs, are the focus of the second of the findings sections. The final section
presents the conclusions of the research and provide recommendations for specific stakeholders.
2. LITERATURE REVIEW

2.1 Introduction

There is an expanding academic literature on the role of, and partnerships including, non-government organisations (NGOs) that contribute to development work in developing countries. To underpin the research, a review of this literature was essential for two reasons. First, reviewing the relevant literature helped to guide the design and implementation of the research that was undertaken in Zambia. Second, this literature review helps to contextualise the findings from the research presented in later sections of this report. The first part of the literature review focuses on the role, and the reasons for changes in the role, of NGOs involved in development work in developing countries. This initial section is followed by three further sections that are particularly related to the focus of this research on partnership. First, literature that concerns the relationship between NGOs and international donors is reviewed. The second section subsequently examines literature on the relationships between NGOs and state institutions in developing countries. Third, a review of literature that pertains to the relationships between NGOs is presented. A final concluding section of the literature review draws together some of key themes running throughout the section. Throughout the review, there is a specific focus on literature that pertains to Africa and actions to address HIV/AIDS.

2.2 NGOs in Development

In developing countries, the period of the 1980s and 1990s witnessed an ‘unprecedented increase’ in the numbers of NGOs, part of a wider expansion of the role of, what is loosely termed as, ‘civil society’ in development activities (Laird, 2007, p470; Bebbington & Riddell, 1997). During this period, one of the main drivers of this expansion was the dominance of neo-liberal ideology at the time amongst Western governments and supra-national organisations such as the World Bank. With regard to policies focused on Africa, the neo-liberal principle of minimalist government was accompanied by a perception that national governments were both failing and corrupt (Laird, 2007; Zaidi, 1999). As a result, international policies and aid were concentrated on market-based solutions in which NGOs had a prominent role (Hulme & Edwards, 1997a). In the health sector in particular, NGOs were ‘burdened’ with the responsibility to fill gaps in provision left by shrinking state health services in African countries (Boone & Batsell, 2001).

The period since the late 1990s has, however, seen a shift from neo-liberalism to an approach in which individual states have a role in development within African counties. There are a number of reasons for this shift, among them a recognition that NGOs failed to fill the scale of the gaps left by a lack of public sector provision (Zaidi, 1999; Webb, 2004). Boone &

---

1 As Kidd (2008) also notes, finding an appropriate way to refer to such countries is a contentious issue. The terms ‘developed’ and ‘developing’ countries will be used in this report and the authors hope that no offence is caused by this terminology. An alternative common terminology is to refer to the ‘global north’ and ‘global south’.
Batsell (2001, p6) also pertinently suggest that the ‘devastating effect of AIDS on African countries highlights the need for public goods that only governments acting unilaterally or multilaterally can provide’. Despite this shift, NGOs still have an extremely prominent role in development programmes generally and specifically in multi-sectoral interventions to address HIV / AIDS (Seckinelgin, 2006).

The prominence of NGOs in development activities is based on perceptions that such organisations have two particular and interconnected strengths. Firstly, in terms of operational effectiveness, NGOs are considered to be better placed than other organisations to reach the intended beneficiaries of development programmes, particularly those that are aimed at the poorest members of society (Bebbington & Riddell, 1997; Zaidi, 1999). Secondly, policies have supported the expansion of NGOs as ‘vehicles for “democratisation” and [as] essential components of a thriving civil society’ (Hulme & Edwards, 1997a, p6). The balance of these two roles may differ according to the specific NGO although, more generally, Bebbington & Riddell (1997) suggest that the legitimacy of any NGO depends on success in addressing either one of these roles.

However, within the NGO sector in its entirety, a number of authors have identified that fragmentation is a significant problem resulting in issues regarding the scale and integration of NGO-based development work. The rapid development of the NGO sector has meant that in developing countries there now exists a huge number of typically small-scale NGOs with particular specialisms that commonly work across limited geographical areas (Lorgan, 1998; Webb, 2004; Zaidi, 1999). Although these characteristics apply to the NGO sector generally, Batsell (2005) recognises similar features amongst NGOs that specifically address HIV / AIDS.

Problems of integration are the result of this fragmentation. Hulme & Edwards (1997b, p6) raise concerns about the ‘patchwork quilt of social services developing’ as a result of NGO fragmentation while Lorgan (1998) similarly identified issues concerned with duplication of effort that came from a lack of co-ordination between NGOs. Of perhaps even greater importance, Webb (2004) also identifies a degree of competition between the agendas pursued by different NGOs. As a result, authors have queried the overall capacity of NGOs to address the scale of development problems that are faced in African countries on a sustainable basis. For example, Hearn (1998, p99) suggests that a community and NGO-based ‘process of development, by definition, is fragmented with no provision of universal services and therefore no attempt at equity’. For authors such as Batsell (2005) and Lorgan (1998), therefore, expectations that NGOs collectively have the capacity to effect widespread social change are overambitious. In the context of efforts to address HIV / AIDS, Seckinelgin (2005, p360) effectively summarises these issues:

Since the number of NGOs dealing with the disease is very large, it is difficult to conclude whether the interventions are coherent or sustainable and whether they will have societal impact. The small size of individual NGOs makes them attractive to donors for their
interventions but, in terms of outcomes, the results are fragmented and unsustainable.

2.3 Relationships between International Donors and NGOs

The term ‘partnership’ has increasingly been used in policy and practice to describe the relationship between international donors and NGOs in developing countries (Lister, 2000; Harrison, 2007). In this context, partnership is suggestive of a qualitatively different type of relationship from international donors merely working with NGOs in developing countries. The rhetoric of partnership is based on the many supposed benefits that such a relationship may bring to development work. Such hypothecated benefits commonly fall into two groups. Firstly, partnership may result in more efficient and effective provision. For example, Lister (2000) suggests that synergies derived from partnerships may make better use of scarce resources and increase the sustainability of interventions. Secondly, partnerships are believed to allow devolution of power with development decisions being taken closer to local communities (Harrison, 2007) perhaps with the direct involvement of potential beneficiaries (Lister, 2000). Harrison (2007, p391) goes as far as suggesting that the ‘rhetoric of partnership therefore focuses on reversing the power relations in the aid chain’.

However, a number of authors question whether the developing rhetoric of partnership signifies a change in relationships between international donors and NGOs in developing countries. In terms of the actual relationships, Harrison (2007) identifies that different agencies may have different conceptions of principles underpinning, as well as the behaviours associated with, partnerships. Moreover, Lister (2000, p228) criticises partnership as an idea imposed by developed countries and suggests that development of ‘authentic partnerships’ are constrained by the control of funding retained by international donors. Summing up these factors, Laird (2007, p467-8) identifies that:

Despite the rhetoric of partnership, NGOs in developing countries, whether indigenous or the country programmes of international organizations, generally acquiesce in the development agenda of donors or their northern-based head offices.

In the literature on NGOs involved in HIV / AIDS development work, Seckinelgin (2004) makes a similar point, suggesting that the use of the term partnership commonly masks the ongoing power relations between NGOs and international donors.

Power relationships between international donors and NGOs in developing countries are commonly discussed by a wide variety of authors. The power of international donors resides primarily in the funding that they make available. In the context of NGOs working to address HIV / AIDS, Boone & Batsell (2001, p16) suggest that NGOs in developing countries become tied to the agendas adopted by international donors. Similarly, Zaidi (1999) suggests that the short-term and project-specific nature of funding results in NGOs working
within tight constraints and on highly specified tasks. More generally, the system of funding from international donors has reduced the diversity of NGOs due to a ‘self-replicating’ process of funding being directed to the largest NGOs (Hulme & Edwards, 1997a; Bebbington & Riddell, 1997).

Besides the generalities of the system of international funding, processes related to accountability, such as monitoring and evaluation, are widely identified as mechanisms that reinforce power relations. A number of authors report that NGOs are increasingly becoming accountable to international donors rather than to the communities with which they work (Hulme & Edwards, 1997b; Zaidi, 1999; Seckinelgin, 2006). Moreover, imposed norms and systems of monitoring and evaluation have additional effects on development work by NGOs in developing countries. These effects include NGOs focusing on short-term quantitative outputs (Zaidi, 1999), considering only their own performance rather than co-operating with other NGOs (Biggs & Neame, 1995) and overlooking the long-term impact of provision (Seckinelgin, 2005). These implications have affected NGOs working in the HIV / AIDS field with ‘funder imperatives on measurability reduc[ing] what can be done to those things that can be quantified such as distribution of condoms, producing posters and testing’ (Seckinelgin, 2004, p301). In order to overcome some of the limitations of solely monitoring outputs, Coalter (2006) advocates for greater integration, in the sport-for-development sector, of evaluation of both processes and outcomes. He believes that such an approach to evaluation, based on the use of logic models, would lead to ‘more coherently designed and consistently delivered programmes’ (Coalter, 2006, p1).

Overall consequences of these power relations may have significant implications for individual NGOs and the NGO sector as a whole. Hulme & Edwards’ (1997a) suggestion, that the alterations to NGOs’ modes of operation engendered by funding from international donors are continually reinforced and reproduced, is also recognised in the HIV / AIDS sector by Seckinelgin (2005, p359) who observes that

NGOs, participating in funding relationships in which they are regarded as service delivery tools, gradually internalize certain ways of relating and thinking that are independent of their community relationships.

These effects create a paradox in which a supposed basis for NGOs’ effectiveness, their democratic relationships with local communities and individuals, is undermined resulting in a reduced capacity to initiate social change (Edwards & Hulme, 1995b; Seckinelgin, 2006). Moreover, Seckinelgin (2004, 2005) believes that these factors have contributed to HIV / AIDS programmes becoming homogeneously orientated to the distribution of information and condoms in line with the understanding of international policy makers rather than local community contexts.
2.4 Relationships between States and NGOs

In general, Lorgan (1998) suggests that in developing countries relationships between the state and NGOs can vary between those characterised by dependency, confrontation or collaboration. At differing extremes, increased funding for NGOs can weaken state capabilities or alternatively governments can control the actions of NGOs (Lorgan, 1998). However, Van Klinken (1998, p349) cautions against an analytic separation of the state and NGO sector by suggesting that such a ‘distinction is harder to sustain on the ground’. In a similar vein, Bebbington & Riddell (1997, p114) suggested that

*NGO performance is more likely to be effective where the state is relatively effective in social and development service provision, and where the quality of relationships between NGOs and government is cordial and constructive.*

A number of authors have more specifically focused on the nature of the relationship between states and NGOs in addressing HIV / AIDS. Normative contributions reinforce Bebbington & Riddell’s position, with Boone & Batsell (2001) calling for a partnership between state and NGOs in fighting HIV / AIDS. Webb (2004, p22) also suggests that

*long-term sustainability … lies in the support that NGOs can provide to government rather than vice versa, and the development of NGO capacity must not be at the expense of that within government and public sector ranks.*

However, in the context of HIV / AIDS related policy and practice, problems in relationships between states and NGOs are identified. As a result of political competition and lack of resources, relationships between some African states and NGOs have proved to be problematic which has had negative implications for co-ordination of efforts to address HIV / AIDS (Irunzun-Lopez & Poku, 2005; Batsell, 2005). Similarly, Webb (2004) suggests that there is a lack of direct relationships between African government and NGOs with mediation between the two often undertaken by external agencies.

One consequence of the weaknesses in relationships between the state and NGOs may be that NGOs experiences at grassroots level are not translated into government HIV / AIDS policies (White & Morton, 2005). This theme, of the influence of NGOs on governmental policies, is one that is commented upon a number of authors. Batsell (2005, p60) suggests that HIV / AIDS NGOs ‘form a community that has made only modest gains in the political arena’. This is a view shared by Seckinelgin (2004, p300) who suggests that, while NGOs undertake advocacy work in policy debates, these organisations are ‘not able to question the overall [policy] frameworks’. Only Webb (2004, p23) dissents from this common view, suggesting that HIV / AIDS networks established at national and regional levels have allowed NGOs to develop ‘a critical mass to allow representation at political or lobbying levels’.
2.5 Relationships between NGOs

Positive relationships between NGOs are cited as enabling a range of potential benefits in development work. At one end of the scale of these benefits, Takahashi (2006) suggests that partnerships and improved communication allow mutually beneficial learning to be generated between different NGOs. At the other end of the scale, positive relationships may result in more comprehensive and tangible benefits. Biggs & Neame (1995, p32) report that

one of the most significant observations of studies concerning NGO effectiveness has been that networking and coalitions with other NGOs, and with other public and private actors, are often the key to results.

In the context of responding to HIV / AIDS, positive relations between NGOs may be particularly important due to the cross-sectoral nature of relevant issues (White & Morton, 2005). More generally, Batsell (2005, p71) suggests that

More co-operation amongst AIDS NGOs ultimately could lead toward better co-operation with the government in fighting HIV / AIDS.

However, many authors identify that developing positive relations between NGOs has proved problematic. In 1995, Edwards & Hulme (1995a) found that ‘there is very little evidence that alliances of different organisations … have developed very far’. Similarly, Moore & Stewart (1998, p341) express disappointment that

NGOs, characteristically the advocates of a more co-operative pattern of social organization, should often appear to compete so much among themselves and to co-operate so little.

More recently, Laird (2007) suggests that problems of co-ordination and duplication across the NGO sector remain a ‘perennial problem’. Furthermore, the underlying causes of such problems appear to remain unchanged. The fragmentation of the NGO sector into a large number of different small-scale organisations competing for the same sources of scarce funding cited in the late 1990s by Hulme & Edwards (1997b) and Lorgan (1998) is similarly identified more recently by Laird (2007, p468) as making effective co-ordination ‘virtually impossible’.

Such problems have been identified amongst NGOs involved in HIV / AIDS related activities. In research on HIV / AIDS programmes in rural sub-African locations, White & Morton (2005) found that effective relationships between NGOs were ‘the exception rather than the norm’ and described partnerships between such organisations as ‘a crucial and underdeveloped area’. Similarly, research undertaken by Seckinelgin (2004) found that HIV / AIDS interventions by NGOs were commonly uncoordinated and, in Zambia, it was
reported that this lack of co-ordination resulted in contradictory messages about HIV / AIDS being disseminated.

2.6 Conclusions

Although literature on relationships between international donors and NGOs, between states and NGOs and amongst NGOs has been presented separately in this review, many of the issues identified exist at the nexus of relationships between all these actors. Both in relation to general development work, and that specifically aimed at HIV / AIDS, authors have identified the effect of international funding on relationships between NGOs in developing countries. For example, Hulme & Edwards (1997b) recognise that positive collaborative relationships were unlikely to form between NGOs in an environment where these same organisations competed for funding from international donors. This problem remains amongst NGOs addressing HIV / AIDS with Webb (2004) stating that NGOs were looking to demonstrate their ‘comparative advantage’ and Boone & Batsell (2001, p16) commenting that the international context ‘forces [NGOs] to compete amongst themselves for donors largesse’.

However, particularly in the HIV / AIDS sector, authors do recognise attempts to address the problems of co-operation that are inherent in these competitive relationships. Webb (2004) identifies that funding organisations have begun to encourage consolidation amongst the NGO sector and Seckinelgin (2004) cites the commitment by UNAIDS and the Global Fund to develop partnerships and build multi-sectoral approaches to addressing HIV / AIDS. As a result, Webb (2004, p23) identifies that NGOs have attempted to build national mutually supportive networks and that Networks of AIDS Service Organisations in African countries have

allowed NGOs to coalesce, if not operationally, but certainly in terms of (1) solidarity towards a common cause, (2) a critical mass to allow representation at political or lobbying levels … (3) a mechanism to exchange experiences and share learning.

While realising these gains, Webb (2004) also cautions that the potential of networks remains unfulfilled agreeing with Batsell (2005) that NGOs addressing HIV / AIDS have, as yet, had a significant joined-up influence in wider political contexts.
3. THE ORGANISATIONAL CONTEXT OF HIV / AIDS AND SPORT-FOR-DEVELOPMENT IN ZAMBIA

3.1 Introduction

This section details the context in which organisations dealing with HIV / AIDS operate in Zambia. This context is described with the aid of the National HIV/AIDS/STI/TB Council’s multi-sectoral institutional framework which consists of organisations ranging from government agencies, line ministries, Provincial and District HIV / AIDS Task Forces, organisations representing civil society, the private sector and co-operating partners/donors. Brief descriptions of the multi-sectoral institutional framework and the core business of organisations and agencies involved in the research are provided.

3.2 National HIV / AIDS Structure

Zambia’s first case of AIDS was diagnosed in 1984. Two years later the Government responded by establishing the National AIDS Prevention and Control Programme in 1986. Currently, the National HIV/AIDS/STI/TB Council (NAC), established by an act of parliament in 2002, is the main body that coordinates all HIV / AIDS activities in Zambia. It is composed of a Council and a Secretariat. NAC is a broad-based representation of government, private sector and civil society organisations whose vision is to have a nation (Zambia) free of the threat of HIV / AIDS. Under the leadership of the NAC, the Zambian government has adopted a multi-sectoral approach in its response to fighting HIV / AIDS. This approach asks for the support and engagement of five main groupings or sectors of society as follows:

- **Civil society** comprising of Non-Governmental Organisations (NGOs), Faith Based Organisations, Community Based Organisations, The Media and Trade Unions
- **the Private Business Sector**
- **Co-operating Partners & Donors**
- **The Public Sector** including all levels of government, state enterprises and the NAC itself
- **Politicians**

The figure below illustrates the multi-sectoral approach structure adopted by the NAC.
In its current National HIV / AIDS Strategic Framework (NASF) 2006 -2010, the NAC (2006) has identified six key themes. Based on the six key themes identified in the NASF 2006- 2010, the NAC has developed theme groups which include representatives from the different sectors outlined above. The six theme groups are:

- Prevention Theme Group
- Treatment Care and Support Theme Group
- Impact Mitigation Theme Group
- Decentralization and Mainstreaming Theme Group
- Monitoring and Evaluation Theme Group
- Advocacy and Co-ordination Theme Group

All organisations identified under the five main groupings or sectors of society are allocated into one of the six theme groups above based on their core HIV / AIDS activities. For example, politicians belong to the last group – advocacy and co-ordination theme group. In each theme group, members work together and have within the group a Technical Working Group whose aim is to advise on planning, monitoring, evaluating and reporting of HIV / AIDS activities within the theme group. Technical Working Groups operate a bottom-up and top-down approach within the theme group and between NAC and other theme groups.

It has been acknowledged in national policy that political commitment at the highest level is required in order to address the HIV / AIDS pandemic (Ministry of Health, 2005). This is achieved at national level in the framework above through Line Ministries which each operate a HIV / AIDS Focal Point. In this study, the Ministry of Education (MoE) was the main ministerial focal point.
included in the research due to its focus on the same age group as that targeted by sport-for-development NGOs. The MoE targets its HIV / AIDS programmes and activities at youths in schools in order to change their behaviour while the sport-for-development NGOs also target those young people, but outside the school system. The MoE has a team of experts specifically designated to implement the ministry’s role within NAC’s multi-sectoral response. Apart from youths, the MoE HIV / AIDS programmes and activities are also targeted at employees (teachers, administrators and support staff) of the MoE and the families of MoE employees. This is done through Teachers AIDS Day events. The MoE also liaises with the Ministry of Sport, Youth and Child Development (MSYCD) with regard to the development of sport and sport-for-development initiatives targeted at young people in schools. A desk officer based at the MSYCD headquarters who is responsible for this link between the two ministries represents the two ministries when dealing with international sport agencies such as the UK Sports Council.

In its decentralisation policy, the NAC has Provincial and District HIV / AIDS Task Forces (PATFs and DATFs) at provincial and district level, respectively, created to co-ordinate HIV / AIDS activities at sub-national level. Both PATFs and DATFs are multi-sectoral in their composition and are intended to be an extension of the NAC at sub-national level in which the participating partners have an opportunity for advocacy.

### 3.3 Civil Society

This section examines non-governmental organisations (NGOs) within civil society and considers how they fit within the multi-sectoral response to HIV / AIDS. Studies included in the literature review suggested that civil society is valued for its work with marginalised members of society and has received favour from donors as it is believed to be cost effective and innovative in its approaches. In this section, the core businesses of the NGOs involved in this study are outlined beginning with the Zambian National AIDS Network which encompasses all NGOs dealing with HIV / AIDS; the section then examines health-based NGOs dealing with HIV / AIDS and lastly sport-for-development NGOs.

#### Zambia National AIDS Network

The Zambian National AIDS Network (ZNAN) is the principal recipient of the Global Fund for HIV / AIDS, tuberculosis and malaria meant for all non-governmental organisations involved in HIV / AIDS. In addition to ZNAN, Global Funds to other sectors are also distributed through the Central Board of Health, the Ministry of Finance, and the Churches Health Association of Zambia. Established in 1994, ZNAN’s primary goal is the co-ordination of all civil society organisations involved in HIV / AIDS prevention and care. The organisation attempts to build strong collaborations among NGOs and community based organisations providing various services in the area of HIV / AIDS prevention and care through mobilisation of resources such as finances, managerial and technical expertise.
Health-based Non-Governmental Organisations

In Zambia as in other countries, a multitude of NGOs are actively addressing health issues and HIV / AIDS in particular. Three prominent health-based NGOs were included in this research, two of which were indigenous to Zambia. The other operates in Zambia but has headquarters in the United States of America. The three NGOs are:

- **The Society for Family Health (SFH)** in Zambia, which is a member of the Population Services International group, a non-profit organization whose headquarters is based in Washington, D.C. Established in 1992, one of the SFH’s core businesses has been social marketing of condoms. SFH promotes products condoms and other services at a subsidized price. SFH’s current focus at the time of this study was based on three key activities namely: condom social marketing; voluntary counselling and testing and male circumcision.

- **Comprehensive HIV / AIDS Management Programme (CHAMP)**, which is an indigenous non-profit organization whose main focus is the implementation of HIV / AIDS policies and programs in Zambia. CHAMP’s clientele are mainly businesses and their workforce. CHAMP develops, implements, and educates employees about workplace HIV / AIDS policy. It aims to support communities deliver HIV prevention activities. This is done in both the private and public sector. Some of CHAMP’s named clients are the mining sector and Ministry of Education where the organisation has delivered HIV / AIDS counselling and testing services. The organisation aims to develop an enabling environment in the workplace and outreach communities to address needs of people affected or infected by HIV / AIDS.

- **Family Health Trust** is a non-governmental organisation that is recognised for its school HIV / AIDS education programmes. The trust was established in 1987 in order to contribute towards the fight against the HIV / AIDS epidemic. The organisation’s main focus is on prevention and curbing the further spread of HIV as well as provision of care and support to those affected by HIV / AIDS. The Family Health Trust’s activities include running home based care projects and Action AIDS clubs in schools.

Sport-for-development Non-Governmental Organisations

These are NGOs that use sport as a tool for development. Sport-for-development, or development through sport, relates to the use of sport as a means to developmental goals. Sport is viewed not as an end in itself but as a vehicle to address some of the problems faced by society. Sport-for-development NGOs use sport and physical activity as a tool to improve lives of young people in poor communities. This is approach is different from sport development, or the development of sport, an approach in which efforts are focused on developing sport itself, for example through the establishment of sports clubs, coaching systems and performance pathways for elite athletes.
The sport-for-development NGOs discussed below are all indigenous organisations, founded by Zambians, which respond to challenges within their communities. Non-indigenous sport-for-development NGOs, such as Sports Coaches Outreach (SCORE) and Right to Play, which also operate in Zambia were not a particular priority for this study.

- **Education through Sport (EduSport) Foundation** is a non-profit indigenous Zambian sports NGO that first started in 1996 as a minor project under the National Sports Council of Zambia’s Sport for All programme and was later established as an independent charity in 1999. EduSport uses sport and other physical activities as social tools for achieving community development in socio-economically underserved communities in Zambia. The EduSport concept is also based on the development of young peer leaders within community. The ethos behind the youth peer leader approach is that the solutions to the problems faced by local young people need to come from the young people themselves. In its early years of operation, EduSport was supported mainly by donor funds from Norwegian agencies (Norwegian Olympic Committee and Confederation of Sport (NIF) and Norwegian Agency for Development). Recently, it has received funding or other types of support from various sources such as UK Sport, UNICEF, Global Funds through ZNAN and the Commonwealth Games Canada.

- **Sport in Action (SIA)** is a non-profit and non-governmental organisation formed in May 1999 as the first registered sport-for-development NGO in Zambia. The organisation aims to better the quality of life in Zambia through sport and recreational activities. SIA uses sport and recreation as a tool through which the quality of lives of people can be improved by providing opportunities to local people that enhance social and economic empowerment. Some of the organisation’s main activities or programmes are: Youth Empowerment Through Sports which promotes school sport and HIV / AIDS clubs; Young Farmers Club through sport which encourages rural sports and gardening clubs; child empowerment through sport through training camps for young people under 13 years of age; cultural exchange and traditional games which are based on exchange visits and promotion of indigenous games for development and physical education.

- **Breakthrough Sports Academy** is based in Lusaka, Zambia. It is a non-profit, non-governmental sports academy established in 2002 whose main objective is to introduce young people at community level to sport and opportunity to play the sport of their choice. In its programmes, the Breakthrough Sports Academy incorporates life skills training messages to young people especially in relation to HIV / AIDS. Breakthrough Sports Academy is a member of the global Street-Football-World Network which was established in 2005 as an international organisation that utilises football for community development and education. Breakthrough Sports Academy established a Street Football Network in 2006 open to all community based organisations in Zambia. The key aim of Breakthrough Sports
Academy Street Football Network is to encourage community based organisations at grassroots level to work together rather than in isolation through a street football league programme.

3.4 Co-operating Partners / Donors

The key funding partners for sport-for-development NGOs in Zambia are three co-operating partners, UK Sport, the Norwegian Olympic Committee and Confederation of Sport and Commonwealth Games Canada. Sport-for-development NGOs have mainly been sustained by external financial support from these three organisations rather than financial support garnered internally from within Zambia. In January 2004, the three international organisations signed an agreement to work together as partners in international development using sport as a tool for human, social and economic development. Their key focus being the support of Kicking AIDS Out (KAO) activities worldwide. The KAO concept and approach to tackling HIV / AIDS was established in Zambia by EduSport Foundation with the support of Norwegian Agency for Development. The approach combines the use of sports, traditional movement games and physical activities to build awareness about HIV / AIDS among young people. Today, KAO is not only an approach but has also developed into an international network of sports organisations dealing with HIV / AIDS. The three international agencies have helped develop KAO into an international network consisting of government agencies, international sporting agencies and non-governmental organisations from both developed and developing countries. The three key, international funding partners have agreed to work co-operatively to achieve sustainable results in sport for development through joint investments of time, money, and human resources. A brief description of each of the organisations is provided below:

- **Commonwealth Games Canada (CGC)** operates in Africa and the Caribbean through its International Development Unit (IDS) which was established in 1993. The IDS’s mission focuses on working in partnership to build leadership skills and enhance the capacity of individuals, communities and nations through sport. The IDS builds most of its work on what they term the host country programme where IDS operates as a consultant to help create sustainable human, social and economic development programmes. In Zambia, IDS has worked with the National Sports Council of Zambia, the National Olympic Committee and with local sport-for-development NGOs through its IDS internship programme which provides human resources to support development through sport. The IDS international internship programme called the Canadian Sport Leadership Corps utilises the sport experience and expertise of graduates from Canadian universities as volunteers in developing countries.

- **UK Sport** was established by Royal Charter in 1996. UK Sport works in partnership with other organisations and agencies to support developing countries create or improve their sporting systems. In international development through sport, especially in sub-Saharan
Africa, UK Sport through its International Development Assistance Programme develops partnerships between UK based NGOs (such as Youth Sport Trust) and local NGOs in order to provide sporting opportunities for young people in communities. Through the International Development Assistance Programme in Africa and other developing nations, UK Sport has worked in coach education, training and deployment; youth development and leadership; disability sport; organisational capacity building; and advocacy and awareness.

- **Norwegian Olympic Committee and Confederation of Sports**, (known as NIF), is the largest voluntary organisation in Norway. NIF has been involved in development co-operation since 1984. NIF has been working in Zambia since the first sport-for-development NGO was established and NIF was the main international donor at that time. NIF remains one of main international donors of the sport-for-development NGOs in Zambia. NIF was the key funding agency when the Kicking AIDS Out idea was first conceptualised as an HIV prevention programme. The Kicking AIDS Out Network is paraded as NIF’s most successful example of encouraging cross-border co-operation among sport NGOs using sport for HIV / AIDS message transmission. NIF focuses on working with the local community projects as partners with an attempt to promote the exchange of volunteers between developing countries as well as between developed and developing countries.
4. RESEARCH METHODS

4.1 Introduction

The purpose of the research was to examine the nature of the partnership relations between organisations with an interest in, and influence on, the sport-for-development sector in Zambia. Given the lack of previous research on this topic, the study was largely exploratory in nature. Overall, the research employed a qualitative approach designed to enable collection of in-depth data on partnership working in the sport-for-development sector in Zambia. This qualitative approach consisted mainly of semi-structured interviews with key stakeholders which was complemented by both documentary analysis and data collected through observation at a stakeholders forum meeting of the Lusaka District AIDS Task Force. Each of these methods is described below, following which the process of data analysis is explained and the ethical considerations in the study outlined.

4.2 Data Collection

Interviews

Interviews were undertaken by members of the research cluster in September and October 2007. Initially, purposive selection of interviewees was undertaken in order to gather data from representatives of key organisations. This selection process encompassed representatives from government departments and agencies, international agencies and donors, and NGOs both from the sport-for-development sector and other sectors. Subsequently, a process of snowball sampling was utilised in which initial interviewees were asked to suggest other relevant stakeholders that could also be interviewed as part of the research.

Interviews were conducted in different ways and in different settings. Face-to-face interviews were undertaken in both Lusaka and, subsequently, at the “Next Step: Sport – Empowering Tomorrow’s Leaders Today Conference” in Windhoek, Namibia where a number of key funding agencies involved in the sport-for-development sector were present. Interviews were conducted both on a one-to-one basis as well as in small focus groups when multiple interviewees requested to speak to members of the research cluster simultaneously. Two additional interviews, with representatives of sport-for-development NGOs who were not available for interview while members of the research cluster were in Lusaka were conducted via a conference telephone call. A focus group interview with staff from the MSYCD was subsequently conducted in Lusaka in August 2008. In total, 14 interviews were undertaken involving 23 individual participants. Representatives of all of the agencies and organisations that were described in Section 3 were interviewed.

A semi-structured approach was adopted for all interviews. This approach enabled some standard questions to be asked of all interviewees, for example regarding their overall views of partnership working in addressing HIV / AIDS...
and the role of sport-for-development NGOs. The drafting of these standard questions also took account of issues raised in the literature review and in more theoretical concepts related to partnership working, for example policy networks and governance. In addition, semi-structured interviewing allowed specific questions to be asked of particular interviewees and enabled issues raised in early interviewees to be subsequently followed up in later interviews.

Document analysis

In addition to the broad range of interviews, the research team also undertook document analysis using information provided by officials at the NAC and the sport-for-development NGOs. Documents such as the National AIDS Strategic Framework 2006-2010 were analysed and the information gained used as a way of contextualising the interview data collected. The documents provided extensive information about the multi-sectoral approach that the government of the Republic of Zambia has adopted in its fight against the HIV/AIDS pandemic.

Observation

While in Zambia, one member of the research cluster attended a stakeholders forum meeting of the Lusaka District AIDS Task Force. A number of the presentations made by NGOs involved in work to combat HIV/AIDS were observed. Notes were taken both of the observed presentations but also of informal conversations with representatives of various NGOs that were present at the forum.

4.3 Data Analysis

All semi-structured interviews were taped and transcribed. These transcriptions were then analysed alongside the notes from the DATF forum and the relevant themes identified from document analysis. An initial round of analysis identified data that related to two themes:

- Vertical Partnerships – relating to the relationship between NGOs and higher-level organisations such as government departments, national agencies and international donors
- Horizontal Partnerships – relating to the relationships between sport-for-development NGOs and between these organisations and other NGOs working to address HIV/AIDS.

Subsequent analysis of data under each of these themes was largely inductive as befitted the nature of the research which was considered to be exploratory. For example, with regard to vertical partnerships, a further thematic analysis of data involved the identification of emergent themes such as: identified types of partnership relationships, national agencies (government) and NGO relationship; and NGOs and international agencies. Similarly, with regard to horizontal partnerships, emergent themes were the different forms of partnership that existed, the variety of purposes of
partnership and factors that enabled or constrained partnerships. A number of sub-themes were identified within each of these emergent themes.

4.4 Ethical considerations

Due to the sensitivity of the context within which the organisations involved in the research operated, ethical issues were of paramount importance. Approval for the study was sought and gained from the York St John University ethical committee. The research was underpinned by an ethical approach that sought to treat all the participants in the study equally. All participants were fully informed either verbally or in writing of the purpose of the research and of the nature of their participation, which was entirely voluntary. Prior to commencing each interview, all participants gave their verbal consent to being part of the research.
5. VERTICAL PARTNERSHIPS

5.1 Introduction

This section focuses on the nature of relationships between government agencies, international actors and civil society organisations involved in HIV / AIDS prevention and care including sport-for-development NGOs. The types of vertical partnerships identified were funding relationships, capacity building relationships, programme relationships and policy relationships. An analysis was made of how power was exerted from the top through the influence of funding agencies upon the recipient; how lower (recipient organisations) influenced ‘higher’ organisations in terms of advocacy or policy influence; and the degree to which vertical relationships differed for sport-for-development NGOs and non-sport NGOs. Also of interest was how organisations attempted to align their project outcomes to national targets set by the NAC. The analysis showed that non-sport based civil society organisations tended to align their project objectives to the national HIV / AIDS targets more than was done by sport-for-development NGOs.

5.2 Types of Vertical Partnerships

The concept of partnership yielded various responses from the interviewees. In each interview, interviewees were asked to state who they considered as their partner and also state the realised and desired benefits of working in partnership with the identified partners. The following types of vertical partnerships were identified:

- **Funding relationship**: this kind of relationship existed mainly between international agencies and local NGOs. Also identified were the relationships between the Zambian National AIDS Network, in-charge of disbursing donor funds (Global Funds to Fight HIV / AIDS, Tuberculosis and Malaria), and other civil society organisations. Among sport-for-development NGOs, most of the funding relationships were with international agencies whereas other civil society organisations had improved relationships with ZNAN.

- **Capacity building relationship**: this was based on higher-level technical working groups helping lower-level groups through the NAC’s theme groupings. This was mainly utilised by non-sport civil society organisations and was not evident among sport-for-development NGOs. Common among sport-for-development NGOs and international agencies were capacity building exchange programmes involving overseas volunteers working in communities as coaches/leaders.

- **Programme relationships**: were cross-sector relationships emerging from one-off funding or single event collaboration due to demands or funding requirements by sponsors for organisations to collaborate in delivering the event. An example of this type of relationship was the World AIDS Day celebration event which required cross-sector...
organisations to work together. In this example, the Ministry of Education and other notable NGOs from both sport-for-development and other civil society organisations were involved in planning and delivery of the event.

- **Policy relationship**: identified forms of this type of relationship were those in which NGOs were involved with government agencies in networks that discussed, disseminated and decided upon policy issues including aspects of HIV / AIDS prevention. Sport-for-development NGOs were also involved in such a relationship with the Ministry of Sport, Youth and Child Development in order to revise national sport policies.

These types of partnership are elaborated on through examples later following sections. Interview responses revealed that there was an overlap between different types of partnerships. For example, international agencies would fulfil multiple relationship roles of being either a funder of programmes as well as being a provider of volunteers to train local people.

### 5.3 National Agencies and NGOs

#### Government view of the role of Sport

The national government’s view of sport as a tool for social change received national recognition during the first Next Step Sport and Development conference held in Livingstone Zambia in 2005. Delivering his official opening speech, the President of the Republic of Zambia stressed the key role that sport-for-development NGOs could play at the grassroots in community development particularly in the area of HIV / AIDS and provision of sporting activities (Mwanawasa, 2005). In addition, the Fifth National Development Plan 2006 – 2010, promotes the use of sport for mitigating the impact of HIV/AIDS (Government of the Republic of Zambia, 2006). Government officials at the MSYCD stressed the role that sport-for-development NGOs play in supplementing government efforts in the implementation of community sports programmes and recognised the sport-for-development NGOs as partners. Other governmental interviewees appeared mainly to value sport as a diversionary activity. This was evident from one NAC official who commented that:

> I think one of the things we’ve always said, and I don’t mind saying is that of the playground. I think in the way you occupy people’s time with a sport, time which you could have used sometimes to do activities that would spread the HIV / AIDS, and I think this is where the value comes in.

Interviewees from the sport-for-development sector considered the view of sport as being solely a diversionary tool as an overly narrow conception of the educational programmes that were delivered. One sport-for-development leader believed that top-level governmental held a ‘traditional’ view of sport as solely play or leisure activities:
So we are thinking, because for them [government officials/policy makers] I think, they still have that mentality of play for the understanding of sport in Zambia. And therefore they can’t think how a ball can help a child with HIV, you know [through the development of] life skills.

Although there appeared to be a lack of appreciation in some governmental circles of the contribution of sport (and sport-for-development NGOs) towards social change, it was recognised that this was not universal and did not apply to some sectors of government such as those whose policies deal with children, young adults or sporting issues. One interviewee from a large sport-for-development NGO in Zambia cited examples of collaborative work with government ministries as a means of recognition of the sport-for-development sector and the role of sport. The same interviewee’s organisation had been involved with government ministries such as the Ministries of Education, Health and Sport, Youth & Child Development. These three examples of vertical collaboration with government ministries fit into a policy relationship, which was earlier identified as one of the types of vertical partnerships. Based on the government’s multi-sectoral approach to HIV / AIDS, such vertical collaboration on policy issues was noted by both representatives of sport-for-development and non-sport NGOs; as one sport-for-development interviewee stated:

…like the Ministry of Sport is so interested in using sport as a vehicle for development and also for HIV / AIDS fighting and so most of the work that they do they invite us but they also make a contribution on what impact we’ve seen in using sport as a vehicle.

The influence of sport-for-development NGOs during the development and later the review of the nation’s sport policy was more pronounced than their influence on HIV / AIDS policy. Interviewees from two of the largest sport-for-development NGOs acknowledged being consulted by the MSYCD through the nation’s sport policy formulation and review forums. The involvement of sport-for-development NGOs in public policy circles was also evident when NGOs were invited to contribute to the Ministry of Education’s revision of the PE curriculum. NGOs input also involved providing advice on the use of games for HIV / AIDS preventative education. Thus, the relationship between sport-for-development NGOs and the two ministries mentioned above were examples of policy relationships identified as one of the types of vertical partnerships. There were, however, some difficulties. As much as sport-for development NGOs were appreciated by government officials from the MSYCD as partners who were valued in implementing some of the national policies, the officials alluded strongly to communication difficulties between sport-for-development NGOs and the government. They singled out the failure of sport-for-development NGOs to periodically update government officials of key activities within the sector; as one government official explained:

*The major challenge is lack of information…our partners in the NGO sector usually operate on laptops with their [international] partners out*
there. There are times when they fly in people and when you’re watching the news, you see that training was taking place somewhere and donations being made.

In relation to HIV / AIDS policy, the research found that non-sport NGOs were more involved than sport-for-development NGOs in official forums through invitation by government agencies. There was a tendency for government agencies to invite and value the input or views of non-sport NGOs to a greater extent than sport-for-development NGOs. This tendency to neglect sport-for-development sector was described by one interviewee within a sport-for-development NGO as being due to the prevalence of the ‘traditionalist’ view that held sport as being merely ‘play activities’ lacking any form of seriousness. The interviewee further stated that due to these notions of the sector as ‘play activities’, less regard was accorded to the sector in terms of its impact on influencing the policy making process:

…so we lose out sometimes through that because of those definitions and a lack of understanding towards what role of sport, if we are called [a sporting organisation]. We still have a challenge; we still have to do a lot of sensitisation [to make people aware of the role that sport can play in this field].

National HIV / AIDS Agencies and Non-Governmental Organisations

As the leading strategic organisation for HIV / AIDS in the country, the National HIV / AIDS Council’s role was mainly one of co-ordinating the national response to HIV / AIDS. This co-ordination role was adopted by NAC rather than the organisation becoming involved in implementation of the country’s HIV / AIDS strategy. The role of NAC was further commented on by an interviewee from the NAC management team:

[Our role is] …co-ordination of the response to HIV / AIDS in terms of monitoring of the resources, co-ordination in terms of climate and the policy direction and district plan, also co-ordination in terms of resource mobilisation, so those where… so implementation is not one of our functions, so as much as possible we remain in the realm of co-ordinating the different actors, whether private, public, civil society, faith based.

NAC interviewees further explained the benefits they believed were realised from working with the five sectors (i.e. public, private, civil society, politicians and co-operating partners) as a suitable way to enable both bottom-up and top-down approaches to effective partnership working in dealing with the nation’s HIV / AIDS pandemic. For example, interviewees involved in partnerships that formed part of the NAC multi-sectoral structure described the benefits of involvement as providing opportunities for dissemination of information between different organisations and also getting to know other players within the field. Describing further the benefits of the multi-sectoral partnership approach, an official interviewed at NAC commented:
… that when everybody comes, this is more like the different organisation, meeting to have shared vision, shared ideas, when they come to the partnership forum which then becomes mid-sectoral, they can bring their own work to that … We are just helping them to understand things, so that they can take them to the technical working group, which then provides the overall guidance to this area, and then from the technical working group, it can go back to the different forums that they want to implement.

In addition, NAC officials revealed during their interview that input from the sectors is reviewed by each Thematic / Technical Working Group (described in Section 3) and feedback offered to the respective sectors. This was a form of both bottom-up and top-down approach, with sectors presenting their reports and the Working Group providing guidance. Non-sport NGOs which were involved in this research such as the Society for Family Health, CHAMP and the Family Health Trust were members of these Thematic Working Groups and other partnership forums included in the NAC multi-sectoral structure. Furthermore, it was noted a single NGO may have significant influence on a variety of policy issues through being represented on several forums within the Thematic / Technical Working Group structure. Sport-for-development NGOs did not indicate having significant involvement in forums included in the NAC multi-sectoral structure although they were believed to be a way of sharing ideas for all civil society organisations involved in HIV / AIDS prevention and care. Indeed it was during such sector forums that NGOs are made aware of what others are doing within the sector as one interviewee from a non-sport NGO explained:

…it is extremely important as NGOs that we do work together, and I think that is what NAC has seen as its role, is that it has to play a coordination function because as NGOs we may not always be aware of other organisations that are around.

Sport-for-development NGOs, as civil society organisations, also qualify to be members of ZNAN, the network that receives and disburses Global Funds to Fight AIDS, Tuberculosis and Malaria in Zambia. In this study, all the NGOs (both non-sport and sport-for-development) belonged to ZNAN and have had the opportunity to apply for and receive Global Funds from this network. At the time of conducting this study only one sport-for-development NGO had, on two occasions, received a share of Global Funds through ZNAN. There was a strong feeling from the perspective of sport-for-development NGOs that, as with some aspects of the governmental view of sport, ZNAN did not value the work of their sector which uses sport as a tool to fight HIV / AIDS. In responding to this assumption that sport is not valued by ZNAN, the ZNAN interviewee reiterated the need for sport-for-development NGOs to have measurable outcomes from funded programs and to work in partnership with other sectors to provide measurable services such as voluntary counselling and testing. Indeed, the only sport-for-development NGO to have had funding bids granted from Global Funds was one that joined with other organisations outside sport to do so. The funds awarded to the sport-for-development NGO
were granted based on collaboration with another NGO, thus fitting the funding criteria demanded by ZNAN:

_We were successful, and have been successful, and it’s just now people are coming to appreciate the importance of sport-for-development. ...we have gotten funding twice from ZNAN and it was very successful, they funded us in Lusaka province for the people living with HIV / AIDS._

The interviewee at ZNAN responsible for grants to civil society organisations stressed that there was a need for sport-for-development NGOs to collaborate with other sectors such as health practitioners in order to match the ZNAN’s criteria for funding. Without this collaboration, the ZNAN interviewee felt that funding bids submitted solely by sport-for-development NGOs would continue to prove difficult to be granted Global Funds since the outcomes of sport activities alone as a means of HIV prevention proved difficult to measure effectively.

Further elaboration of the failure of sport-for-development NGOs to receive grants from ZNAN highlighted problems in the understanding of ZNAN and other governmental agencies of how sport is being used as a means of HIV / AIDS education. There appeared to be a lack of understanding of how the sport-for-development NGOs used sport as an attraction to young people whilst still adhering to the facet of peer education in their programmes. One interviewee from notable sport-for-development NGO explained how they have been unable to attract ZNAN to their sports based HIV prevention events which provided an opportunity to showcase the way that sport reaches out to many young people and its use as a tool for HIV prevention:

_But one example of the challenges that we have working with ZNAN is that I don’t think they really understood this sector and therefore this is what has contributed to us not benefiting much from that Global Fund. We wrote to them and invited them to say, maybe the best way is if you come and see our activities then you will understand. So we are thinking, because for them I think, they still have that mentality of play for the understanding of sport in Zambia. And therefore they can’t think how a ball can help a child with HIV, you know life skills [in our] integrated approach._

From this perspective it seems likely that lack of recognition of the impact of the sport-for-development sector on sensitising young people using sport movement games, and a failure by those responsible for donor funds to understand the difficulties in quantifying this impact as a sector, may continue to disadvantage sport-for-development organisations in obtaining Global Funds in the future.

The argument offered by ZNAN was that bids submitted for Global Funds by sport-for-development NGOs had no clear mechanism for measuring how programmes will contribute towards the national HIV / AIDS prevention targets. In the case of non-sport organisations, the study revealed that most of
them had clear guidelines and reporting mechanisms. These were linked to quantifiable elements such as the number of condoms distributed in strategic areas, voluntary counselling and testing outputs and treatment, care and support activities which feed into the national HIV / AIDS monitoring and evaluation tools. In this way, it was believed that the NAC was able to measure the contributions of these NGOs to the fight against HIV / AIDS. For example, one health NGO explained their contribution as follows:

We feed into the national monitoring tools, for instance the Health Management Information System, so they know how many condoms that we sell on a monthly basis and how many people we test through voluntary counselling and testing on a monthly basis. So yes we feed those numbers into the national monitoring and evaluation schemes.

A further probe into this issue revealed that the ZNAN would like to see interventions that directly benefit the target group in addressing the issue of HIV / AIDS:

So if someone picks youths and they want to sensitise youths with the information, the problem with sport it is difficult to measure the impact. People are failing to tell us how they will measure that impact, how do they know that putting some HIV messages on their ball for instance, how will that bring about transformation on their target. They are the difficulties we have been having. For the event, the match, after people watch the end of the match and they can’t tell us how that intervention will fit into the whole prevention programme.

A clear understanding of the values and the attributes that the sport-for-development sector brings to the multi-sectoral response is vital if the sector is to fully contribute to civil society initiatives and the overall fight to defeat the HIV / AIDS pandemic.

5.4 International Donors and Zambian NGOs

Over the last decade, Zambian communities and the state have seen a rampant mushrooming of non-governmental organisations (NGOs) or community based organisations. Based on the large number of NGOs emerging within local communities in Zambia and the eligibility of such NGOs to source Global Funds, the Republican President accused civil society of monopolising international donor funding and lacking accountability:

Government can be called to account for funding. These NGOs just chew the money and carry on (with) business as usual: no-one asks them anything.

(Mwanawasa, 2004)

As noted in the literature review section, international donors have traditionally preferred to work with NGOs as their partners in development since these organisations are viewed as being at grassroots level and cost efficient in implementation compared to government agencies.
In the field of sport-for-development, the research showed that international agencies tended to work directly with sport-for-development NGOs and had no link with the state regarding their funding relationship with sport-for-development NGOs. One international sport agency official commented that it was not their organisation’s responsibility to formalise relations with government; this link was the local NGOs responsibility:

No, but hopefully our partners have, we are not working directly with anyone else but our direct partners so it’s for them to secure that link.

Indeed, the same situation applied regarding a lack of familiarity, on behalf of international agencies involved in sport-for-development, with national HIV / AIDS policy and there was no direct relationship with any government agency involved in HIV / AIDS. At the time of conducting our interviews, all three international donors (CGC, NIF and UK Sport) acknowledged not being conversant with the current or previous National HIV / AIDS Strategic Frameworks. One of the international development officers from an international sports agency commented:

It isn’t something we necessarily do at the moment to check with the main HIV / AIDS partners or the national AIDS commission in country. We sort of assume there is that understanding and link but I think it’s a really interesting point.

This lack of familiarity on the part of specific donor agencies within the field of sport-for-development could be problematic in terms of aligning desired outcomes to those identified within a specific theme in the National HIV / AIDS Strategic Framework. An interviewee among the donor community stressed that it was not their responsibility as programme funders to establish links with the host government agencies and other public sector organisations but a responsibility of the recipient of donor funds, meaning the sport-for-development NGOs. As such, it was evident that the international donors do not emphasise nor stress an alignment of the HIV / AIDS-related project objectives set by sport-for-development NGOs to the national targets set by the NAC. Hence, there was no demand made by international sport agencies on sport-for-development NGOs to achieve an alignment of their objectives to those set by the NAC as this was not a requisite in funding proposals or bids to these international sports agencies. This could be problematic in that performance indicators and expected outcomes of HIV / AIDS programmes delivered by the local sport-for-development NGOs and funded by the three key international agencies may be different to those demanded by ZNAN, the Global Fund disbursing agency. In addition, these differences may perpetuate a situation where local sport-for-development NGOs, receiving and being sustained on external funding from their current supporting partners, continue operating without a realignment of their programme outcomes to fit the in-country Global Fund criteria.

In contrast to links with national HIV / AIDS policies and agencies, the three international agencies were engaged with issues, and government interests,
concerning the development of sport in Zambia. All three international agencies had, and continued to have, relationships with the National Sports Council in terms of sport development and management. Different political agendas had driven the involvement of international agencies in both sport development and development through sport. For example, one interviewee commented:

We got involved in this in 1993, when it came out of the Commonwealth government meeting that was in 1991 when the Commonwealth ministers essentially called upon developed Commonwealth countries to work with other Commonwealth countries to strengthen sport.

Another agency had however entered the field of sport-for-development because of its international development philosophy of using sport as a tool for social development. Whilst supporting and working with sport-for-development NGOs, international agencies promoted both sport-for-development and development of sport approaches. By sending interns or overseas students from developed countries as volunteers teaching sports leadership skills and sports skills efforts were made to develop youth leaders and build the capacity of sport-for-development NGOs as well as develop particular sports in countries such as Zambia.

Generally, sport-for-development NGOs seemed to have an appreciation of partnership working with international agencies although this may at times be held back by tensions and territorialism regarding funding sources. Within the Zambian, international aid and sport-for-development contexts, the three international agencies (CGC, NIF and UK Sport) had recently attempted to ease territorial funding tensions by combining their resources and improving their inter-organisational communications. Despite these efforts, in some instances the sport-for-development NGOs themselves claimed that individual international agencies favoured specific local NGOs or programmes over others. For example, one large sport-for-development NGO stated strongly that one of the key three agencies has chosen not to work with their particular sport-for-development NGO. This was attributed to the local NGO bringing into question partnership practices of the international agency. Such issues of equity were linked to the power differentials in the negotiating process between the local NGO as the recipient and the international agency as the donor. Furthermore, a lack of dialogue between the donor community and recipient organisations appeared to be problematic within the sport-for-development sector. This lack of dialogue caused misunderstandings and loss of trust, as an interviewee from the same large sport-for-development NGO elaborated:

---

2 This comment relates to the development of sport itself rather than the use of sport for development. Development of sport includes elements such as improving sports skills, coaching techniques, progression of players from one level to another, or recruitment of people to take up the sport. This is developing sport for sports’ sake as opposed to using sport as a means to an end.
So maybe it’s for our partners in the North or anywhere else maybe should have also invested in building relationships [with organisations in developing countries]. They have been so mechanical in their approach to the partnerships. I think if they come in with the human interactive approach I know that this is something that they are not answerable to in their documents for sources or funds but it is very important. If they want this sector [sport-for-development] to have stronger partnerships, to have more effective partnerships, they really have to re-orientate themselves.

The partnership relation between sport-for-development NGOs and international sport agencies was not usually governed by a formally drawn Memorandum of Understanding. Moreover, when the research was conducted, the three key donors had yet to draw up a Memorandum of Understanding regarding the partnership among themselves. In so far as funding and international aid to sport-for-development NGOs is concerned, the three international agencies had recently revised their way of rendering support, in order to avoid duplication and promote good utilisation and equal distribution of funds within the sector. Previously, a sport-for-development NGO could apply to all three agencies using the same proposal and could be successful in obtaining funding from all three sources. This old system tended to cause animosity among the sport-for-development NGOs themselves and also fuelled what was perceived as an unequal distribution of donor funds targeted for the same cause. Under the new system, resources from all three were put together for a co-ordinated distribution to recipients, who must be members of the international Kicking AIDS Out network. One international agency official stated that the new funding system helped avoid competition among the international agencies themselves and also among the recipients:

*We combine our funding, the three of us, rather than individually funding different partners, we combined our funding and worked with the same partners. That was the original concept of why it was better to work together to make sure we weren’t competing and we weren’t creating that [competitive] environment.*

Apart from the provision of monetary support, another partnership type that was identified was the support provided by international sports agencies for local capacity building. In fact, of the three key international agencies, the CGC does not supply funds to sport-for-development NGOs for the acquisition of materials (inputs such as sports equipment) but supports the sector mainly through human resources by operating an internship programme. Canadian graduates have been seconded to undertake their internship in sport-for-development projects in a capacity building role. This kind of relationship was mainly based on helping the sport-for-development NGOs build their capacity. UK Sport also started to implement a similar programme focusing on developing leadership skills between both the local young people working for the sport-for-development NGOs and UK university students working as sports volunteers in Zambia. In the same vein, African youth football teams, both boys and girls, have attended the Norway Youth cup and the Gothia Youth cup in Sweden over several years where African youths interacted with
fellow European youths promoting a culture exchange. NIF has also helped African youths from sport-for-development NGOs receive higher education scholarships to study at undergraduate and postgraduate level. This has helped build capacity within sport-for-development NGOs. Previous research has also indicated that such capacity building partnerships have been valued positively on all sides. For example, one representative of sport-for-development NGO described the first visit by UK students to Zambia as a ‘big cultural experience, it broadens our thinking, it broadens their thinking the way we all look at things’ (Kay et al., 2007).
6. HORIZONTAL PARTNERSHIPS

6.1 Introduction

Whereas the previous section (5) examined vertical relationships between international donors, the government, other national agencies and non-governmental organisations (NGOs), this section will focus on horizontal partnerships amongst and between NGOs. Included in these horizontal partnerships are relationships between sport-for-development NGOs and other NGOs involved in development work to address HIV / AIDS, as well as relationships between different sport-for-development NGOs. After this brief introduction, Section 6.2 will examine the different forms of horizontal partnerships identified in the research. This section will be followed by a consideration of the intended purposes and identified outcomes of such partnerships. Finally, Section 6.4 will discuss factors that contribute to, or constrain, the effectiveness of partnerships between NGOs.

6.2 Forms of Horizontal Partnerships

A variety of forms of partnership were identified in the context of sport-for-development in Zambia. This section categorises different forms of partnerships as nationally-mandated HIV / AIDS networks, NGO-driven networks, bilateral organisational collaborations and community relationships. However, it should also be recognised that these different forms of partnerships are not necessarily distinct and that each category may itself include slightly different forms of partnerships.

Nationally-mandated HIV / AIDS Networks

Although the operation of the networks that formed part of National HIV / AIDS Structure has been covered in previous sections in relation to vertical partnerships, this structure can also be conceptualised as a series of horizontal partnerships between NGOs and other organisations involved at particular levels. Similar hierarchically-based network structures were identified which were specific to the HIV / AIDS response in particular sectors. For example, the Ministry of Education had instigated a system of provisional, district and school committees whose membership comprised of stakeholders involved in educationally-based HIV / AIDS work at each level. The purpose here is not to duplicate the discussion in the previous section regarding the role of these networks in vertically determining and disseminating HIV / AIDS policy, rather it is important to consider the horizontal nature of these networks.

From the data available, the numerous nationally-mandated networks differed according to the degree to which their membership was open or closed. The membership of networks at the top end of hierarchical structures appeared to be more closed with NGO members being mainly well established organisations such as the Family Health Trust. At the lower end of these hierarchical structures, with networks representing a more local orientation, it was perceived that membership was more open with a wider, cross-sectional
range of organisations involved. The involvement of sport-for-development NGOs in these localised networks was reflective of their more open membership patterns. Interviewees from sport-for-development NGOs were becoming increasingly aware of, and involved in, localised networks such as the District AIDS Task Force but had no representation in networks above the district level. Although the small number of sport-for-development NGOs limits generalisation, it was again the larger and more established sport-for-development NGOs that showed greatest interest in and had begun to integrate into localised networks to the greatest extent. An interviewee from the Family Health Trust viewed sport-for-development NGOs as equal members of networks such as the District AIDS Task Force.

NGO-driven Networks

In addition to nationally-mandated networks, other networks had developed through a more bottom-up, NGO-driven process. Such networks tended to be based around a common theme or interest. For example, the Family Health Trust was the secretariat of a ‘rainbow coalition’ of NGOs that were mainly focused on issues concerning women. This specific coalition had been instigated as a result of a funding opportunity and had formalised their terms of reference with the chair rotating between member organisations.

Networks that solely comprised of sport-for-development organisations can also be identified as an example of theme-based, NGO-driven networks. For example, linked to the international Kicking AIDS Out Network was the Zambian Kicking AIDS Out Alliance which comprised organisations involved in sport-for-development work. As such, two of the three sport-for-development NGOs that were involved in this research were key members and drivers of this Zambian Alliance. While it had been in operation the Kicking AIDS Out Alliance had met monthly in order to co-ordinate the member organisations’ activities. However, for reasons that will be discussed later in Section 6.4, tensions between member organisations meant that the Alliance was dissolved.

After the dissolution of the Kicking AIDS Out Alliance, the formation of a new network with a similar focus, entitled the ‘Sport for Development and Physical Education Network’ was referred to by one interviewee. The sport-for-development NGO that this interviewee represented was described as having taken the lead in developing this network and a number of new organisations had become members as a result. However, interviewees from other sport-for-development NGOs did not report joining this new network as yet. In addition, further sport-related networks were described by other interviewees, notably the ‘Physical Education Teachers Association’, which brought together the University of Zambia and other educational representatives, and the Zambian Street Football Network. One interviewee involved in this final network commented that it comprised of ‘grassroots organisations’ that were not generally well ‘recognised’ in the sport-for-development context.
Bilateral Organisational Collaborations

Besides those types of networks that included a number of different organisational members, sport-for-development NGOs also collaborated with specific organisations on a bilateral basis. In the main, these collaborations were developed with other NGOs that did not have sport as a main focus of their organisation. For example, sport-for-development NGOs described working with a wide range of specific organisations such as the Family Health Trust, the Red Cross and the International Organisation for Migration and Care International. Interviewees from sport-for-development NGOs also cited collaborations with organisations that were faith-based or focused on particular health or gender issues. While the majority of these relationships were with other non-governmental organisations, both international and indigenous, an interviewee from one sport-for-development NGO also identified working in partnership with local private sector organisations. However, for this NGO, links with the private sector had decreased over time and, in general, relationships between sport-for-development NGOs and private sector organisations appeared to be uncommon.

While some of the relationships between sport-for-development NGOs and other NGOs had developed over time, specific collaborations commonly had a short-term focus on particular joint projects or events. An interviewee from one sport-for-development NGO described what appeared to be a typical approach to such collaborations:

*Like for our programme, Go Sisters, our girl programme, we work with a … women’s organisation that is dealing with women’s issues. So when you are talking about reproductive health we are partners with them, we are partners with them in this specific programme because it’s about a women’s issue. But in other programs we just, we have just a partnership over that activity or event.*

These types of collaborations tended to be informal rather than being based on formal Memoranda of Understanding or similar documentation. For example, one interviewee offered the following description of the relationships that his sport-for-development NGO had formed:

*Our impression of the relationship is that most of the time it is not on paper … Most of our relationship is based on the human relationship, than putting things on paper. That is our approach mostly.*

Identifying suitable partner organisations was commonly a task undertaken when developing new projects and events or when beginning to work in different geographical areas. One interviewee from a sport-for-development NGO described the process of investigating local needs and existing provision by other organisations to develop a plan for working in partnership within a particular community. This type of process appeared to be commonly adopted as an interviewee from a health-based NGO described undertaking a similar process.
Community Relationships

Other than bilateral collaborations with other NGOs, interviewees involved in sport-for-development also used the term partnership to describe relationships with a number of local community-based organisations and individuals. The flexible definition of partnership was emphasised by one interviewee from a sport-for-development NGO who commented that:

*We have gone as low as the volunteer who is working on the ground connecting our activities. And yet this is a very, very important partner.*

Interviewees from different organisations described working with community-based organisations such as schools and local sports clubs. For a smaller sport-for-development NGO these ‘grassroots’ partnerships were particularly important in the early stages of the organisations' development.

6.3 Purpose and Outcomes of Horizontal Partnerships

From the interview data, a number of different themes were identified regarding the purposes and outcomes of partnership arrangements. This section will discuss the identified themes of expertise sharing, capacity building, information dissemination, advocacy and policy development and co-ordination. Although presented separately here for analytical purposes, it is recognised that there are links between a number of these themes and that specific partnerships, networks and collaborations may have a variety of purposes as well as enabling different outcomes.

Expertise Sharing

Sharing expertise mainly occurred in those types of partnerships that involved a small number of organisations working together on particular programmes or events. Such programmes would rely on contributions from each organisation involved relevant to their specific area of expertise. As stated previously, these types of collaborations commonly involved a sport-for-development NGO working with other organisations with expertise in different fields. Such partnerships were recognised by two sport-for-development interviewees to be particularly important in addressing HIV / AIDS:

*So we have an organisation that doesn't really deal with sports activities but they deal in HIV and AIDS programmes, they deal in drug and alcohol abuse programmes, they deal in various issues that affect the children – human rights programmes. So because of the concept that we use, we partner with those different organisations. In terms of the HIV and AIDS, I think it is key.*

*If [non-sport] partners … organise sport within the community that they are working in, then from there we’ll be killing two birds with one stone, they’d be doing their relief, we are also helping them with their football and another partner can come in to do the HIV / AIDS, so it’s like three things at a time. That is something very beneficial.*

44
Interviewees from all sport-for-development NGOs identified that HIV / AIDS components of their own sporting activities had been enhanced by working with other, more specialised organisations. For example, a representative of a smaller sport-for-development NGO identified the importance of building on the respective specialisms of different collaborating organisations:

*For example we can organise football leagues, and we are good at organising football leagues, and we’ve also got [organisations] which are specialists in HIV / AIDS. So we organise the league, they do the HIV / AIDS.*

Collaborations were also identified where sport-for-development NGOs were invited to reciprocally contribute to the programmes of other organisations. For example, one interviewee highlighted that education-based organisations utilised the expertise of sport-for-development NGOs to benefit from ‘the value of sport to reach out to the child’. In the main, these relationships were not financially-based, however an interviewee from one sport-for-development NGO reported that on occasion funding could be generated through providing sporting services as part of other organisations programmes.

Such expertise sharing was common in partnerships between sport-for-development NGOs and organisations from other sectors. However, there appeared to be fewer partnerships that combined the specialisms of different sport-for-development NGOs. One interviewee identified that addressing this weakness would be beneficial for the sport-for-development sector in general:

*The weakness of organisation A is the strength of organisation D in the same sector but because they don't work together they will continue like that. Therefore bringing them together we can only begin to close those gaps in some of those partnerships and improve the work that is in this sector.*

**Capacity Building**

Although there did not appear to be significant collaborative work between sport-for-development NGOs that combined their different expertises, capacity building of individual organisations was identified as an alternative objective of partnership working. Within the sport-for-development sector, interviewees frequently referred to capacity building that larger, more established NGOs had undertaken with smaller sporting organisations. One interviewee believed that capacity building was actually a duty of the more established sport-for-development NGOs such as the one that he represented:

*We had the privilege to be [one of the first] NGOs in this sector. And we understood that with that privilege there comes a responsibility of bringing up other smaller organisations or even bigger organisations elsewhere but they don’t operate here and they don’t have the skills and the know how of how certain sectors operate. We had to make sure that we interact with them and bring them up.*
This capacity building support was also recognised by a representative of a smaller sport-for-development NGO. In particular, this interviewee valued the opportunities to access volunteer training workshops that were organised by a larger sport-for-development NGO. Besides training, other forms of capacity building support identified by interviewees involved the provision of equipment and identification of potential funders.

In addition to capacity building within the sport-for-development sector, reciprocal capacity building relationships with organisations from other sectors were also identified. Again, such capacity building was particularly important when sport-for-development NGOs were beginning to be established. At this stage, organisations from other sectors were particularly important in building capacity to address HIV / AIDS issues, as an interviewee from one of the more established sport-for-development NGOs recognised:

*Because when we came in as sporting institutions, we lacked competencies in HIV and AIDS only. We were good with sport. So we needed to be good for both. And this is where people who have already developed tools and approaches for HIV and AIDS education, we had to partner with them and they trained us.*

However, the same interviewee recognised that as his organisation had developed, capacity building support became more reciprocal. Thus, the sport-for-development NGO in question had begun to provide support to enable other organisations to include interactive sport-based learning into their own mainstream HIV / AIDS programmes.

While many capacity building partnerships operated on an informal basis between a limited number of organisations, interviewees also recognised that similar benefits could be derived from more formalised networks. For example, one interviewee identified the potential for capacity building that could be generated through involvement with the Youth Forum of Zambia. Other interviewees also identified the provision of support and training as one of the main positive outcomes of the international Kicking AIDS Out network.

**Information Dissemination**

Involvement in wider networks was also valued for the opportunities that these provided for dissemination of information between different organisations. Alongside sharing of expertise, dissemination of information was one of the two most commonly identified potential benefits of partnership working. Types of information dissemination cited by interviewees typically related to process issues and included:

- ‘sharing best practices’
- exchanging information on ‘what is working and what is not working’
- ‘discussing challenges that were encountered’
- ‘comparing your achievements’
Similarly, many of the presentations observed at the District AIDS Task Force Stakeholders Forum were based on sharing these types of information. As such, it could be suggested that dissemination of information represented a similar, although more passive, form of learning for the organisations involved compared to that derived from capacity building partnerships.

A further link between information dissemination and other benefits of partnership working was evidenced by members of sport-for-development networks. Describing the recently developed Sport for Development and Physical Education Network, one interviewee commented:

*But then we said the recruitment of partners in this network will be based only on sharing experiences not sharing resources. Because sharing experiences, they won’t fight over sharing what they have. They only fight for something that they don’t have … And slowly this is getting round and we are beginning to work together.*

Another interviewee described processes within network meetings between sport-for-development organisations:

*I talk about the peer educators and the youth leaders that are for example Sport in Action and EduSport. Sometimes we get a mix and talk about different, like different areas of sport, for example how they cite HIV / AIDS in their given communities, what’s their approach, and basically trying to learn from each other. And discussions that can take up to one/two hours and then we make up plans eventually we write up something and eventually it leads to an event.*

Thus, from both of these perspectives, information sharing was viewed as a precursor to more integrated partnership working which could enable other outcomes to be realised.

**Advocacy Opportunities**

For sport-for-development NGOs especially, as well as sharing process information amongst similar organisations, wider networks also provided an advocacy opportunity to disseminate information regarding the overall nature of the sport-for-development sector. Speaking about partnership working in general, one interviewee from a sport-for-development NGO ‘hoped to increase such interactions because then we can build a case for sport in those sectors with more resources’. Similar issues were raised by other individuals involved in the sport-for-development sector and more than one interviewee highlighted the need for networks of sport-for-development organisations to provide a common ‘message’ in order to ‘make the sector respected’.
Policy Development and Co-ordination

A final related theme to emerge regarding the potential benefits of partnerships was that involvement could enable input into, and integration of, policy and planning. While some aspects of this purpose have been covered in Section 5, this brief section will focus on the views of representatives of NGOs, and specifically sport-for-development NGOs, regarding the policy development and co-ordination benefits that their organisations drew from partnership. For example, speaking of engagement with the District AIDS Task Force Stakeholders Forum, an interviewee from a sport-for-development NGO anticipated that

\[
\text{we are able to put our voice … we are able to input into whatever policies are being implemented at the end of the day, so we are part of the decision makers.}
\]

However, in general it was larger non-sporting NGOs and national agencies that believed that networks were encouraging a greater degree of co-ordination regarding the policies, strategies and practices of NGOs.

Despite there being a recognised need for co-ordination, there did not appear to be a significant degree of co-ordination amongst sport-for-development NGOs or between these organisations and the wider body of NGOs working to address HIV / AIDS. Within the sport-for-development sector, there had been some co-ordination when the Kicking AIDS Out Alliance was in place. However, since the dissolution of this network, the forms of partnerships that replaced it did not appear to have as strong a focus on policy development and co-ordination. Within the wider NGO community, one sport-for-development interviewee described one negative experience regarding co-ordinated work with young people:

\[
\text{I was just attending a certain meeting, people were saying that people are going into a community and just looking at one issue. I think they are not contributing effectively to working out and helping the children. But if you use a holistic approach where certain things are packaged well and you reach out into the community then I think you are going to achieve one or two things.}
\]

If representative of a wider trend, this quote suggests problems with co-ordinating policy and practice at a local level and is an important weakness if, as identified earlier, addressing HIV / AIDS needs an integrated approach amongst a variety of stakeholders.

6.4 Factors Affecting Horizontal Partnerships

This section identifies those factors that affect the capability of the different forms of partnership identified to achieve their various desired outcomes. As in the two previous sections, presentation of the findings is structured around the themes identified in the interview data. Again, as in previous sections, these themes are linked to differing degrees. In addition, within some of the
themes, factors that both positively and negatively affect partnerships have been identified.

Fragmentation

A major factor affecting different forms of partnerships was the fragmented nature, not only of the sport-for-development sector, but also other sectors that were involved in addressing HIV / AIDS. Within this wider context, one interviewee from a national body stated that, in addressing HIV / AIDS, ‘we are dealing with so many players it is not easy’. As well as the number of agencies involved, another interviewee from a national body spoke of the fragmented nature of the array of networks that existed and the resultant consequences:

In that sense there is a danger in having so many of these splinter groups, there is a weakening of the strength of other networks; in the end they seem to be opposing each other instead of working hand in hand. … [referring to a particular sector] they have all sorts of networks also, defeating the purpose of having a network.

Similarly, with regard to implementation, one NGO interviewee highlighted the difficulty of working in a community context in which there were a large number of different organisations operating:

There are a lot of other stakeholders, we are calling them partners, who are working on this same child. The religious leaders, they want to influence the same child. The school is also influencing this child. A lot of others, the community, the politicians. So how do we work against or inline, in tandem with all these issues?

These wider issues were also particularly pertinent to the sport-for-development sector that was the focus of the research. Interviewees both from indigenous NGOs and from international organisations suggested that there was a larger number of sport-for-development NGOs in Zambia than in other similar countries. This multiplicity of sport-for-development NGOs had a variety of partnership-related implications. Duplication of work was commonly mentioned as one of the effects of the multiplicity of sport-for-development NGOs with one external interviewee observing that ‘I do see them working in the same communities, with very similar objectives and very similar programs’. Alternatively, an interviewee from an indigenous sport-for-development NGO highlighted difficulties with a variety of NGOs using different approaches to achieve similar aims in addressing HIV / AIDS. Another interviewee suggested that there was some confusion about organisational and network roles due to the level of fragmentation. Networks and partnerships were identified as important in addressing these issues, as one interviewee commented regarding a specific event:

The other important objective of the conference [of sport-for-development organisations] and what we achieved was to bring in harmonisation because there was a lot of segmentation of our actions.
Competition between organisations

Connected to the fragmentation of the sector, competition between sport-for-development organisations inhibited effective partnership working. One interviewee from a sport-for-development NGO described a personal perspective:

> you feel sometimes you are competing for the same resources, we are competing for the same target, we are competing for the same consequences, so you find that most of the time there is some kind of competition among the groups that are involved.

Competition between sport-for-development NGOs for financial resources was a theme that was also cited strongly by other interviewees. For example, a representative of an international organisation identified the possible consequences of the linked issues of competition and fragmentation:

> I think a lot of funders and even the government are turned away by the fact that there is such a competitive nature now and so many different NGOs.

Such issues did not appear to be unique to the sport-for-development sector. A similar theme was identified by an interviewee from a national agency relating to the entire range of organisations addressing HIV / AIDS:

> I think the challenge is most of them having these territorial tendencies … so that creating partnership becomes difficult because they feel that is their only niche and they just look to what their skills are and they don’t see how they can deliberate with the other partners in areas of the fight. And sometimes the rush for resources blinds people to the objectives of this HIV / AIDS work.

From the perspective of a sport-for-development NGO, an interviewee also identified the difficulties working in partnership at the same time as retaining specialised niches of individual organisations:

> Maybe it would be better if we collaborated on projects whilst we also keep our individual advantages, because we don’t want to lose certain individual advantages.

Issues related to competition for resources were cited as a major contributing factor to the Kicking AIDS Out Alliance of Zambian organisations being disbanded. Competition for funding appeared to contribute to what one interviewee described as ‘relationship disintegration’ within the Alliance. This interviewee related the ‘mistrust’ and ‘bickering’ between members of the Alliance to the competition between organisations to garner resources from limited funding streams. In a similar vein, another former member of the Alliance identified ‘some personal differences [and] … competition between certain officials’ involved in sport-for-development NGOs.
Despite the problems that were identified, one interviewee described an improvement in relationships between sport-for-development NGOs since the Alliance was disbanded: ‘ever since [relationships] has only been in profit. So now it is better than it has ever been before’. However, another interviewee from a smaller organisation stated that remaining relationship issues between the leaders of larger sport-for-development NGOs continued to negatively affect partnership working at a lower level.

Mutual Understanding

In order to improve partnership working more generally, it was suggested that enhanced understanding of the roles of different (potential) partner organisations was required. Two interviewees from different sport-for-development NGOs suggested that their approach to partnership working was increasingly based on developing mutual understanding as a precursor to improved partnerships working:

*The most important thing is first of all you have to identify what the other partner is doing.*

*Even if we work with them in a club or in a structure we want to understand these people. Once we understand these people, the actors and the players in this club, then we understand it better. And then we work backwards to work with the club in that way. And this will be a thing that we are reaching with our partners.*

One interviewee also believed that, as bilateral partnerships developed, more formal Memoranda of Understanding between organisations were useful in specifying the partnership roles of the different partners.

Despite the identified importance of understanding, it appeared that a lack of understanding impeded partnership working between sport-for-development NGOs and agencies in other sectors. As in vertical partnerships with national agencies, one representative of a sport-for-development NGO believed that their was a general lack of understanding in other sectors as to how sport could contribute, alongside more traditional approaches, to efforts to address HIV/AIDS. For this interviewee, the problems encountered with one child-focused organisation were representative of the wider institutional issue of misunderstanding of the sport-for-development sector:

*It has been a challenge to finally get them to understand that sport is indeed a strong partner. Because they have been dealing with traditional partners of child rights, human rights … just like the challenge of HIV and AIDS institutions.*

Although not explicitly stated, the interview data from stakeholders from beyond the sport-for-development sector commonly backed up this impression of lack of understanding. One corollary of this lack of understanding was that sport-for-development organisations identified a lack
of awareness of, and integration into, wider networks that addressed HIV / AIDS. In order to address this, one sport-for-development NGO had allocated a member of staff to investigate potential links with networks concerned with HIV / AIDS.

Human & Resources and Skills

Further linked to the themes of understanding and development of relationships, interviewees identified the importance of human skills and capacity in effective partnership working. As a minimum, individuals and organisations needed to have the capacity to devote time to being involved in various networks and partnerships. Beyond this, specific skills were required in order to develop partnership relationships. This was highlighted by one interviewee from a sport-for-development NGO who reflected on the importance of the provision of training for partnership working ‘to change and reorient people’s minds for trust, on communication, you know conflict and resolution, management of risk’.

Issues related to human skills and capacity appeared to inhibit partnership working in the sport-for-development sector in two different ways. Firstly, an interviewee from a sport-for-development NGO recognised that the lack of partnership working skills amongst individuals when the sector was first being established had caused some of the relationship problems that had subsequently persisted. This finding was supported by data from an external interviewee who identified that a non-indigenous NGO had faced significant challenges in initially integrating into the sector. Secondly, interviewees recognised difficulties in identifying individuals and organisations with sufficient capacity to play a lead role in developing networks in the sport-for-development sector, such as the Kicking AIDS Out Network and Alliance. Reflecting the overall difficulties related to the skills required in managing and leading partnerships, one interviewee from a sport-for-development NGO stated ‘we don’t know how to manage this partnership. It is not that we don’t want it’.

Achievement of Outcomes

A final theme that was commonly identified as affecting partnerships was the need to draw tangible benefits through involvement. A number of interviewees stated that organisations and individuals began to understand the need for networks and partnerships when they began to ‘benefit from the group effect’ or could identify gaps in provision that could be collectively addressed. Conversely, the lack of tangible benefits could inhibit the development of partnership working. Reflecting on the disbanded Kicking AIDS Out Alliance, one interviewee from a sport-for-development NGO identified that ‘when things don’t come people’s way, as they expected, when their expectations are not actually met, then things begin to disintegrate’.
7 CONCLUSIONS AND RECOMMENDATIONS

7.1 Introduction

This final section concludes the research report by bringing together findings of the previous two sections and integrating these, where appropriate, with issues identified in the literature review. The conclusions are subdivided into three parts. The first subsection examines the general approaches to, and types of, partnerships identified in the research. The following subsection examines partnership issues within the sport-for-development sector specifically. Finally, the third section considers integration of the sport-for-development sector into efforts to address HIV / AIDS in Zambia.

Recommendations for a variety of stakeholders in the sport-for-development sector are suggested throughout the conclusions.

7.2 Approaches to Partnership

The commitment demonstrated by interviewees to working in partnership reflected both the wider international context and the specific policy environment in Zambia. As identified in the literature review, the rhetoric of partnership has become increasingly prevalent in the context of development work generally and particularly with regard to relationships between non-governmental organisations (NGOs) and other agencies in Africa. Moreover, in addressing HIV / AIDS in Zambia in particular, partnerships are a prominent component of the multi-sectoral approach advocated in policy documents. These wider contexts were reflected in the responses of interviewees who all sought to identify the importance of, and demonstrate their involvement in, a range of partnerships. In this respect, interviewees from sport-for-development NGOs were no different from interviewees from other agencies and sectors.

Beyond the commitment to partnerships, one of the key issues to emerge from the research was the diversity of the different types of relationships that were termed as partnerships by interviewees. These relationships encompassed both those that existed vertically between international and national agencies and sport-for-development NGOs as well as those horizontal relationships between NGOs (including those in the sport-for-development sector). The diversity of different relationships termed as partnerships makes it important, both in this research report and in policy and practice, to be specific about the purposes and types of partnerships that are being referred to, rather than using the term ‘partnership’ in an overly general sense.

In the sections on both vertical and horizontal partnerships, a variety of different purposes and desired outcomes of partnerships were identified. At one end of the spectrum are those purposes that could be considered of high strategic importance in the fight against the HIV / AIDS pandemic. Such purposes identified by interviewees were those that related to enabling the integrated development of policy and ensuring co-ordination in the implementation of efforts to address HIV / AIDS. At the other extreme,
partnerships were identified as a mechanism to deliver more practice-orientated outcomes such as information dissemination. Between these two identified extremes lay partnerships that provided a conduit for delivery of funding, enabled capacity building and allowed the expertise of different NGOs to be combined on particular programmes. While interviewees from the sport-for-development sector recognised this range of partnership purposes, at the time this research was conducted it appeared that the actual benefits derived from partnerships that involved sport-for-development NGOs tended towards the more practice-orientated and, perhaps, marginal end of the spectrum. This finding reflected the contributions included in the literature review that suggested that partnerships involving NGOs in other sectors have not, as yet, realised the full scale of benefits that could be derived from such relationships.

**Recommendation:** All agencies instigating partnerships may benefit from clarifying their particular purpose and sport-for-development NGOs, in particular, may benefit from trying to develop partnerships that achieve more strategically-orientated purposes.

In addition to having a range of different purposes, a diverse array of different forms of partnership were identified. These forms of partnership varied across a number of different dimensions. Different partnerships, both those that were classified as vertical and, especially, those that were horizontal, involved a varying number of members. Some bilateral partnerships were comprised of only two agencies whereas other partnerships included a large number of members. The balance of power between different partnership members also varied between specific partnerships. In addition, partnerships varied as to the degree to which they were open or closed to new members with those with the widest membership being most open. Finally, partnerships also had varying degrees of formalisation. Formalised partnerships either had a governing Memorandum of Understanding or had a documented purpose and membership. Alternatively, other partnerships were based on more informal relationships between their members.

**Recommendation:** In instigating and developing partnerships, all agencies should try to ensure that the particular form of partnership adopted is one which best enables the desired outcomes to be achieved.

Assessing the effectiveness of different forms of partnerships was beyond the scope of this research. However, sport-for-development NGOs tended to be less likely to be involved in closed, formalised partnerships comprising of a few significant stakeholders. It was these types of partnerships that were more likely to be involved in the development and dissemination of policies to address HIV / AIDS and this finding reflected the lesser involvement of sport-for-development NGOs in partnerships that had a policy development purpose. The issues of how sport-for-development NGOs may access such partnerships (in the HIV / AIDS sector) and develop more strategically-
orientated partnerships with other organisations in their own sector will be addressed in the following two sections.

7.3 Partnerships within the Sport-for-Development Sector

As identified by a number of interviewees, the sport-for-development sector in Zambia was very fragmented with a relatively large number of different NGOs delivering similar programmes. Problems associated with the fragmentation of civil societies in African countries were recognised in the literature review and were replicated in the Zambian sport-for-development sector. Between the sport-in-development NGOs, there was some evidence of duplication of effort (as identified elsewhere by Lorgan, 1998), a lack of integration in policy development or advocacy, and a degree of competition between different organisations (similar to that suggested by Webb, 2004). These problems both were a result of, and contributed to, difficulties in partnership working between sport-for-development NGOs. There was some evidence of similar problems among health-based NGOs. However, from the small sample of health-based NGOs included in the study, there appeared to be a greater degree of co-ordination of HIV / AIDS efforts in the health sector which could be attributed to an increased recognition of each NGO’s individual strengths by other members of the sector and by government agencies that subcontracted work to the NGOs.

For sport-for-development NGOs, the funding and governmental context contributed to the difficulties of improving the effectiveness of partnerships within the sector. Competition for resources allocated to the sport-for-development sector was evident due to the critical dependency of sport-for-development NGOs on external funding in order to secure their own sustainability. Although international donors had taken actions to address this competition, the donor-recipient relationship continued to stimulate rivalries and territorial conflicts among sport-for-development NGOs as each faced the challenge of fighting for limited resources to survive. Similar to the findings from the literature review, such funding-based rivalries contributed to divisions within the sector and impeded partnership working between sport-for-development NGOs.

**Recommendation:** *International donors should continue to develop efforts to ensure that funding mechanisms enable co-ordination and partnership, rather than competition, amongst sport-for-development NGOs.*

In addition, it appeared that a lack of governmental involvement in the sport-for-development sector also did not support the development of effective partnership working between NGOs. While the Zambian government has generally acknowledged the potential role of sport in development, and policy changes have been made in support of this stance, interviewees from sport-for-development NGOs did not suggest that there was a significant steer provided by government, or national policy actors, for the sport-for-development sector as a whole. A lack of effective communication between government agencies and sport-for-development NGOs was identified as
contributing to this issue. Bebbington & Riddell (1997) suggest that effective state involvement could enable improvements in NGO development and, similarly, it could be suggested that a greater governmental steer for sport-for-development work by NGOs may improve partnership working within the sector as well as greater integration into networks that address HIV / AIDS.

While there were undoubtedly some problems with partnership working within the sport-for-development sector, there were also positive developments which demonstrated the potential for improved partnership working in the future. Theoretical contributions to the generic literature on partnerships, such as those by Huxham & Vangen (2005), suggest that partnerships evolve and, in doing so, can become more effective. This is an idea that had resonance with the sport-for-development sector which has developed relatively recently. Interviewees from the sector stressed the need to build informal, trusting relationships, based on good communication, between personnel from different NGOs before progressing to more structured forms of partnership. Linked to this, it may be suggested that the collapse of the original Kicking AIDS Out Alliance in Zambia was the result of attempting to develop an overly formalised type of partnership before interpersonal relationships were fully established. There was also evidence that initially achieving small, but tangible, benefits from partnership working was essential and this also may be a step towards the achievement of more substantial, long-term outcomes through partnerships within the sport-for-development sector.

Recommendation: Sport-for-development NGOs should continue efforts to develop partnerships within the sector in an incremental manner which continually provides benefits for all parties.

Recommendation: Communication between sport-for-development NGOs and the Ministry of Sport, Youth and Child Development should be improved and regular planned updates of developments from all parties may aid this process of communication.

7.4 Integration of Sport-for-Development and HIV / AIDS Efforts

The most prominent examples of integration of the sport-for-development sector with efforts of other agencies to address HIV / AIDS were bilateral partnerships between sport-for-development and health-based NGOs. These partnerships led to the enhancement of specific programmes through the combination of skills and competencies of each partner as well as contributing to mutual capacity building through exposure to these different skills. In addition, it could be suggested that such partnerships enabled enhanced awareness amongst other NGOs of the contribution that sport-for-development NGOs could make to programmes that addressed HIV / AIDS. There was also an example whereby a partnership between a sport-for-development and a health-based NGO had enabled successful applications for Global Funds from ZNAN. For sport-for-development NGOs, further development of partnerships with health-based NGOs may improve opportunities to access funding targeted at HIV / AIDS activities as well as
engender additional benefits from working with a sector that is well established in the context of national efforts to address HIV / AIDS.

**Recommendation:** In bidding for HIV / AIDS funding and developing specific programmes, sport-for-development NGOs should continue to strengthen existing partnerships, as well as instigate new relationships, with health-based NGOs.

In contrast to partnerships with health-based NGOs, sport-for-development NGOs were less integrated into national and local partnership structures that have been instigated to address HIV / AIDS. Although the sport-for-development sector contributes to the Prevention theme in the National AIDS Strategic Framework, sport-for-development NGOs have failed to establish a presence within the Prevention Theme Group at a strategic level and are not represented on the Technical Working Group for this theme. Moreover, sport-for-development NGOs have yet to become fully involved in more local components of the national HIV / AIDS structure, such as local District AIDS Task Forces.

This lack of integration into HIV / AIDS partnership structures had a variety of connected causes and implications for the sport-for-development sector. Opportunities for advocacy on behalf of the sport-for-development sector were limited by the NGOs not having continuous active involvement in HIV / AIDS networks, such as District AIDS Task Force Stakeholder Forums. It could also be suggested that the capacity for the sport-for-development sector to advocate effectively on its own behalf was weakened by the sector lacking a single unified voice due to the challenges that NGOs have encountered in working in partnership together. However, from an alternative perspective, sport-for-development NGOs claimed that there was a lack of understanding of their sector by national HIV / AIDS policy actors. This lack of understanding appeared to represent a paradox in that it impeded the integration of sport-for-development NGOs into national HIV / AIDS partnership structures in which advocacy work could lead to increased recognition and understanding of the sector as a whole.

**Recommendation:** Sport-for-development NGOs should collectively attempt to become further integrated into HIV / AIDS partnership structures in order to advocate for their sector as a whole.

**Recommendation:** National agencies should encourage the involvement of sport-for-development NGOs in HIV / AIDS partnership structures and use this involvement to develop their understanding of the operation of the sport-for-development sector.

Also mitigating against the recognition of the sport-for-development sector was the lack of a close fit between the type of outcomes sought by sport-for-development NGOs and those targets set by the National HIV / AIDS Council and followed, for example, by ZNAN in the distribution of Global Funds. Fitting with the global policy context, as identified by Seckinelgin (2004), national HIV
AIDS targets and monitoring were based upon measurable, quantitative outputs. Conversely, previous research by Kay et al. (2007) has provided evidence that sport-for-development NGOs have contributed more qualitatively to the fight against HIV / AIDS thorough, for example, the social and personal development of young people. Such qualitative outcomes appear to be those that satisfy the criteria of international funders of the sport-for-development NGOs. This difference may have been partly caused by the lack of familiarity of the international funders with national HIV / AIDS policy and frameworks. As a result, it could be suggested that the individual sport-for-development NGOs may be placed in a difficult position trying to fulfil different types of outputs and outcomes that vertical national and international partners wish them to deliver.

**Recommendation:** *International donors should become further acquainted with national HIV / AIDS policy and frameworks in order to increase the compatibility of the various outcomes that sport-for-development NGOs are required to deliver.*

**Recommendation:** *Sport-for-development NGOs could benefit from attempting to increase the compatibility of their HIV / AIDS programmes with the current national policy goals.*
REFERENCES


Hulme, D. & Edwards, M. (1997b) “Conclusion: Too Close to the Powerful, Too Far from the Powerless?” In D. Hulme & M. Edwards (eds.) NGOs,


