

Measuring the contribution of sport, physical education and physical activity to the Sustainable Development Goals

Sport & SDG Indicator Toolkit
V4.0



The Commonwealth

© Commonwealth Secretariat 2020

All rights reserved. No part of this report may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise, without the permission of the author.

Unless expressly stated otherwise, the findings, interpretations and conclusions expressed in this report are those of the consultants, advisers and staff members who prepared the work and do not necessarily represent the views of the Commonwealth Secretariat. Any information or resources highlighted in this report are for information only and do not constitute an endorsement or quality assurance assessment by the authors or the Commonwealth Secretariat.

Acknowledgements

This report was prepared by:

Dr Damian Hatton, inFocus Consultancy
Dr Ben Sanders, inFocus Consultancy
Kelly Smith, inFocus Consultancy
Dr Iain Lindsey, Durham University
Oliver Dudfield, Commonwealth Secretariat
Mike Armstrong, Commonwealth Secretariat

For further information on this report contact:

Sport for Development and Peace Team
Economic Youth and Sustainable Development Directorate
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX
United Kingdom
Tel: +44 (0)20 7747 6534
Email: sdp@commonwealth.int
Web: www.thecommonwealth.org/sport-development-and-peace

VERSION 4.0

Measuring the contribution of sport, physical education and physical activity to the Sustainable Development Goals

Sport & SDG Indicator Toolkit



The Commonwealth

Contents

Acronyms and abbreviations.....	5
Definitions	6
Introduction	9
Section 1: Sport, physical education, physical activity and the SDGs.....	13
1.1 Background to the toolkit and model indicators.....	13
1.2 Creating coherent sport policy and strategy to support sustainable development.....	14
1.3 Principles behind the Toolkit.....	16
1.4 The contribution of sport, physical education and physical activity to the SDGs	18
1.5 Distinguishing sport, physical education and physical activity.....	24
1.6 Maximising impact through the sport, physical education and physical activity ecosystem	25
1.7 Model sport and SDG results areas	30
1.8 Sports intervention logic.....	31
Section 2: Practical implementation of a sport, physical education and physical activity M&E system	33
2.1 Results-based management.....	33
2.2 Results-based management pillars.....	34
2.3 Challenges with implementing an RBM approach.....	39
Section 3: The sport and SDG measurement framework and model indicator bank	40
3.1 A tiered approach	40
3.2 Further indicator validation and the potential of a Global Sport Policy Surveillance Tool	41
3.3 The sport and SDG measurement framework: Category 1 indicators.....	42
3.4 The sport and SDG measurement framework: Category 2 indicators.....	43
3.5 Proposed approach to disaggregation of indicators.....	44
3.6 Community level change: programme-level monitoring and evaluation	44
3.7 Quantifying the social and economic value of sport	46
3.8 Measurement principles	47
Section 4: Implementation planning	49
4.1 Practical steps for resourcing implementation	49
4.2 Implementation methodology	49
Section 5: Resources and reference points	53
Conclusion	55
References.....	56
Appendix A: Methods for quantifying the social and economic value of sport and active recreation – a synopsis	59

Acronyms and abbreviations

CABOS	Commonwealth Advisory Board on Sport
CIDA	Canadian International Development Agency
EU	European Union
GDP	Gross Domestic Product
GPAQ	Global Physical Activity Questionnaire (WHO)
GSHS	Global School-based Student Health Survey (of the WHO)
ILO	International Labour Organization
IOC	International Olympic Committee
LMICs	Low- and Middle-Income Countries
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MINEPS	International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport
NCD	Non-Communicable Disease
NGO	Non-Governmental Organisation
ONOC	Oceania National Olympic Committees
RBM	Results-Based Management
RBM&E	Results-Based Monitoring and Evaluation
QPE	Quality Physical Education
QPETE/T	Quality Physical Education Teacher Education/Training
SDG	Sustainable Development Goal
SDP	Sport for Development and Peace
ToC	Theory of Change
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGA	United Nations General Assembly
UN-Habitat	United Nations Human Settlements Programme
UNODC	United Nations Office on Drugs and Crime
WHO	World Health Organization

Definitions

Active recreation	An activity or experience that involves varying levels of physical exertion, prowess and/or skill, which may not be the main focus of the activity, and is voluntarily engaged in by an individual in leisure time for the purpose of mental and/or physical satisfaction (Australian Bureau of Statistics, 2008).
Activity	An action associated with delivering a programme or policy objectives. For example, in a sport programme, we look at what actions coaches carry out to achieve the desired objective of the programme.
Benchmarking	A comparative assessment of experience. In results-based monitoring and evaluation, benchmarking concerns the comparing of indicators of a real situation with the norms of a desired situation or case for evaluation purposes.
Capacity	The ability of both individual actors and organisations working together or alone to carry out their stated objectives.
Capacity development	Encompasses a broad range of activities designed to strengthen the knowledge, practices, skills and abilities of individual actors and organisations that work together in the same sector or across different sectors.
Evaluation	The periodic assessment of performance against agreed-upon objectives and anticipated outcomes. Evaluation is the systematic and objective assessment of an ongoing or completed project, programme or policy including its design, implementation and results. The aim of evaluation is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability (OECD, in Kusek and Rist, 2004; Cloete et al., 2014).
Exercise (fitness)	A sub-category of physical activity that is ‘planned, structured, repetitive, and purposeful in the sense that the improvement or maintenance of one or more components of physical fitness is the objective’ (WHO, 2019).
Health promoting school	A school that constantly strengthens its capacity as a healthy setting for living, learning and working through fostering health and learning with all the measures at its disposal. (WHO).
Impact	Long-term effects or influence, to obtain a meaningful result; the realisation of medium- and long-term anticipated outcomes into substantive results. Such changes are positive or negative long-term effects on identifiable population groups produced by a development intervention directly or indirectly (UNDG, 2011).
Indicator	A measuring instrument that is used to provide a concrete and measurable unit. Indicators are variables that help measure changes. They are measurements used to answer questions in the process of monitoring and evaluating the contribution of sport to the Sustainable Development Goals (WHO, 2006).
Input	A thing used in a programme to implement it. For example, coaches would be a human resource input to implement a sport programme.
Lag indicator	An output/outcome measurement. This is an after-the-event measurement that can be essential for charting progress.
Lead indicator	A predictive measurement. These indicators aim to predict an aspect of future performance.

Monitoring	The ongoing recording and interpretation of information for the purpose of evaluation according to agreed-upon strategic objectives or goals, anticipated outcomes (including targets), measurable indicators and a reliable information base.
Organised sport or active recreation	Sport or active recreation activities may be organised by a club or association or other organisation, such as a sporting club, social club, church group, workplace or gymnasium. An organised activity may vary from an organised one-off fun run or bush walk to an organised sporting competition (Australian Bureau of Statistics, 2008).
Outcome	The change as a result of an action or activity. Includes short-term outcomes (such as increased knowledge), intermediate outcomes (such as changes in behaviour) and long-term outcomes (such as a reduction in incidence of cardiovascular disease owing to regular exercise) (WHO, 2006).
Output	An anticipated outcome is an articulation of the type of results that the objective and outputs are meant to achieve. Outcomes can be seen as to what outputs should lead to and, in turn, outcomes should result in impacts. Outputs are completed operational activities such as services and products that have been accomplished successfully in response to planning objectives. They are the direct or immediate-term actions or products that come about as a result of inputs and activities - for example the number of people participating in a sport programme.
Physical activity	A broad term referring to all bodily movement that uses energy. In addition to physical education and sport, it encompasses active play and routine and habitual activities such as walking and cycling, as well as housework and gardening (UNESCO, 2015).
Physical education	Also known as phys. ed., PE, gym or gym class and physical training or PT, this is an educational course related to maintaining the human body through physical exercises. It is included in the school curriculum during classroom hours (Anderson, 1989).
Quality physical education (QPE)	The planned, progressive, inclusive learning experience that forms part of the curriculum in early years, primary and secondary education. In this respect, QPE acts as the foundation for a lifelong engagement in physical activity and sport. The learning experience offered to children and young people through physical education lessons should be developmentally appropriate to help them acquire the psychomotor skills, cognitive understanding and social and emotional skills they need to lead a physically active life (UNESCO, 2015).
Regular participation in sport	By 'sport' we mean: <i>any and all activities considered as sport, fitness (exercise) and/or active recreation (leisure), as defined above.</i> By 'participation' we mean: <i>for at least 30 minutes duration</i> (Sport England, 2016). By 'regular' we mean: <i>a person participates at least five times a week; 'with some regularity' means one to four times a week; and 'seldom' means three times a month or less often</i> (European Commission, 2018).

Results	A change in a state or condition that derives from a cause-and-effect relationship. There are three types of such changes (outputs, outcomes and impact) that can be set in motion by a development intervention (UNDG, 2011).
Results-based management (RBM)	A management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the desired results and use information and evidence on actual results to inform decision-making on the design, resourcing and delivery of programmes and activities as well as for accountability reporting (UNDG, 2011).
Results-based monitoring and evaluation (RBM&E)	Focuses on an assessment of performance and progress by using objectives and anticipated outcomes and measurable indicators over time to assess the results of interventions rather than output only. A RBM&E system is essentially a special public management tool governments can use to measure and evaluate outcomes, then feeding this information back into ongoing processes of governing and decision-making (Kusek and Rist, 2004:12).
Results chain	The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired results (UNDG, 2011).
Sport	A generic term comprising sport for all, physical play, recreation, dance and organised, casual, competitive, traditional and indigenous sports and games in their diverse forms (UNESCO, 2017).
Sport for Development and Peace (SDP)	The intentional use of sport and physical activity as a tool to contribute to development and peace goals (Dudfield and Dingwall-Smith, 2015). Focuses on the full spectrum of development impacts that sport and recreation have on individuals and communities in terms of a broad range of socio-economic and sustainable development benefits. Concerns the development of all sport and a specific sport code or sport type as well as the development of sport federations (De Coning, 2019).
Sport programme	A set of related sport events or activities that have a specific long-term aim, such as growing participants in a specific sport and using sporting activities as a tool to achieve development objectives.
Target	A specific milestone set (as an anticipated outcome), normally in terms of a target date and a stated quantified objective (e.g. 6 per cent annual economic growth).
Theory of change (ToC)	An evaluation technique that makes it possible to map out and explore how programmes or activities lead to social change, and underlying beliefs or assumptions. Includes outcome-mapping to determine desired impacts. A ToC is a description of a sequence of outcomes that is expected to result in anticipated impacts.

Introduction

The potential of sport-based approaches to contribute to wide-ranging development outcomes has been acknowledged across international policy declarations, most significantly in the 2030 Agenda for Sustainable Development. This recognises sport as an important enabler to achieving the Sustainable Development Goals (SDGs).

The SDGs themselves are high-level goals that all UN Member States adopted in 2015 as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity by 2030.¹ Many of these aspirational SDGs have contributing factors found within the sport, physical education and physical activity ecosystem. This contribution has the potential to support the achievement of identified SDG targets.

For sport, physical education and physical activity to maximise its contribution to achievement of the SDGs, a broad range of stakeholders must be mobilised, and sport policy must be integrated within the SDG implementation mechanisms. Development of improved systems for measuring the contribution of sport, physical education and physical activity to sustainable development is an essential foundation step toward realising the full potential of the sector for development and peace.

National governments and, increasingly, the intergovernmental community recognise the need for common indicators, benchmarks and self-assessment tools for the monitoring and evaluation (M&E) of sport policy as they look to move from intent to measurable implementation of policy.

This version of the sport and SDG measurement framework and model indicators responds to commitments made at the Sixth International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS) VI, in the UN Action Plan on Sport for Development and Peace (SDP) 2018-2020 and at the Ninth Commonwealth Sports Ministers Meeting. The Kazan Action Plan (UNESCO, 2018), resulting from MINEPS VI, includes a specific objective to ‘develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets’ (UNESCO, 2017). The UN Action Plan on SDP includes an objective to ‘strengthen national statistical capacity and monitoring systems to ensure access to sport-related data including through the establishment of indicator protocols’ (UNGA, 2018).

The Toolkit aims to directly inform the commitments noted above, as well as other international efforts to align local, national and international sport policies and programmes with the SDGs. Through increased alignment and strengthening associated M&E frameworks, the contributions of sport, physical education and physical activity to the SDGs and associated national priorities can be maximised. An iterative design process has been employed in developing this Toolkit, through which an overarching measurement framework and model indicators have been developed, tested and redesigned. This ensures a thorough assessment is ultimately possible, concerning the viability and value of developing common global indicators and datasets on sport and the SDGs. This represents the third iteration of the sport and SDG measurement framework and model indicators.

Purpose of this Toolkit

The main purpose of this Toolkit is to outline a common, systematic approach to measuring and evaluating the contribution of sport, physical education and physical activity to the SDGs. In doing so, this Toolkit outlines a common approach for the development of sport-related policies, implementation plans and strategies along with core principles associated with the design of M&E frameworks that will maximise the contribution of sport, physical education and physical activity to sustainable development.

This Toolkit sets out a theory of change (ToC) for the contribution of sport to sustainable development, proposes a measurement framework for sport, physical education and physical activity policy and strategy and puts forward model indicators that various stakeholders can use to

¹ <https://www.undp.org/content/undp/en/home/sustainable-development-goals.html> [accessed 29 October 2019]

validate and quantify changes produced by sport, physical education and physical activity in relation to national development priorities and the SDGs.

A results-based management (RBM) approach has been adopted to understand the contribution of sport, physical education and physical activity to the SDGs. This involves the development of a conceptual model of the sport system along with results chains from inputs to activities to outputs, outcomes and eventual impacts. The RBM approach is designed to allow all actors within a system to understand their contribution, directly or indirectly, to achieving a set of results.

The advantage of a results-based M&E (RBM&E) approach is that it is possible to carry out an assessment of performance and progress by using objectives and anticipated outcomes and measurable indicators over time to assess the results of and progress against the SDGs. An RBM approach promotes utilising information and evidence to inform decision-making on design, resourcing and delivery. To this end, indicators are an essential element in the understanding and management of any results chain. Indicators help measure progress in relation to goals and targets. Targets inform the M&E of policy implementations and inform the cost-effective allocation of resources. Indicators are designed to add greater precision and ensure decision-making is evidence-based and informed by accurate data. This Toolkit contains model indicators to measure policy action or system capacity for use in informing decision-making and promoting a common language to foster partnerships that maximise sport's contribution to the SDGs.

Toward this objective, the Toolkit is expected to:

- Outline international policy positions, provide a common understanding and promote policy convergence for sport, physical education and physical activity's contribution to sustainable development at scale;
- Provide guidance on the key elements sport stakeholders need for planning, implementation and reporting in the SDG context;
- Propose a set of model indicators that can track progress and measure the contribution to sustainable development globally;
- Supplement the implementation of quality and effective sport policy and strategy as well as related interventions in delivering sustained development results.

Audience for this Toolkit

This Toolkit is intended to contribute to the development of quality data to inform policy and strategy development. Government and state actors have committed, under the Kazan Action Plan, to 'develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets' (UNESCO, 2017). The UN Action Plan on SDP echoes this commitment. Government and state actors mandate the development of indicators for sport, physical education and physical activity through commitment to the Kazan Action Plan and the UN Action Plan on SDP.

The mobilisation of a broad range of stakeholders, including public authorities, sport and education organisations and civil society, is recognised as essential for sport, physical education and physical activity to achieve its full potential in terms of contributing to the SDGs. Fragmented institutional responsibility for performance management has been identified as a challenge in understanding and maximising results from overarching policy (Trivedi, 2018). To this end, this approach is not directed purely at ministries of sport; rather, it recognises the interconnected nature of sport for development activity and the shared outcomes across a number of ministries and government departments, sport and development organisations and the general sport, physical education and physical activity ecosystem more broadly. This clearly involves, for example, recognition of the significant contributions health and education ministries make in these areas nationally and the role of multilateral organisations in this process through international policy with the likes of, for example, the Quality Physical Education (QPE) Guidelines (UNESCO, 2015) and the Global Action Plan for Physical Activity (WHO, 2018).

This Toolkit goes beyond promoting cross-government collaboration to acknowledge the vital role of collaborative working and coherence across government, sport organisations and civil society. Indeed, a key aim of an RBM approach is to ensure that ownership goes beyond a few select persons to include as many diverse stakeholders as possible, and that each stakeholder is able to identify how their work contributes to the desired result (UNDG, 2011).

To that end, this Toolkit is designed to benefit all staff engaged in policy and programme design, delivery and measurement and evaluation. This acknowledges the diverse array of networks and actors engaged in enhancing the contribution of sport to sustainable development, including:

- International development organisations;
- National governments;
- International sport organisations;
- National sport organisations;
- Development agencies;
- Non-government organisations (NGOs);
- Funding partners and sponsors;
- Other organisational and delivery partners.

Organisation of the Toolkit

Section 1: The foundations for a sport and SDG measurement framework

The first section lays the foundations for development of a sport and SDG measurement framework. This includes a brief review of previous international policy work on sport's contribution to the SDGs, along with an overview of the principles for the development of model indicators.

A sport and SDG ToC model is presented to show how sport, physical education and physical activity initiatives lead to social, environmental and economic impacts at scale. This includes:

- Understanding of the intervention levels within the sport system;
- Elaborating on the characteristics of a sport system that enable impact at scale (increase participation; perceptions of value and economic contribution); and
- The sport-specific impact areas aligned with prioritised SDGs.

The purpose of this ToC model is to understand the areas in which an effective sport and SDG measurement framework will need to cover in order to comprehensively monitor and evaluate sport's contribution while promoting coherence with international and national policy.

Finally, an overview of a sport intervention logic is presented, with example results chains representing the interconnection of inputs, activities, outputs, outcomes and impacts, and explicating the value of quality indicators at each level.

Section 2: Practical implementation of a sport and SDG measurement framework

This section provides an overview of potential steps for implementing a Sport and SDG Measurement Framework utilising an RBM methodology. This includes:

- Building a common understanding of the role of sports in development;
- Research into potential sport policy areas against relevant development priorities;
- Formulating a sport policy or strategy reflecting relevant development priorities;
- Channelling policy and strategic objectives into an implementation framework and plan;
- Developing a sport and development measurement framework;
- Collecting and co-ordinating data collection, analysis and reporting;
- Formulating a learning and knowledge dissemination approach.

The establishment of a sport and SDG measurement framework includes an indicator set but also requires the institutional capacity to manage an M&E system. The process involved in establishing an M&E system (Steps 5 and 6 above) includes (Kusek and Rist, 2009):

- Conducting a readiness assessment;
- Agreeing on objectives and outcomes to monitor and evaluate;
- Selecting key indicators to monitor outcomes;
- Determine baseline data on indicators;
- Selecting targets;
- Collecting and reporting on M&E results;
- Undertake iterative evaluations;
- Reporting findings;
- Using findings;
- Sustaining the M&E system within organisations.

Section 3: The sport and SDG measurement framework and model indicator bank

This section presents a sample sport and SDG measurement framework utilising the tiered approach to the development of indicators recommended in the Kazan Action Plan. A third category of indicators relating to measurement and evaluation of programme-level activity relating to SDP is proposed and introduced. Recommendations are provided as to the use of the measurement framework, approaches to measurement and data-gathering, and disaggregation of data.

Section 4: Implementation planning

This final section provides practical steps for implementation followed by a detailed methodology, which includes building a common understanding of the role of sport; researching and mapping policy to relevant goals; formulation of sport policy and strategy that addresses priorities; channelling policy and strategy objectives into implementation plans; development of an M&E framework for sport and the SDGs; collection and co-ordination of data collection, analysis and reporting; and dissemination of knowledge. Finally, a list of resources and reference points for implementation is provided.

Concluding implications

The development of coherent national and international M&E frameworks and indicators on the contribution of sport, physical education and physical activity to the SDGs will be key in fully realising the potential impact of these sectors and scaling investment. Coherent indicators will foster better collaboration and communication between diverse stakeholders, optimise resource allocation, performance and return on investment from the sport system, drive more evidence-based policy and deliver the benefits associated with ‘big data’ on a global scale.

In utilising this Toolkit to inform the development of a sport and SDG measurement framework and M&E of sport’s contribution to the SDGs, stakeholders are recommended to take a RBM approach, which recognises the system-wide characteristics of sport, physical education and physical activity. This includes recognition of the need for both lead and lag indicators and measures relating to the capacity, performance and integrity of the system.

Evidence-based information aligned with sport and SDG objectives that contains improved and more consistent data will provide governments, sporting organisations and the private sector with better information on how, where and why to invest to maximise the contribution of sport to broader policy objectives. M&E may also result in the review of sport policies at the country and global levels and provide the basis for comparative results. For this to occur, more countries, sport bodies and international institutions will need to develop results frameworks aligned with the SDGs and their targets.

Section 1: Sport, physical education, physical activity and the SDGs

The potential of sport-based approaches to contribute to wide-ranging development outcomes has been recognised across international policy declarations, most significantly in the 2030 Agenda for Sustainable Development. To realise this potential, key requirements are to mainstream SDP-oriented policy in national and international development plans and to improve measurement and evaluation of the contribution of sport-based policy and strategy to sustainable development. These issues are important foci for key international frameworks and co-operation on sport and development.

This Toolkit provides a set of model indicators and indicative data collection tools, along with associated guidance concerning their practical adoption and application by a wide array of sport, physical education and physical activity stakeholders. It is intended to enhance M&E of the contribution of local, national and international sport policies and strategies along with their associated investments to the achievement of national development priorities and the SDGs.

1.1 Background to the toolkit and model indicators

The development of this Toolkit builds on several collaborative international efforts aimed at maximising the contribution of sport, physical education and physical activity through enhanced means for measuring specific contributions of the sector to sustainable development and building peaceful and just societies. This includes work to assist stakeholders to improve sport-related data and develop results frameworks linking sport to the SDGs.

An iterative approach is being utilised in development and validation of model indicators and measurement and evaluation tools to ensure a thorough assessment is ultimately possible, concerning the viability and value of developing common global indicators and datasets on sport and the SDGs. Some of the key challenges highlighted through this development have included the difficulty in attributing development outcomes to sport-related policy and programme interventions, differing levels of M&E capacity within and across member countries/stakeholders and a wide variance in the availability and relevance of data to inform policy decisions and scaled investment (Commonwealth Secretariat, 2018a).

Strategies and responses proposed to address these challenges include stronger alignment of sport-related measurement and evaluation frameworks with established SDG indicators; drawing on learning and data from across sectors, and, in doing so, engaging more substantively with central statistics agencies and public bodies responsible for development planning; and, finally, bridging the different levels and scale of data available to decision-makers. The importance of disaggregated data has also been underscored, in the context of putting ‘leaving no-one behind’, gender equality and empowering women and girls at the centre of the 2030 Agenda and the SDGs.

Overall, the central guiding premise is that improving data on sport and the SDGs will provide governments, sporting organisations and the private sector with evidenced-based information for improved decision-making and implementation, and on how, where, when and why to invest to maximise the contribution to broader national development objectives and prioritised SDGs.

The chief benefits of developing this Toolkit and implementing it within a national and international context are to:

- Demonstrate the value of sport and present a foundation and common language for international co-operation and partnerships;
- Optimise the performance of international and national sport ‘systems’ and stakeholders to ensure a strong social return on investment in sport;
- Support better evidence-based policy and decision-making across all stakeholders and subsequent promotion of RBM practices; and

- Realise the future research potential from ‘big data’² for all stakeholders and the ability to benchmark global efforts to use sport to achieve development goals.

1.2 Creating coherent sport policy and strategy to support sustainable development

National governments are increasingly endorsing and providing various forms of support to sport-based approaches to development, with Commonwealth countries often at the forefront of such initiatives (Giulianotti, 2014). Among these countries, there is diversity with regard to the location of sport within national governmental structures. A minority of countries have specific ministries for sport. More commonly, governments’ policy role for sport has been shaped by its positioning within broader ministries, such as those for young people, education, health, arts and/or culture. Within these ministries, responsibility for sport in relation to development has typically been assigned to departments and national public bodies whose existing remits include grassroots and elite sport development working in partnership with the sport movement.

Partly as a consequence of these differing governance and governmental structures, processes of national policy development can differ with respect to the extent of integration between sport and broader governmental priorities, such as those for education and health (Keim and De Coning 2014; UNESCO, 2019b). Sub-national and local governments can and do also make significant contributions to sport and development. However, the substantial diversity in sub-national and local governmental structures across and within countries means that it is necessary to offer any overarching analysis or policy prescriptions with caution. The extent of decentralisation and also the level of coherence between national, sub-national and local priorities for sport need to be considered on a country-specific basis. Nevertheless, sub-national and local governments may have significant roles in infrastructure planning that can have significant implications for sport (Hoye et al., 2010). At these levels of government, further attention can also be given to appropriate resourcing of the implementation of sport-based initiatives and effective targeting toward specific community needs. Further, in many countries it is clear that the governance of sport and policy-making includes the formation of co-operative partnerships between civil society and the state to achieve sport policies and developmental outcomes. Ultimately, civil society in the form of sport federations and NGOs plays an important role in sport-related policy-making.

1.2.1 MINEPS Sport Policy Follow-up Framework and Kazan Action Plan

The MINEPS Sport Policy Follow-up Framework (see Annex 1 of the Kazan Action Plan in UNESCO, 2017) aims to facilitate international and multi-stakeholder policy convergence, ease international co-operation and foster capacity-building efforts of governmental authorities and sport organisations. Moreover, it was designed to identify gaps with respect to previously agreed principles, commitments and recommendations, and to promote tools and good practices. The framework acts as a voluntary, overarching reference point for policy-makers in the fields of sport, physical education and physical activity.

The MINEPS Sport Policy Follow-up Framework has three main policy areas, as follows (with an additional twenty specific policy areas):

1. Developing a comprehensive vision of inclusive access for all to sport, physical education and physical activity;
2. Maximising the contributions of sport to sustainable development and peace; and
3. Protecting the integrity of sport.

This Toolkit puts forward a ToC model for the collective sport, physical education and physical activity sector as a means for measuring sport policy. The **model indicator bank** emerges from this ToC exercise. These elements have been mapped against not only the SDGs but also the MINEPS

² Large datasets can reveal patterns, trends and associations, especially relating to human behaviour and interactions, to enable better decisions and policies to emerge over time.

Sport Policy Follow-up Framework. To that end, the model indicators are designed to support M&E across three focal results areas for national sport policy coherent with the MINEPS framework:

1. Inclusive access to sport, fitness and active recreation opportunities for all;
2. Achieving social, economic and environmental impact through the provision of sport, fitness and active recreation opportunities for all; and
3. Building the capacity, strengthening the governance and protecting the integrity of sport.

There must be a degree of coherence between these focal areas in order to be able to create the right conditions for sport to contribute to addressing national development priorities and ‘maximising the contributions of sport to sustainable development and peace’. However, the true efficacy of a sport policy oriented toward supporting sustainable development outcomes will arise only once the generic M&E framework outlined in this document is fully contextualised to relate to the presiding national development priorities, challenges and issues experienced by each individual country and subsequently addressed by a broad range of stakeholders, who need to be engaged in the M&E process. The next section of this Toolkit focuses on the processes to do this.

1.2.2 Alignment of the Toolkit with the Kazan Action Plan

To support implementation of the MINEPS Sport Policy Follow-up Framework, the Kazan Action Plan includes five key actions that are positioned as catalysts for multi-stakeholder co-operation at the international and national levels (UNESCO, 2017). This Toolkit responds most directly to Action 2 in the Kazan Action Plan, to ‘develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets’. The Toolkit is also supportive of Actions 1, 3, 4 and 5, as detailed in Table 1.1.

Table 1.1: Alignment of Toolkit with Kazan Action Plan

Action	Detail	Alignment in Toolkit
Action 1	Elaborate an advocacy tool presenting evidence-based arguments for investments in physical education, physical activity and sport	Use of an internationally recognised framework to link outcomes to SDGs in support of evidence-based investment
Action 2	Develop common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets	Align indicators with indicators currently in use by international agencies and SDG frameworks Create new indicators that can be used as proxy indicators until internationally agreed indicators become available
Action 3	Unify and further develop international standards supporting sport ministers’ interventions in the field of sport integrity (in correlation with the International Convention against Doping in Sport)	Use of the MINEPS Sport Policy Follow-up Framework in the Toolkit puts in place the structure for developing consistency between countries in monitoring interventions in the field of sport integrity and fostering partnerships
Action 4	Conduct a feasibility study on the establishment of a Global Observatory for Women, Sport, Physical Education and Physical Activity	Gender equality comprehensively mainstreamed throughout Toolkit, in support of Action 4
Action 5	Develop a clearinghouse for sharing information according to the sport policy follow-up framework developed for MINEPS VI	MINEPS Sport Policy Follow-up Framework fosters the exchange of information. Data collected through implementation of the indicators proposed in the Toolkit would make an important contribution to the clearinghouse

1.3 Principles behind the Toolkit

The following five principles were applied when developing and selecting indicators for the Toolkit.

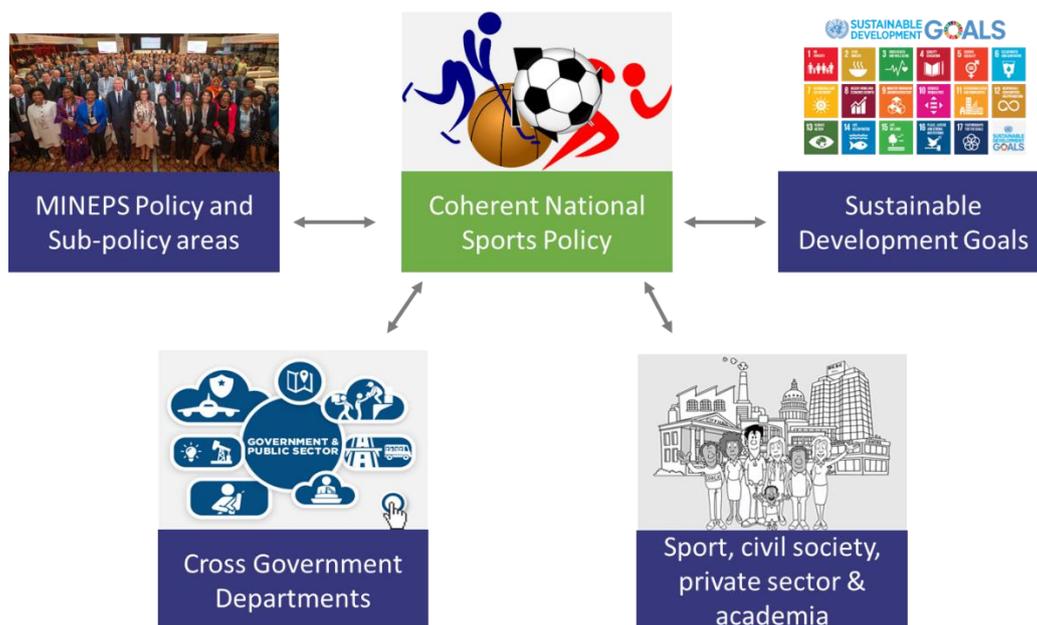
Principle 1: Enhancing policy coherence and reducing the monitoring burden

The measurement framework and set of global indicators has deliberately been kept to a minimum and is also aligned with the SDG indicators and the MINEPS Sport Policy Follow-up Framework. This makes data collection less burdensome for ALL relevant international and national stakeholders. It also promotes vertical coherence between international and national sport policies and programmes, through a broader set of context-specific indicators.

The guidance around the future use and application of the indicators is also based around the principle of policy-makers further cross-mapping their emergent national sport policy indicators to those collected by other cross-government departments and other lead stakeholders, such as international federations. The indicators may also include use of other secondary data sources (at both policy and programme level) collected by local, national and internationally relevant stakeholders who make up the sports ecosystem. These may include research institutes, civil society and non-profit or private sector organisations. This will also support horizontal policy coherence across different policy goals, sectors and stakeholders.

The model indicators for sport, physical education and physical activity are also defined in light of the idea that the indicators are not independent, but rather complement each other, providing a more complete view of the sport ecosystem within a given country context.

Figure 1.1: Cross-mapping process to enhance national policy coherence and reduce the monitoring burden for all stakeholders



Principle 2: Focus on the intentionality of sport-based approaches and creating the right conditions to bring about change through sport

A key principle of addressing development outcomes through sport is the concept of **intentionally focusing on sustainable development outcomes** and committing to tracking both positive and negative outcomes from sport-based interventions, in different contexts. Similarly, the Toolkit highlights the critical importance of good governance, ensuring the integrity of sport is preserved and the protection and promotion of human rights are enshrined as a prerequisite.

Principle 3: Better programmatic utility for countries through disaggregation and development of a common SDG-aligned categorisation

By using disaggregation and geographical granularity, the indicators can summarise the diversity of the situation in a country and identify where different types of investments, capacity development interventions and sport programmes can have the greatest impact, helping also emphasise both gender and disability disparities in sports participation and access. The critical role of SDP projects and sport programmes in the overall contribution of sport to the SDGs, and the need to include evidence-based information through these initiatives in the indicator framework, is recognised and highlighted as an important complement to the policy-level data.

Analysis and consultation with experts undertaken in the first phase of the model indicator project highlighted that it would not be feasible, or desirable, to fully aggregate programmatic data across contexts or partners. There is still an urgent need and opportunity to include programmatic data through the development of a common system for SDG-aligned outcome categorisation.

Principle 4: Knowing the extent of social, economic and environmental issues (to which sport can contribute) and reallocating resources accordingly

The research base and understanding continue to improve within countries in terms of the size and scope of different development issues to which sport can contribute - for example the relationship between a low level of physical inactivity and its impact on incidence of non-communicable diseases, work led internationally by the World Health Organization (WHO). This data can in future be used, together with sport programmatic data, to assess levels of service coverage and potential gaps. This will ultimately enable more efficient investment against areas of greatest need and more substantial long-term benefit. For this purpose, a multi-sectoral approach will be necessary to ensure that the potential benefit of sport and physical activity relates to the different economic and social sectors as well as the relationship with the environment in a comprehensive way.

Principle 5: Drawing on multiple innovative data sources and bridging levels and types of data

It is generally not possible to isolate factors to ‘prove’ the direct contribution of sport-based policy and strategy to sustainable development outcomes. As such, ‘triangulation’ of different sources (i.e. both primary and secondary), levels (i.e. international, national and local) and types of data (i.e. including more qualitative types of data, to complement the largely quantitative indicators defined in this Toolkit) is required to assess the contributions of sport to sustainable development and to inform policy and programme formulations. For selected indicators, we thus reference the option to report using alternative data sources (different types of data collection approaches), as well as aggregated programme-level data, from a broad range of sport delivery providers. Sources beyond national sport ministries include notable international data collection efforts such as those led by WHO in the Global Action Plan on Physical Activity; the United Nations Educational, Scientific and Cultural Organization (UNESCO) through the World-wide Survey of School Physical Education (2014); and the International Labour Organization (ILO) on employment and volunteering data; as well as national census data, data available from non-sport government ministries and sectors, regional and local data, evidence drawn from M&E of discrete initiatives and evidence from academic research. Community-driven data collection in multiple forms, such as through social media or sport club management applications, could complement indicator data collected nationally and offer further insights into the situation and contributions of sport.

For additional guidance on working toward sport-related policy coherence, click on the picture to access *Strengthening Sport-Related Policy Coherence: Commonwealth Toolkit and Self-Evaluation Checklist*, produced by the Commonwealth Secretariat in 2018. A Self-Evaluation Checklist accompanies this on Sport-Related Policy Coherence.



1.4 The contribution of sport, physical education and physical activity to the SDGs

The 2030 Agenda for Sustainable Development and associated SDGs (UNGA, 2015) outlines the agreed plan of action to address global development challenges over the next 15 years. This framework serves as the key reference point for future policy and strategy development across all sectors, including sport. Notably, the 2030 Agenda recognises sport as an ‘important enabler of sustainable development’. This acknowledgment responds to wide-ranging work over the past two decades to design and implement policy and programmes to position sport as a contributor to peace-building and sustainable development outcomes.

1.4.1 Prioritised goals and targets

A range of international organisations, sporting bodies and academic institutions have analysed the implications of the adoption of the SDGs for sport-related policy and strategy. This has been spearheaded by the Commonwealth Secretariat’s extensive analysis report (Dudfield and Dingwall-Smith, 2015) and policy guide (Lindsey and Chapman, 2017) on the contribution sport-based approaches can make to the 2030 Agenda. This analysis has taken a targeted approach, identifying specific SDGs and targets where there is evidence, and developed theoretical frameworks articulating how, why and in what circumstances sport may contribute to non-sport outcomes.

The Commonwealth Secretariat’s work articulating specific goals and targets to which sport-based interventions could credibly contribute was key in securing the commitment made at the Eighth Commonwealth Sports Ministers Meeting (2016) and MINEPS VI (2017) to align future sport policy with the SDGs.

1.4.2 Kazan Action Plan

This commitment is best reflected in the Kazan Action Plan (UNESCO, 2017), a pledge by the international community to develop and implement policy that strengthens alignment between sport policy and the SDGs. Central to this plan is the MINEPS Sport Policy Follow-up Framework, a tool to assist with policy convergence, promote international co-operation and provide a framework for capacity-building efforts of governmental authorities and sport organisations. The MINEPS framework identifies nine SDGs and thirty-six associated targets where sport-based approaches could make an effective and cost-efficient contribution.

Realising the scale and ambition of the SDGs also requires the strengthening of means of implementation within each country and globally. SDG 17 provides specific targets related to strengthening the means of implementation and revitalising global partnerships for sustainable development, with which sport policy and strategy also needs to align if it is to create the conditions for sport to contribute to development goals. SDG 17 therefore represents the 10th SDG with which the sport and SDG measurement framework and indicators align.

Table 1.2 outlines both the direct and the indirect areas of contribution sport can make to these 10 SDGs and their targets. A direct contribution may be defined as where a sport-based approach has an identifiable impact, independent of other factors, such as through making a discrete economic contribution to gross domestic product (GDP) through sport tourism or making a direct contribution to the achievement of equal opportunities for women through specific employment practices.

An indirect contribution may be achieved alongside other activities beyond the realm of sport. In such circumstances, determining that sport has made a tangible contribution may require the collation of contributory evidence toward a stated goal. Examples may include the use of evidence on the contribution of sport-based activities to specific aspects of public health education.

Table 1.2 also cross-maps to the MINEPS Sport Policy Follow-up Framework areas and the model sport and SDG results areas (outlined later in this section).

Table 1.2: SDGs and targets cross-mapped to MINEPS Framework and sport and SDG results areas

SDG	Target		Related area of MINEPS Sport Policy Follow-up Framework	Sport, physical education and physical activity results areas
3. Good Health and Well-being 	Direct contribution	3.4 By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being	II. Maximising the contribution of sport to sustainable development and peace	<ul style="list-style-type: none"> • Inclusive access to sport for all • Sport for health and well-being of all • Sport for gender equality and empowerment of all women and girls
	Linked contribution	<p>3.3 By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases</p> <p>3.5 Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol</p> <p>3.7 By 2030, ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes</p>	II.1 Improve health and well-being of all, at all ages	<ul style="list-style-type: none"> • Inclusive access to sport for all • Sport for health and well-being of all • Sport for gender equality and empowerment of all women and girls
4. Quality Education 	Direct contribution	<p>4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</p> <p>4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations</p> <p>4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development</p>	<p>I. Developing a comprehensive vision of inclusive access for all to sport, physical education and physical activity</p> <p>II. Maximising the contributions of sport to sustainable development and peace</p> <p>II.3 Provide quality education, and promote lifelong learning for all and skills development through sport</p> <p>I.5 Enforce gender equality/empower girls and women</p> <p>I.6 Foster the inclusion of youth in decision-making processes</p>	<ul style="list-style-type: none"> • Inclusive access to sport for all • QPE at schools • Sport for health and well-being of all • Sport for gender equality and empowerment of all women and girls • Sport for quality education and lifelong learning for all • Sport for economic growth and productive employment

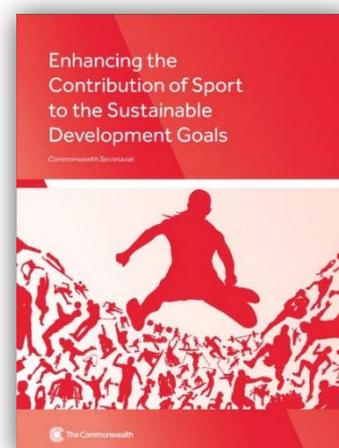
SDG	Target		Related area of MINEPS Sport Policy Follow-up Framework	Sport, physical education and physical activity results areas
	Linked contribution	4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	I.3 Foster quality physical education and active schools	<ul style="list-style-type: none"> • Sport for gender equality and empowerment of all women and girls • Sport for quality education and lifelong learning for all
5. Gender Equality 	Direct contribution	<p>5.1 End all forms of discrimination against all women and girls everywhere</p> <p>5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</p>	<p>I.5 Enforce gender equality/empower girls and women</p> <p>II.8 Build effective, accountable and inclusive institutions at all levels</p> <p>II.6 Advance gender equality and empower all women and girls</p> <p>II.5 Provide economic growth and full and productive employment and work for all</p>	<ul style="list-style-type: none"> • Sport for gender equality and empowerment of all women and girls • Inclusive access to sport for all • Sport for quality education and lifelong learning for all • Sport for economic growth and productive employment • Building capacity, strengthening governance and protecting the integrity of sport
	Linked contribution	<p>5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p> <p>5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p>	III.2 Protect children, youth and other vulnerable groups	<ul style="list-style-type: none"> • Sport for gender equality and empowerment of all women and girls • Sport for health and well-being of all
8. Decent Work and Economic Growth 	Direct contribution	<p>8.1 Sustain per capita economic growth in accordance with national circumstances and, in particular, at least 7 per cent gross domestic product growth per annum in the least developed countries</p> <p>8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training</p>	<p>I. Developing a comprehensive vision of inclusive access for all to sport, physical education and physical activity</p> <p>II. Maximising the contributions of sport to sustainable development and peace</p>	<ul style="list-style-type: none"> • Sport for economic growth and productive employment • Sport contribution to sectors such as manufacturing, transport and tourism • Sport for quality education and lifelong learning for all • Inclusive access to sport for all
	Linked contribution	<p>8.2 Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors</p> <p>8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalisation and growth of micro-, small- and medium-sized enterprises, including through access to financial services</p>	<p>I.1 Align with sustainable development priorities</p> <p>II.5 Provide economic growth and full and productive employment and work for all</p> <p>II.8 Build effective, accountable and inclusive institutions at all levels</p>	<ul style="list-style-type: none"> • Sport for economic growth and productive employment • Building capacity, strengthening governance and protecting the integrity of sport

SDG	Target		Related area of MINEPS Sport Policy Follow-up Framework	Sport, physical education and physical activity results areas
		<p>8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p> <p>8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour</p> <p>8.9 By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products</p>		
10. Reduced Inequalities 	Direct contribution	10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status	<p>II. Maximising the contributions of sport to sustainable development and peace</p> <p>II.4 Build peaceful, inclusive and equitable societies</p>	<ul style="list-style-type: none"> • Inclusive access to sport for all • Sport for peaceful, inclusive and equitable societies • Physical education for boys and girls • Sport for quality education and lifelong learning for all • Sport for gender equality and empowerment of all women and girls • Building capacity, strengthening governance and protecting the integrity of sport
	Linked contribution	10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies	<p>III. Protecting the integrity of sport</p> <p>III.1 Safeguard athletes, spectators, workers and other groups involved</p>	<ul style="list-style-type: none"> • Sport for peaceful, inclusive and equitable societies
11. Sustainable Cities and Communities 	Direct contribution	11.7 By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities	II. Maximising the contributions of sport to sustainable development and peace	<ul style="list-style-type: none"> • Sport for sustainable communities, consumption and environment-friendly practices • Inclusive access to sport for all • Sport for peaceful, inclusive and equitable societies
	Linked contribution	11.3 By 2030, enhance inclusive and sustainable urbanisation and capacity for participatory, integrated and sustainable human settlement planning and management in all countries	II.2 Make cities and settlements inclusive, safe, resilient and sustainable	<ul style="list-style-type: none"> • Sport for sustainable communities, consumption and environment-friendly practices • Inclusive access to sport for all

SDG	Target		Related area of MINEPS Sport Policy Follow-up Framework	Sport, physical education and physical activity results areas
				<ul style="list-style-type: none"> • Sport for peaceful, inclusive and equitable societies
12. Responsible Consumption and Production 	Direct contribution	<p>12.6 Encourage companies, especially large and transnational companies, to adopt sustainable practices and to integrate sustainability information into their reporting cycle</p> <p>12.8 By 2030, ensure that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature</p>	II. Maximising the contributions of sport to sustainable development and peace	<ul style="list-style-type: none"> • Building capacity, strengthening governance and protecting the integrity of sport • Sport for health and well-being of all • Sport for sustainable communities, consumption and environment-friendly practices
	Linked contribution	<p>12.1 Implement the 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns, all countries taking action, with developed countries taking the lead, taking into account the development and capabilities of developing countries</p> <p>12.2 By 2030, achieve the sustainable management and efficient use of natural resources</p> <p>12.5 By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse</p>	II.7 Ensure sustainable consumption and production patterns and take urgent actions to combat climate change and its impacts	<ul style="list-style-type: none"> • Building capacity, strengthening governance and protecting the integrity of sport • Sport for sustainable communities, consumption and environment-friendly practices
13. Climate Action 	Direct contribution	13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	II.2 Make cities and settlements inclusive, safe, resilient and sustainable	<ul style="list-style-type: none"> • Sport for sustainable communities, consumption and environment-friendly practices
16. Peace, Justice and Strong Institutions 	Direct contribution	<p>16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children</p> <p>16.5 Substantially reduce corruption and bribery in all their forms</p> <p>16.6 Develop effective, accountable and transparent institutions at all levels</p>	<p>II. Maximising the contributions of sport to sustainable development and peace</p> <p>III. Protecting the integrity of sport</p>	<ul style="list-style-type: none"> • Inclusive access to sport for all • Sport for quality education and lifelong learning for all • Sport for economic growth and productive employment • Building capacity, strengthening governance and protecting the integrity of sport
	Linked contribution	<p>16.1 Significantly reduce all forms of violence and related death rates everywhere</p> <p>16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organised crime</p>	<p>II.8 Build effective, accountable and inclusive institutions at all levels</p> <p>III.2 Protect children, youth and other vulnerable groups</p> <p>III.3 Foster good governance of sports organisations</p>	<ul style="list-style-type: none"> • Building capacity, strengthening governance and protecting the integrity of sport

SDG	Target		Related area of MINEPS Sport Policy Follow-up Framework	Sport, physical education and physical activity results areas
		16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels	III.4 Strengthen measures against the manipulation of sports competitions	
17. Partnerships for the Goals 	Direct contribution	<p>17.3 Mobilise additional financial resources for developing countries from multiple sources</p> <p>17.9 Enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all the SDGs, including through North-South, South-South and triangular co-operation</p>	<p>I. Developing a comprehensive vision of inclusive access for all to sport, physical education and physical activity</p> <p>II. Maximising the contributions of sport to sustainable development and peace</p> <p>III. Protecting the integrity of sport</p>	<ul style="list-style-type: none"> • Sport for economic growth and productive employment • Sport for sustainable communities, consumption and environment-friendly practices • Inclusive access to sport for all • Improved sport intergovernmental relations as well as government to government partnerships • Sport partnerships between governments and civil society • Building capacity, strengthening governance and protecting the integrity of sport
	Linked contribution	<p>17.16 Enhance the Global Partnership for Sustainable Development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the SDGs in all countries, in particular developing countries</p> <p>17.17 Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships</p>	<p>I.2 Establish multi-stakeholder partnerships</p> <p>I.1 Align with sustainable development priorities</p> <p>II.8 Build effective, accountable and inclusive institutions at all levels</p> <p>III.4 Strengthen measures against the manipulation of sports competitions</p>	<ul style="list-style-type: none"> • Sport for economic growth and productive employment • Sport for sustainable communities, consumption and environment-friendly practices • Inclusive access to sport for all • Building capacity, strengthening governance and protecting the integrity of sport

For further information on the potential of sport to contribute to the SDGs that is directed at governmental policy-makers and other stakeholders, click on the picture, which includes a review of both existing practices in sport and a range of policy options that can enable further progress toward sustainable development (Lindsey and Chapman, 2017).



1.5 Distinguishing sport, physical education and physical activity

1.5.1 Overlapping and distinct elements of the three related policy and delivery areas

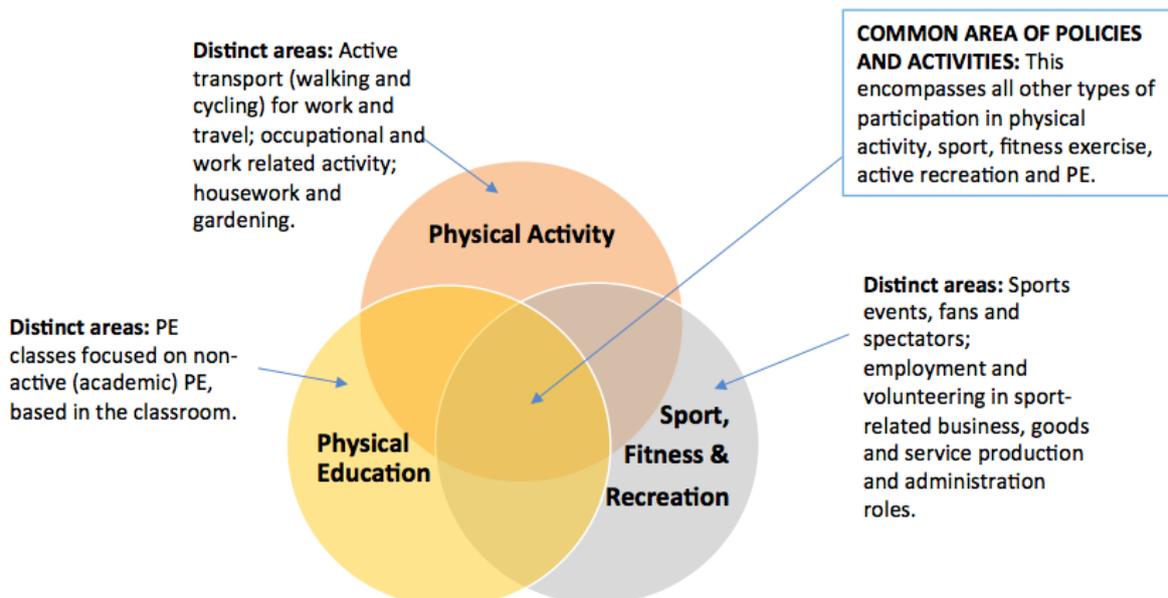
It is difficult to precisely define 'sport' for measurement purposes. In this Toolkit, this is tackled by providing several definitions of overlapping concepts, including sport, fitness (exercise), active recreation, physical activity and physical education, the precise definitions of which are necessary and relevant to data needs. To enable meaningful measurement of their contribution toward the SDGs - that is, the main purpose of this Toolkit - we have grouped the concepts of **sport, fitness and active recreation** together to represent a discrete group of stakeholders and policy-makers who together represent the 'sport sector'.

Equally, it is important to articulate both the overlapping and the distinct elements of the sport sector, the physical education sector and the physical activity sector. This articulation will help clarify both the common and the distinct contributions of different groups of stakeholders/policy-makers to achieving social, economic and environmental developmental goals and associated measurement responsibilities.

This approach recognises that different sectors will also tend to lead upon national policy design and implementation efforts in each area (e.g. health sector - physical activity; sport and culture sector - sport, fitness and active recreation; education sector - physical education).

Given that there is a large overlap (the central area of the Venn diagram in Figure 1.2) in both policy objectives and implementation mechanisms across the three areas/sectors, it is important to ensure this is reflected in the approach to policy and strategy co-development, cross-sector co-ordination of implementation efforts and joined-up M&E approaches. From an M&E perspective, this will mean disaggregating data collected in a way that enables the evaluation of both the common and the unique contributions of each area/sector.

Figure 1.2: Conceptual model for defining the common and distinct areas of activity for 1) sport, fitness and active recreation; 2) physical activity; and 3) physical education



This Toolkit concerns itself primarily with the identification of the contribution that the **sport, fitness (exercise) and active recreation** sector makes to the SDGs and national development priorities. However, in doing so, we also recognise the overlapping contribution that the physical activity and physical education sectors make to the SDGs and national development priorities

through similar mechanisms, and vice versa, as well as the distinct contributions each sector makes in its own unique way.

We apply this conceptual model in the toolkit by proposing the disaggregation of model indicators, wherever possible and feasible to do so, to better demonstrate the particular contribution a broad range of sport, fitness and active recreation stakeholders make, through their combined policy and programme implementation efforts globally.

Table 1.3: Examples of what is in and out of scope for the sport and SDG measurement framework and model indicator bank

Sport, fitness and active recreation, physical activity and physical education	
In scope	Exercise and physical activity Physical play Sport for all Recreation Dance Organised, casual, competitive, traditional and indigenous sport and games in diverse forms Extra-curricular activity Physical education Recreation and activity space and venues Major sporting events Professional sport Investment, human resource and other inputs supporting these activities
Out of scope	Active transport Personal care Occupational and work-related activity Household activities and gardening Sedentary activity ³ Academic activity focusing on sport, physical activity and physical education

This work is primarily mandated by sport and physical education stakeholders, headed by ministers responsible for sport. That said, the significant role health and education sectors have in promoting and mediating sport, physical education and physical activity outcomes has been well established. However, areas unlikely to be covered by sport policy and strategy, such as active transport or household activities, are outside the scope of this work, despite their clear potential to contribute to sustainable development. These aspects in particular align more with the mandate of health policy, and their contribution is being explored by WHO.

In this way, efforts have also been made to ensure coherence between the scope of this work and definitions and activities of intergovernmental agencies and national governments. Similarly, efforts have been made to avoid duplication of measurement and evaluation activities.

Decisions on scope have also informed by the principles of utility and intentionality. This has been ensured through a focus on the areas through which policy decisions by sport, physical education and physical activity stakeholders are likely to have greatest intentional impacts on prioritised development objectives and the SDGs.

1.6 Maximising impact through the sport, physical education and physical activity ecosystem

A ToC approach is an ‘ongoing process of reflection to explore change and how it happens and what that means for the part organisations play in a particular context, sector and/or group of people’ (Comic Relief, 2011). A ToC helps create a common understanding among stakeholders of how change happens (both positive and negative consequences of sport-based approaches), supports the

formation of a good programmatic strategy that is intentional in achieving development goals and provides the basis for an M&E framework. This section outlines an overarching ToC that allows us to map out and explore how programmes, activities and characteristics of the system lead to outcomes related to the SDGs.

The ToC and associated indicators put forward in this Toolkit identify that maximising the impact of sport, physical education and physical activity on the SDGs requires a strengthened ecosystem, the scaling of enabling factors (public perception, overall participation and economic contribution) and finally the alignment of policy and programming with prioritised SDG impact areas. Conscious effort has been made to align this ToC with the **MINEPS Sport Policy Follow-up Framework**, described as a ‘voluntary, overarching reference for fostering international convergence amongst policy-makers in the fields of physical education, physical activity and sport, as well as a tool for aligning international and national policy in these fields with the United Nations 2030 Agenda’ (UNESCO, 2017). As such, the framework puts forward three main policy areas that should be coherently addressed through a ‘model’ national sport policy. This coherence is outlined in Table 1.4 and explored in more detail under each of the sections of the ToC to follow.

Table 1.4: Coherence of the model sport and the SDGs ToC and the MINEPS Sport Policy Follow-up Framework

MINEPS Sport Policy Follow-up Framework main policy areas	Model sport policy ToC
Main Policy Area III. Building capacity and governance and protecting the integrity of sport	1. Strengthened sport, physical education and physical activity ecosystem
Strengthening governance, ensuring inclusivity, safeguarding vulnerable people and enhancing the skills and capabilities of the system to better support the SDGs through sport	Key characteristics of the sport, physical education and physical activity ecosystem required to minimise risk and promote an enabling environment to reliably and sustainably deliver development outcomes
Main Policy Area I. Inclusive access to sport for all	2. Enabling factors for impact at scale
Developing a comprehensive vision of inclusive access for all (i.e. people from all backgrounds, ages and abilities) to sport, physical education and physical activity	Inclusive participation, individual and community perceptions and economic contribution and growth of the sport, physical education and physical activity market
Main Policy Area II. Maximising the contribution of sport to sustainable development and peace	3. Impact areas
A focus of sport policy on the implementation of sport-based approaches that are intentionally designed to achieve sector-specific social, economic and environmental impacts	Intentional areas of impact aligned with prioritised sustainable development goals and targets

As with any ToC, it should be acknowledged that these do not represent discrete areas of enquiry but are tightly interrelated aspects of the sport, physical education and physical activity ecosystem. For example, unique characteristics, strengths or deficiencies of the governance framework or integrity of a sport ecosystem directly mediate its level of access, economic sustainability and ability to contribute to sustainable development and peace at scale.

The basis of this ToC model is that a strengthened sport, physical education and physical activity ecosystem will lead to enhanced access, perceptions and socio-economic characteristics that provide the basis for and enable intentional sustainable development impacts at scale. This is explored in more detail in the sections to follow. These elaborate on each of the main policy areas as they relate to a sport and SDG ToC and present a model for effective understanding, measurement and management of the sport system as a whole.

1.6.1 Intervention levels: capacity, governance and integrity of sport

The ability of a national sport ‘system’/sector to effectively contribute to development priorities depends upon the system’s overall capacity, the strength of its governance systems and the integrity of sport itself.

There are four interdependent levels within a system, across which capacity, good governance and the integrity of sport are needed to ensure good performance:

1. The system itself;
2. The community;
3. The organisation; and
4. The individual within the system.

Capacity at all four levels together combines to enable the sustainable performance of a sport sector to contribute to social, economic and environmental development at scale.

Figure 1.3: Interdependence of the sport policy and programme ecosystem



Level 1: Systems level

The system is seen as the collection of institutions, or organisations, plus the personnel within them, working together and interacting with communities to deliver sport and achieve development outcomes. The system performs certain functions independent of those performed by the organisations, and their personnel, and thus has its own capacity - which can be assessed over time and targeted for intervention. Performance at this level is defined in terms of effective/strong:

- **Cross-sector policy-making** to maximise sport’s potential contribution to sustainable development and peace and sector-wide participatory **strategic planning** to ensure alignment with national sustainable development priorities, **implementation co-ordination, fundraising and budget allocation** (*MINEPS Policy Areas I and II*);
- **Governance and leadership** to prevent corruption and the manipulation of sport competitions, to ensure implementation of and compliance with anti-doping policies and to protect and promote human rights in and through sport (*MINEPS Policy Area III*);
- **Gender equality and empowerment**, and inclusion of people of all ability levels, in sport and decision-making processes (*MINEPS Policy Area I*);
- Enforcement of **safeguarding** measures and the protection of those involved in the system from non-accidental harm (*MINEPS Policy Area III*);
- **Quality assurance** to foster quality physical education and health promoting schools (*MINEPS Policy Area I*);
- **Building of multi-stakeholder partnerships/collaboration** (*MINEPS Policy Area I*); and
- **Timely analysis and dissemination of national M&E data** for strategy and learning and to promote evidence-based decision-making (*MINEPS Policy Area I*).

Level 2: Organisation level

Performance at the organisation level can be described in terms of the ability of organisations to deliver sport services that create development outcomes to an acceptable standard (e.g. defining the organisation-level ToC with outcomes such as quality of coaching provision; coverage of target population; inclusive of all people; and with adequate child protection standards and safeguarding). This incorporates good governance of sports organisations to promote the integrity of sport and to protect and promote human rights through sport and the transparency of organisations' operations and reporting mechanisms. We relate here to organisations whose main function may be sport service delivery in the public, non-profit or private sectors, and those considered civil society organisations (non-governmental service agencies).

Level 3: Individual level

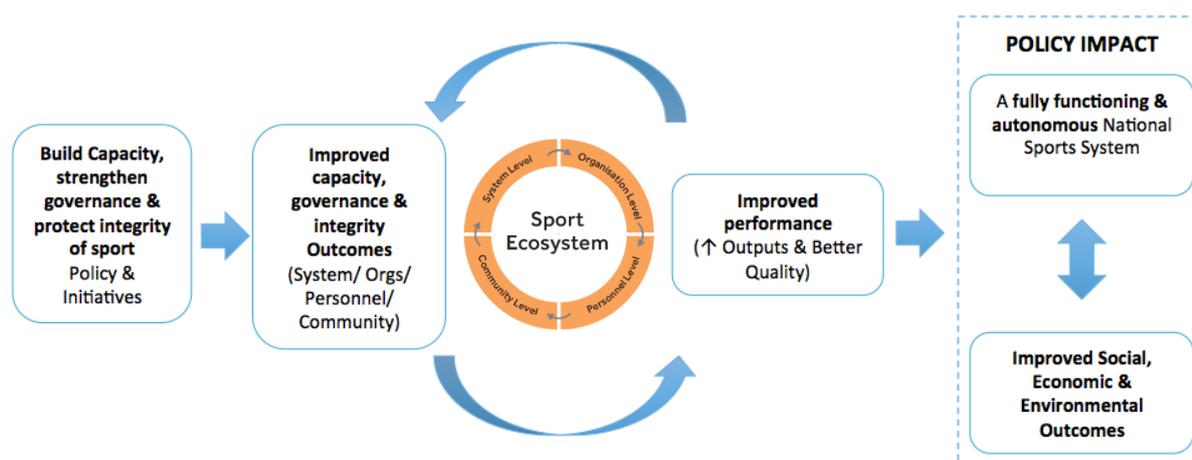
Encompasses all those individuals who coach, manage, administer, advocate or otherwise work/volunteer within the sector. In contrast with the systems and organisation levels, at this level comprehensive interventions to build and maintain capacity are more common. Ideally, there is a clear plan for **producing and maintaining a cadre of qualified sports personnel** (personnel with capacity) and providing them with an **adequately supportive environment** in which to perform effectively. In addition, the sport sector includes large numbers of individuals involved as volunteers as well as entrepreneurs involved in various social and economic activities.

Level 4: Community level

The community level represents the 'demand side' of the equation, as well as the role individuals and communities play in shaping sport systems and improving social, economic and environmental development outcomes. As well as at the systems, organisation and personnel levels, capacity is required within individuals and communities to **ensure demand** for appropriate sport services to **promote their active participation** in sport and physical activity or in influencing service delivery, and to encourage the **practice of certain behaviours conducive to improving social outcomes or overcoming unhelpful social norms**. For example, community members' capacity to demand improved or new sport services, their broader support for inclusive participation or their ability to participate in new public sport initiatives is vital to sport sector performance and achieving social, economic and environmental outcomes at the population level.

There is also a relationship between development of 'capacity, governance and integrity' at each level and across the system and resulting developments to 'performance' and 'impact'. As Figure 1.4 shows, capacity, governance and integrity ultimately contribute to performance at all levels, whereas capacity, governance and integrity at each level will collectively enable the overall performance and impact of the national sport, physical activity and physical education sector.

Figure 1.4: Relationship between capacity, governance and integrity development and impact



The indicators included within the measurement framework that relate to improvements in capacity, governance and integrity outcomes can therefore be seen as ‘lead’ indicators. They act as predictors of future performance and impact of a sport sector gearing toward achieving development goals. The results of these developments are then measured through a suite of ‘lag’ impact indicators that help chart the results of the implementation of sport policy and strategy.

1.6.2 Developing a comprehensive vision of inclusive access: enabling impacts at scale

The MINEPS Sport Policy Follow-up Framework identifies seven specific policy areas - indispensable components of international policies and plans - that detail actions that enable sport to have sustainable development impacts at scale. These include establishing strong partnerships, embedding and fostering inclusivity and empowerment and reinforcing the power of quality physical education.

Table 1.5: Specific policy areas under Main Policy Area I of the MINEPS Sport Policy Follow-up Framework

Main Policy Area I: Developing a comprehensive vision of inclusive access for all to sport, physical education and physical activity
1.1 Align with sustainable development priorities
1.2 Establish multi-stakeholder partnerships
1.3 Foster QPE and active schools
1.4 Promote research-based evidence and strengthen higher education
1.5 Enforce gender equality/empower girls and women
1.6 Foster the inclusion of youth in decision-making processes
1.7 Foster empowerment and inclusive participation

These processes facilitate and support a healthy national sport, physical education and physical activity system. This system can be characterised and measured by the following lag indicators:

- Inclusive access to sport for all;
- Enhanced perceptions of the value of sport, physical education and physical activity;
- Greater contribution of sport and physical activity to national GDP and social sectors.

These three elements of the sport system have been identified as enablers of sport impact. They directly influence the ability of the system or parts thereof to contribute to the SDGs and, as such, provide important proxy measures of the ability of sport, physical education and physical activity to have impacts at scale. Figure 1.5 highlights their interrelated nature.

Figure 1.5: Enabling impacts at scale - core result areas



These factors, in determining the level of impact the sport, physical education and physical activity sector can have at scale, are essential elements of a monitoring framework and M&E system and present valuable lead and process indicators for maximising the contributions made by intentional

policy or activity. Activities aimed at enhancing these factors present an opportunity to increase the size and sustainability of any positive impacts from sport, physical education and physical activity as well as the chance of success from specific interventions. Indicators focused on these enabling elements will allow for identification of opportunities to maximise sport’s contribution within the context of the system elements/intervention levels and the impact areas discussed in the next section.

1.6.3 Maximising the contribution of sport to sustainable development and peace

The MINEPS Sport Policy Follow-up Framework identifies eight specific policy areas where there is evidence or a credible ToC on the contribution of sport, physical education and physical activity to sustainable development and prioritised SDGs and targets.

Table 1.6: Specific policy areas under Main Policy Area II of the MINEPS Sport Policy Follow-up Framework

Main Policy Area II: Maximising the contribution of sport to sustainable development and peace
II.1 Improve health and well-being of all, at all ages
II.2 Make cities and settlements inclusive, safe, resilient and sustainable
II.3 Provide quality education and promote lifelong learning for all
II.4 Build peaceful, inclusive and equitable societies
II.5 Provide economic growth and full and productive employment and work for all
II.6 Advance gender equality and empower all women and girls
II.7 Ensure sustainable consumption and production patterns and take urgent actions to combat climate change
II.8 Build effective, accountable and inclusive institutions at all levels

International policy, targeted programming and subsequent measurement and evaluation of these prioritised impact areas will enhance understanding of the effectiveness of sport, physical education and physical activity to deliver these results. Measures of impact alone will not tell the full story; this needs to be supplemented with input, activity and output data that will identify opportunities for change and maximisation of impacts at scale. Greater understanding of the complex process through which these results are delivered will allow for more informed and targeted decision-making and inform future policy and programming activity to maximise these impacts.

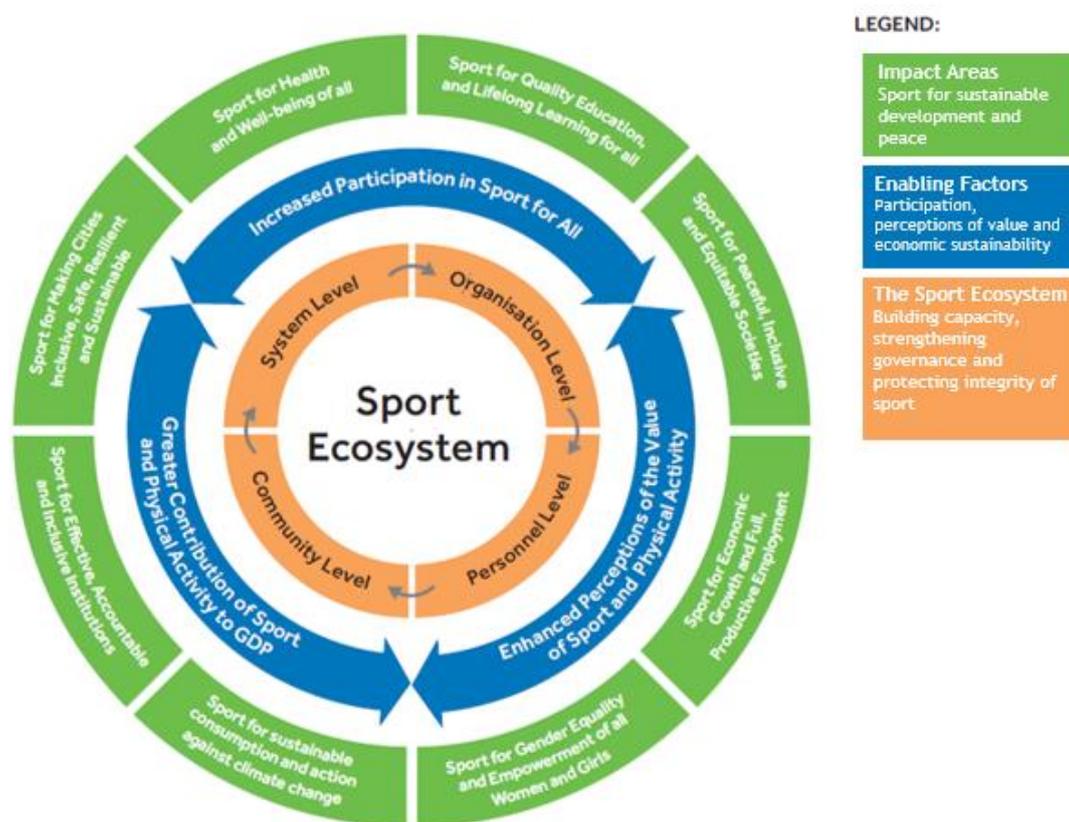
1.7 Model sport and SDG results areas

The interrelation of the three Main Policy Areas of the MINEPS Sport Policy Follow-up Framework presents a ToC through which we can understand how sport, physical education and physical activity produce sustainable development impacts at scale. This ToC provides the foundation on which model indicators can be developed to verify the changes being produced by and through the system.

Adopting this ToC model means utilising measures relating to the components of the sport ecosystem, including organisations, personnel within the system and the communities with which they interact. These include measures relating to the enabling characteristics of the system, such as level of access, economic sustainability and perceptions; and measures of sport, physical education and physical activity outcomes and impacts as they relate to prioritised SDGs and targets.

Understanding the interrelation between the intervention levels, enabling characteristics and areas of impact generates a framework for understanding how the sport system can contribute to sustainable development at scale. This interrelation from the system through to impact is outlined in Figure 1.6 and explored in greater detail through the development of the model indicators and sport and SDG measurement framework in the next section.

Figure 1.6: Model sport and SDG result areas - ‘enabling’ policy and capacity *interventions* deliver core policy objectives that underpin and scale the impact of sport on sustainable social, economic and environmental development



1.8 Sports intervention logic

It is widely acknowledged that there are significant challenges in demonstrating how participation in sport, physical education and physical activity contributes to broader development goals (UNESCO, 2017). It is difficult to isolate the impact of sport within any possible form of development. In addition, the mainstream sport sector is often characterised by naïve and idealistic notions of the power of sport (Giulianotti, 2004; Coakley, 2014), negating the constraining influence of deeper structural issues.

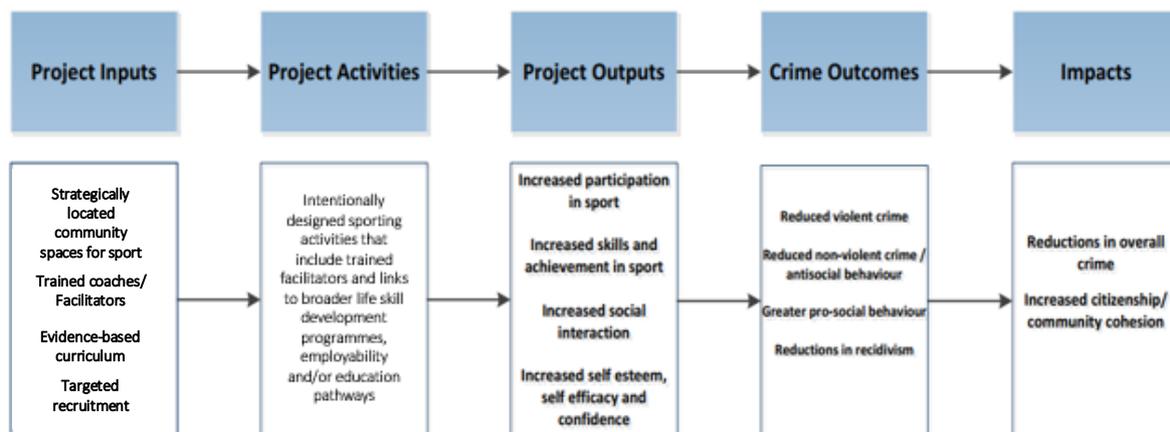
The identified need for standardised measurement indicators of sport policies is echoed within the Kazan Action Plan, the UN Action Plan on SDP 2018-2020 and Commonwealth Secretariat publications (Lindsey and Chapman, 2017; UNESCO, 2017; UNGA, 2018). Action 2 of the Kazan Action Plan outlines the need to develop ‘common indicators for measuring the contribution of physical education, physical activity and sport to prioritized SDGs and targets’ (UNESCO, 2017). Thematic Area 4 of the UN Action Plan emphasises the establishment of indicator protocols to strengthen national statistical capacity and monitoring systems to ensure access to high-quality, accessible and appropriately disaggregated sport-related data.

The Commonwealth Secretariat (Lindsey and Chapman, 2017) suggests drawing on and triangulating multiple sources to make reasoned judgements when measuring the contribution of sport policies. It adds ToC and social return on investment as models that policy-makers of member countries and other stakeholders can use. This suite of plans and publications strongly iterate that the overall sport sector, rather than only SDP ‘identifying’ initiatives, must be considered in terms of contribution to development and the SDGs.

The indicators selected for inclusion within the sport and SDG measurement framework and indicator bank are based on an analysis of existing ToCs and the evidence base for each results area

(see Figure 1.7). The further elaboration of a dedicated and detailed ‘common ToC’ associated with each of the results areas, and the testing of the main assumptions behind these theories, forms an important aspect of further developing and disseminating international learning about what policies and strategies work most cost-effectively in different contexts, to contribute to the SDGs. A common ToC (i.e. one that is more reflective of a common understanding of the change process from a range of stakeholders working in different contexts) is also an important starting point and foundation for the introduction of a common RBM and RBM&E approach for governments (see Section 2), and would underpin a robust M&E framework for a sport-based policies and strategies. As per the examples below (Figure 1.7), a strong ToC is central to defining a specific programme’s results chain, which is necessary to guide results-based programme monitoring efforts.

Figure 1.7: Example results chain - social cohesion and crime reduction policy rationale for increasing participation in sport



Source: Adapted from Taylor et al. (2015).

Section 2: Practical implementation of a sport, physical education and physical activity M&E system

It is difficult to know if policies or programmes have succeeded or failed if the expected results are not clearly articulated in the first instance, or if the means for collecting evidence and feedback do not exist. This section discusses the role of quality data in informing policy and programme design, decision-making and delivery in order to maximise the contribution of sport, physical education and physical activity to the SDGs. It does this by outlining an RBM approach to maximising programme and policy effectiveness and the key tools that support this. The model indicators are best used within an RBM system.

A key step in employing an RBM system lies in defining the ToC that underlies an activity. Section 1 of this Toolkit did this, exploring the steps through which sport, physical education and physical activity can contribute to prioritised SDGs and targets at scale. This section builds on this foundation to outline the required elements and steps for various actors in implementing a measurement and evaluation system that will provide the relevant information to manage and maximise the contribution of sport, physical activity and physical education to national development priorities and the SDGs.

Common measurement practices and principles will be of great benefit in improving global understandings of the impacts of sport, physical education and physical activity. This has been the focus of much international debate and research and review by the academic community. The final part of this section touches on this, identifying simple principles for measurement.

2.1 Results-based management

RBM is a performance management strategy that places the measurement of results at the heart of management. The UN defines RBM as:

[...] a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher-level goals or impact). The actors in turn use the information and evidence on actual results to inform decision-making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting (UN-Habitat, 2017).

RBM is a management tool that ensures numerous stakeholders across multiple levels of activity are orienting their work toward the same ends (government institutions at the international, national, sub-national and local levels, as well as civil society organisations and communities). It presents a flexible framework through which intentions can be clearly articulated, diverse but contingent activity can be managed and success can be clearly evidenced and celebrated.

The international community has promoted an RBM approach since adoption of the first United Nations General Assembly (UNGA) resolution on sport in 1993, and in the development of and work toward the Millennium Development Goals (MDGs) through to the SDGs (UNDG, 2011; Roberts and Khattri, 2012). The MDGs were one of the initial drivers of RBM practices, as it was recognised that these goals, and their successors, the SDGs, would be significantly weakened in the absence of a means to measure whether and how progress was being achieved (UN-Habitat, 2017). The development goals and their systems of targets and indicators present a framework for orienting many domestic and international stakeholders toward unified, collaborative action. An RBM system assists in the co-ordination and efficiency of this action to deliver the maximum impacts. The flexibility of the tool to orient numerous stakeholders across multiple levels of activity makes it very attractive for the development work, which can span from projects and programmes through to national and international development activity.

RBM requires a lifecycle approach to management, which starts with setting the vision and objectives and defining results and goes on through to planning and design, and the delivery of

activities, programmes and the flow-on results (outcomes and impacts) that eventuate. Measurement and evaluation are essential at every stage of this lifecycle as they provide evidence and context for design; ongoing feedback for decision-making before and during the activity; and lessons learnt for use in the future.

2.1.1 What is a result?

A result arises as a consequence (intended or unintended, positive or negative) of a development intervention or humanitarian assistance, deriving from the utilization of products and/or services provided to targeted institutions and communities (UN-Habitat, 2017).

Results are describable or measurable changes that are derived from a cause-and-effect relationship. RBM processes typically identify three levels of results: outputs, outcomes and impacts. These are used to categorise results as they flow on from the planned intervention.

It is essential that results be defined with respect to the local context, country situation and development priorities. Sources for information in identifying core results priorities include:

- National sport policies, strategies and plans and existing programmes;
- National development policies, strategies and plans and existing programmes;
- Other strategies, plans and programmes (e.g. those owned by sport organisations and federations or related ministries such as health or education);
- Existing civil society activities, programmes and sport initiatives;
- Regional and local priorities.

These and other sources, along with the ToC model from Section 1, the MINEPS Sport Policy Follow-up Framework and the model indicators provided, will all provide useful tools for identifying and prioritising results areas to be achieved through sport, physical education and physical activity.

2.1.2 Key principles of results-based management

Designing and delivering sport policy or programmes utilising an RBM approach to maximise contribution to the SDGs requires alignment with a few core principles. These include:

- Focusing on results at all phases of the development process;
- Aligning programming, policy and M&E with results;
- Keeping measurement and reporting simple;
- Managing for, not by, results; and
- Using results information for learning and decision-making.

2.2 Results-based management pillars

There are four pillars to an RBM approach, as Figure 2.1 shows. This is underpinned by a good understanding of the local context and stakeholders.

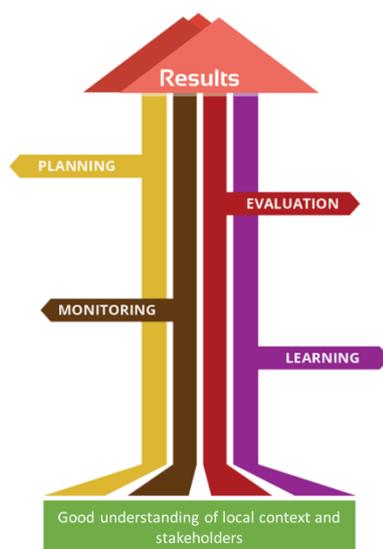
Pillar 1: Planning

In an RBM system, planning is the process of identifying goals or objectives; formulating strategies to achieve them; organising or creating the means required; and establishing performance measurement frameworks, as well as determining resources. It lays the basis for implementation, monitoring, reporting and evaluation, and directs all steps in their proper sequence.

Results identification

The first stage of planning involves identification of the desired results to be achieved by the sport system, policy or specific activity. The typical process for results identification involves a situational analysis and development of an in-depth understanding of the current sport, physical education and physical activity system. Gap assessments and root cause analyses can be helpful in identifying desirable results for policy, programme and project activity.

Figure 2.1: Four pillars to results-based management



It is important that this process is context-specific and results are selected and prioritised based on sport, physical education and physical activity priorities and national development outcomes. The ToC presented in the previous section is a useful tool to drive the results identification process. Critical assessment of the different aspects of the sport ecosystem, enabling factors or impact areas within the local context will identify strengths, weaknesses and opportunities to address.

A key aim of RBM is to ensure national ownership goes beyond a few select persons to include as many diverse stakeholders as possible. One of the benefits of national and international results frameworks is that they can be used to guide and direct the activity of a diverse array of actors toward common ends. This, however, can be ensured only when stakeholders have been engaged in the definition of results. Development of national results frameworks for sport, physical education and physical activity should therefore go beyond consultation with key national priorities and documents, to include consultation and engagement of actors from across the national system.

Baseline data is a very helpful starting point in the development of results and planning for their achievement. Quality data can show gaps or trends and will inform the analysis of assumptions and root cause relationships in your results chain or ToC. A robust, data-led understanding of the current context and future state objectives helps prioritise results and build realistic plans for results realisation over specific timeframes.

Tools and references to assist in results identification include the following:

- Problem analysis/problem trees;
- Stakeholder assessment;
- Contextual assessment and local data;
- International data on sport for development priorities;
- Regional sport for development priorities and best practice.

Result mapping: chains and matrix

Once results have been selected and prioritised, the strategies to develop them need to be developed through logframes, results chains or results matrices. These tools help identify cause and effect relationships between inputs/activities and results (outputs, outcomes, impacts). This typically involves working backward down the chain from your desired impacts and identifying linked outcomes or activities.

Populating a simple results matrix fleshes this process out further by configuring associated indicators and targets, identifying data sources and assessing assumptions under each result. The model indicators put forward here identify a number of these sources and highlight the connection between different areas of the sport, physical education and physical activity ToC and results aligned with the SDGs.

Table 2.1: Example results matrix for interventions aimed at decreasing rates of non-communicable diseases through increased physical activity rates for all

Outcome/output	Indicators, baseline, target	Means of verification	SDG	Risks and assumptions
Related national development priority/goal: Improved quality of life and well-being through prevention of non-communicable diseases (NCDs)				
Related SDG: SDG 3.4.1: Mortality rate attributed to cardiovascular disease, cancer and diabetes or chronic respiratory disease SDG 5.1.1: Legal frameworks in place to promote, enforce and monitor equality and non-discrimination on the basis of sex SDG 10.3.1: Proportion of the population reporting having felt discriminated against or harassed within the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law SDG 17.17.1: Amount of US\$ committed to public-private and civil society partnerships				
Outcome 1.1: Increased levels of physical activity leading to decreased rates of NCDs	[1.a] % of population sufficiently physically active	National survey/WHO Global Physical Activity Questionnaire (GPAQ)	3.4.1	Availability of data Causal link between physical activity and NCDs (<i>ceteris paribus</i>)
Outcome 1.2: Increased perceptions of value of sport and physical activity in the population	[1.c] % of population reporting that participating in sport, fitness and active recreation has a positive impact on themselves, their family and community	National physical activity survey	3.4.1	Availability of regular data or existence/organisation of a regular survey
Outcome 1.3: Increased participation in sport for all	[1.h] % of females who actively participate in sport, fitness and active recreation	WHO GPAQ (disaggregation)	3.4.1	Availability of data
Outcome 1.4 More inclusive, participatory and representative decision-making at all levels	[1.m] % of presidents, board members or executive leadership post-holders in sport organisations who are female	Annual survey	5.5.1 16.7.1	Availability of regular data or existence/organisation of a regular survey
Output 1.1 Increased inclusion of marginalised groups	[2.5f] % of funded national sport bodies with a gender equality strategy or action plan with allocated budget	Policy review	5.1.1 5.C.1	National commitment to gender mainstreaming Existence of costed strategy
Output 1.2 Increased inclusion of marginalised groups	[1.n] % of funded sport bodies that have invested in a strategy for inclusion of people with disabilities within sport	Sport policy review and reporting	10.3.1	Reliability of reporting data
Input 1.1 National policy support for sport for all	[2.3b] National policy explicitly includes an <i>inclusive access to sport for all</i> strategy to support participation by least active groups	WHO NCD Country Capacity Survey; or Global Sport Policy Surveillance Tool	3.4.1	National commitment to sport for all
Input 1.2 Adequate financial resources and government support	[1.p] % of public expenditure on sport, physical education and physical activity	National budget	17.17.1	Availability of data and access to reporting

Results framework

A results framework is an explicit articulation of the different levels or chains of results expected from a particular intervention - in this case, sport, physical education or physical activity policy, interventions, programmes or other activities. A results framework serves as a key tool in enabling practitioners to discuss and establish strategic objectives and link interventions to intermediate outcomes that directly relate to those objectives.

The results framework can be articulated in a number of formats (graphic display, matrix, etc.) but will always comprise longer-term results (outcomes, impact) and intermediate outcomes and outputs that precede and lead to the desired outcomes. It is also helpful to articulate the inputs and activities that will lead to those short- and long-term changes. This defines the cause and effect linkages of the system, and, when done for one or more interventions, lays the groundwork for a results framework. Thus, the development of a good results framework requires clarity with respect to the ToC (the linkage of inputs, activities, outputs, outcomes and impacts).

A results framework also often identifies any underlying critical assumptions that must hold for the intervention to be successful. This means pinpointing areas of uncertainty that will have an impact on the achievement of desired results. This is important to help in gathering supporting evidence or identifying areas of weakness or risk to your ToC and achievement of your desired results.

Indicators

Indicators make up a key element of the results framework in providing quality, reliable and relevant information on current position and progress toward goals. As such, they add greater precision to design and delivery and ensure decision-making is informed by relevant data.

Indicators help measure outcomes and outputs and add precision to programming and ongoing decision-making. Clear and measurable indicators form the basis of M&E and RBM systems. An indicator must be objectively verifiable and define an objective in a concrete and measurable way.

Indicators need to be designed to provide baselines and ongoing information to check progress toward achieving prioritised results. They must be supported by evidence and describe where information comes from, who is responsible for gathering it and when it will be presented for monitoring progress toward results.

Table 2.2: Criteria for consideration when developing indicators

Criteria	Questions to consider
Valid	Does the indicator measure what we want it to?
Consistent	Does it measure the same thing, accurately over time?
Precise	How accurate is it?
Reliable	Is it consistent over time? When the results change will it be sensitive to those changes?
Practical	Is the data available at a reasonable human and financial cost?
Useful	Will the data be used? Will it help decision-making, accountability and learning?
Owned	Is someone accountable for the data? Do all stakeholders agree that it is a useful indicator?

Source: Adapted from CIDA (2004).

Pillar 2: Monitoring

In an RBM system, monitoring is a continuous or periodic process that provides performance information on the degree of progress made toward achievement of desired change or results at a particular time through the use of a set of indicators. It involves systematic collection of data on selected indicators to measure performance against anticipated outcomes and targets. Data on indicators provides managers and the main stakeholders of an ongoing development intervention with pointers on the extent of progress in implementation and achievement of outcomes/objectives and use of allocated funds.

The results framework, matrix and ToCs identified in planning stages become essential tools to guide the monitoring process. Regular monitoring ensures programmes and projects remain focused on specific target results. Monitoring data can be compared against baseline readings, targets and assumptions to assess progress toward prioritised development goals.

Pillar 3: Evaluation

In an RBM system, evaluation is the systematic and objective assessment of an ongoing or completed project, programme or policy, including its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness,

impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learnt into the decision-making processes of both implementers and donors.

More importantly, evaluations should be able to indicate whether desired results, especially outcomes and impacts, have been achieved and, if not, why not. They should provide information that monitoring cannot adequately provide. Evaluation focuses on the achievement of desired results.

M&E plans should be developed to guide this activity and ensure that data is systematically gathered. An M&E plan should incorporate information from the results matrix around key identified objectives, outcomes, indicators, sources, baselines and targets.

Pillar 4: Learning

In an RBM system, learning is a critical and continuous process that occurs throughout the cycle of planning, implementation, monitoring and evaluation, all of which contribute to knowledge creation. Learning informs management and the organisation at every stage on what is working well and what needs to be adjusted. It strongly influences strategy development, programme/project/policy design and implementation. An effective monitoring system is critical to facilitating learning and accountability, which are essential elements of RBM.

For effective learning to be generated, it is essential that data is made visible and transparent and that effective processes exist for data to be displayed and used by stakeholders and partners. The learning process applies both to positive outcomes and sharing success and to sharing process learnings from less successful initiatives.

Tools for learning

It is essential to build **feedback loops** into the M&E plan and delivery plan for policies and programmes oriented towards sustainable development. These include systems to share progress with stakeholders and practitioners engaged in the activity. This can entail reinforcing the importance of the goal, sharing success, justifying decision-making and enhancing the feeling of a collective approach across the disparate but well-networked system of sport, physical activity and physical education. Feedback systems include:

- Quarterly and annual M&E reports;
- Evaluation and review reports;
- Newsletters;
- Progress reports;
- Websites and national dashboards;
- Organisational communication channels;
- Conferences and workshops.

Reports on the contribution of sport, physical education and physical activity to sustainable development are effective tools for sharing information on and advocating for sport-based interventions in contributing to national development priorities and the SDGs. This includes reporting within the national and international sport ecosystem as well as advocacy for sport-based interventions among national non-sport partners and international development networks through voluntary national reporting on progress toward the SDGs. As a general rule, reports should:

- Describe what was achieved and list the indicators of success;
- Compare actual results with expected results;
- Compare against baseline readings;
- Illuminate impact with case studies and qualitative data;
- Explain reasons for success or under-achievement and validate assumptions;
- Provide findings, conclusions and recommendations of how the situation can be improved.

2.3 Challenges with implementing an RBM approach

The pillars of planning, monitoring, evaluation and learning entail the following key elements of development and implementation of an RBM system in sport contexts for M&E purposes:

1. Identification of clear and measurable objectives;
2. Development of a ToC;
3. Identification of the anticipated short-, medium- and long-term anticipated outcomes;
4. Identification of indicators to measure progress toward objectives and outcomes;
5. Setting of targets associated with objectives, outcomes and indicators;
6. Establishment of monitoring systems to regularly collect data and compare targets with actual results, including attention to the existing institutional arrangements for M&E systems;
7. Use of information for decision-making and reporting to stakeholders.

The broader development literature, as well as experience in management of sport policy and SDP initiatives, identifies a number of challenges in this area. It is important to be aware of these challenges and their implications for the development of an effective implementation plan for a national sport, physical education and physical activity results framework.

Core to responding to a number of these challenges is a sound understanding of the governance and institutional arrangement for M&E at institutional and country levels as well as capacity challenges in this respect. A solid understanding of the local context and aiming for as much coherence with existing policies and processes as possible helps ease transitions and maximise the collaboration opportunities that exist across sport, physical education and physical activity. Coherence can then be further enhanced through orientation toward outcomes aligned with national development priorities and the SDGs.

Table 2.3: Key challenges to implementing an RBM approach

Key challenges to RBM*	Strategies to overcome the challenge
Defining realistic results and establishing outcomes, indicators and verifiable data sources	Make results commensurate with available resources
Developing a results-based culture and establishing institutional capacity	Use RBM at each stage of the programme and project cycle, and reward results performance
Reporting on results or the effects of completed activities vs. reporting on activities	Practise writing results-based reports and develop templates and exemplars
Ongoing support, training and technical assistance in RBM	Establish RBM focal points and coaches and organise training workshop or technical assistance
Moving from output- to outcome- and impact-based approaches	Underline the difference between outputs and outcome and reward performance that manages for outcomes
Ensuring a cause and effect relationship between programme outputs and national development goals	Be realistic in results definitions, be clear on assumptions and validate with data and research

Note: * Adapted from UNDG (2011).

Section 3: The sport and SDG measurement framework and model indicator bank

This version of a sport and SDG measurement framework and model indicator bank is intended to represent the start of a process to establish a level of commonality when measuring sport's contribution to national development priorities and the SDGs. The final framework and validated indicators that emerge will ensure a consistent approach to the measurement and benchmarking of sport's contribution. Such consistency will help government and other stakeholders share experiences, best practices and new ideas. Critically, the sport and SDG measurement framework and model indicators put forward measure the ToC aligned with the MINEPS Sport Policy Follow-up Framework detailed in Section 1.

3.1 A tiered approach

As outlined earlier in this Toolkit, the complexities involved in measuring the contribution of sport to sustainable development are considerable. In the first instance, there is a need to improve capacity to collect and analyse sport-related data at scale, and to agree common data quality standards, along with clear protocols for data cleaning. This need is not confined to sport stakeholders; it is relevant to national statistics offices, stakeholders in other relevant policy areas and research institutes. Second is a requirement to link scaled sport-related data to prioritised SDGs and targets.

In response to these challenges, a three-tiered approach has guided the selection of a set of indicators within the measurement framework, as recommended in the Kazan Action Plan, following the rationale below:

- **Category 1: Common indicators - a small suite of global indicators to be collected consistently across all countries.** Category 1 indicators are conceptually clear and have an existing or proposed international data source identified - that is, an internationally established measurement methodology and standard that is already or could be put in place, with the aim (over time) that the indicator data be available across at least 50 per cent of countries in each region where the indicator is relevant. These Category 1 indicators are linked with global policy priorities under each of the impact areas.
- **Category 2: Context-/SDG-specific indicators - a wider set of indicators that could be collected at the regional, national or sub-national level to guide the measurement efforts of a broad range of stakeholders, based on context and aligned with regional or national development priorities and the SDGs.** Category 2 indicators are conceptually clear and have at least one example available of an existing data measurement method in use, with established methodology and standards. The aim is to encourage the consistent adoption of these context-specific Category 2 indicators across the other levels of data collection (regional, national and sub-national) by a broad range of related stakeholders.
- **Category 3: Programmatic indicators - a common methodology for categorising programmatic or project-level interventions that produces results explicitly linked to prioritised SDGs and targets.** The Category 3 indicators are not meant to act as a common approach to measurement, given the variety of programme types, methodologies and contexts. Instead, we aim to utilise them to establish a common language to describe the type and depth of impact of sport, physical education and physical activity on sustainable development. This will support a more coherent approach across a diverse range of contexts, explicitly linked to national development priorities and SDGs and targets. Category 3 indicators are not necessarily designed for national or network-level aggregation, given the significant resource and logistical requirements involved in capturing this; however, a common process creates this possibility.

It is recognised that capacity and context differ greatly across countries, and that public authorities, sport organisations and related stakeholders may need to limit and prioritise indicators

for collection. It is recommended that Category 1 indicators be prioritised, and that parties then select Category 2 indicators that are most relevant to their particular context. Category 3 indicators are most relevant for sport, sport for development programmes and organisations. They provide a methodology to clearly articulate their linkages to model indicators, national development plans and the SDGs and targets.

3.2 Further indicator validation and the potential of a Global Sport Policy Surveillance Tool

During the course of researching and developing the model indicator bank, it became clear that for many of the proposed indicators there was no existing reliable data source. Therefore, although developing a global surveillance tool for sport that could capture additional global sport policy data would entail a considerable financial and logistical burden, such a surveillance tool is likely to be required if a complete picture of the sport policy environment is to be achieved.

However, as a forerunner to the development of any such tool, further and wider validation and research into the proposed model indicators should be carried out. This is to further assess the overall number of indicators at both Category 1 and Category 2 level, to consider the potential role of proxy indicators where data is available and to tap into the knowledge of the wider stakeholder audience, to identify other potential secondary data sources.

The complete set of Category 1 and Category 2 model indicators is a working product, providing a set of proposed measures with a view toward potential future alignment and aggregation at the national, regional and global levels. The indicator lists are necessary to demonstrate alignment with the SDGs and for measuring and evaluating sport's contribution to the goals. They are not, however, wholly sufficient: other specific (and in particular more qualitative) measures will be required, in different contexts, to complement them. The listed indicators aim to negotiate quantity and quality, the tension between measuring outcomes at scale vs. impact/rigour and the complexities of measuring sport's contributions and capacity constraints.

Prioritisation of data should be carried out at the local level, through stakeholder engagement and expert panels. It may be prudent to use a combination of Category 1 and Category 2 indicators along with local indicators. This may be all Category 1 indicators, a selection of Category 2 indicators, a mixture of both or, if no data is available for either, proxy and local datasets.

The indicators are predominantly quantitative, and in different contexts would benefit from more qualitative data collection to better understand how, and why, outcomes and impact have or have not been achieved, as well as why results have changed over time. Any measurement frameworks that use this set of indicators must take note of this limitation and seek to complement this list with qualitative indicators, including case studies and narratives, as well as more specific research and evaluation.

The varying degrees of research and evaluation conducted by a wide range of stakeholders on the intersection of sport and development should complement this set of indicators. The triangulation of data collected through the model indicators, along with other datasets and more granular research and evaluation, will be vital in 1) enhancing the robustness of data and any insights gained; and 2) helping ensure a greater range of actors can contribute. The continued inputs of a broad range of stakeholders from government and within the sport and sport for development fields (e.g. sport for development networks, NGOs) and beyond the sector (e.g. health, education) are vital. In this process, partnerships with health and educational authorities, among others, will be necessary. Co-operative approaches in developing indicators and datasets should therefore be supported.

A full list of Category 1 indicators follows below, with more details on both Category 1 and Category 2 indicators available. The bank includes individual model indicator protocol sheets to provide detailed information on the practical use and application of each individual indicator.

3.3 The sport and SDG measurement framework: Category 1 indicators

The 27 category 1 indicators are not meant to stand alone but are designed to be used coherently within the context of broader measurement frameworks and relevant ToCs as they apply to sport, physical education and physical activity and their contributions to the SDGs.

The 27 indicators represent a base product to understand the performance of a sport system, policy and strategy. The indicators cover both lead and lag indicators and range in type from inputs to impacts, demonstrating the importance of collecting data from across the length of a results chain. These Category 1 indicators are linked with global policy priorities under each of the impact areas identified in the Kazan Action Plan. It is therefore recommended that stakeholders gather data around all 18 indicators to understand the relative performance in each area.

Table 3.1: Category 1 Indicators

Code	Indicator
System and population level change	
1	% of population reporting that participating in sport and exercise has a positive impact on themselves, their family or community
2	% of i) adult and ii) adolescent population sufficiently physically active
3	% of population who participate once a week in sports and exercise
4	% of i) primary and ii) secondary schools reporting implementation of the minimum number of physical education minutes
5	% of females who participate once a week in sports and exercise
6	Likelihood that a person with disability will participate in sport, fitness and active recreation (leisure) once per week compared to the general population
7	% contribution of i) sports activities and amusement and recreation sector and ii) sport, exercise and active recreation to GDP
8	% of workforce within the sport, fitness and active recreation sector
9	% of population who volunteer in sport
Institutional and organization level change	
10	% of population satisfied with the governance of sport
11	% of schools reporting PE specialist teachers in i) primary and ii) secondary schools
12	% of schools reporting full/partial implementation of quality physical education as defined by UNESCO's QPE Policy Guidelines.
13	Annual % change in a) carbon footprint and b) recycling rate from i) major sport facilities; and, ii) major sport events
14	% funded national sport bodies / member organisations that have adopted formal policies (with procedures) to i) safeguard children and ii) prevent violence against women
15	% of i) presidents, ii) board members and iii) CEO/Secretary-General post-holders in national sport bodies / member organisations who are female
16	% national sport bodies / member organisations that have invested in a i) gender equality strategy and ii) strategy for the inclusion of people with a disability in sport
17	% of i) funded national sport bodies / member organisations ii) major sport facilities and iii) major events with operational strategies to adapt to the adverse impacts of climate change, foster climate resilience and lower greenhouse gas emissions
18	% funded national sport bodies / member organisations that have adopted formal policies (with procedures) to i) protect the rights of athletes, spectators, workers and other groups involved, ii) strengthen measures against the manipulation of sports competitions, and iii), ensure an adequate anti-doping policy framework, its implementation and effective compliance measures, to protect the integrity of sport
19	# of i) athletes i) coaches/officials and iii) management/board members in funded national sport bodies / member organisations who were trained in the last year in a) governance and sport integrity b) safeguarding children, youth and vulnerable groups and c) prevention of violence against women and girls and d) promoting sustainable development
20	% funded national sport bodies /member organisations with a nominated focal point to i) co-ordinate child safeguarding and protection and ii) prevention of violence against women in girls
21	% of local governments / member organisations with sport and physical activity facility master plans
22	% of national public expenditure invested in sport
23	% of sport budget directly invested in the contribution of sport, physical education and physical activity to support sustainable development

Community level change	
24	Reach of Impact i. # people reached by a programme, activity or event
25	Depth of Impact i. Connect: # people who report the programme has contributed to a preliminary change ii. Improve: # people who report the programme has contributed to improvement in their lives / community iii. Transform: # people who report the programme has contributed to an enduring change in circumstances, or for whom a significant change can be observed
26	Type of Impact i. Awareness / Knowledge: # people reporting improved awareness, knowledge or understanding as a result of the programme ii. Self-efficacy: # people reporting the programme has contributed to improved self-efficacy as a result of the programme iii. Attitudes/ Behaviours: # people reporting the programme has contributed to changed attitudes or behaviours iv. Skills/ Effectiveness: # people demonstrating improved non-sport skills, competencies and personal effectiveness v. Well-being: # people reporting improved subjective well-being vi. Quality of life: # people or communities reporting the programme has contributed to improved quality of life
27	Social return on investment i. Value of the social impact delivered by the sport sector / sport / event / programme in a country / community

3.4 The sport and SDG measurement framework: Category 2 indicators

While the Category 1 indicators provide a broad set of global indicators for the contribution of sport, physical education and physical activity to the SDGs, the Category 2 indicators provide a valuable resource for identifying more detailed measures for impact, unique to the specific context and development priorities. Table 3.2 presents a sample selection of the Category 2 indicators.

These indicators are thematically grouped under specific SDGs and associated impact areas from the Kazan Action Plan with links drawn to specific SDG targets. The measurement framework also outlines the unit of analysis and data source. This may differ across contexts; however, attempts have been made to identify the most common source or most robust international dataset where available. It should be noted that data collection will not depend exclusively on the sport, physical education and physical activity sector but will often require significant input from other sector and central agencies (e.g. SDG co-ordination, statistics and planning) as the impact will extend to other sectors and the range of the SDGs.

It is recognised that context and capacity differ greatly across countries and relevant sport stakeholders and that authorities may not be able to collect data on all indicators included in this Toolkit. It is recommended that stakeholders select Category 2 indicators based on the relevance of the indicators to the local context and development priorities.

It is not necessary or advisable to use all indicators in the list. Shortlisting indicators to use should be done based on local priorities. It is beneficial to use a diverse and relatively small set of indicators so that the burden of collection is not too large on respondents and data collection agencies. Having a consistent set of indicators across time will allow for quality M&E as well as best practice in evidence-informed policy and programme design and decision-making.

Table 3.2: Sample Category 2 indicators

SDG 3: Good health and well-being	Code	Specific indicator	SDG indicator	Source	Unit of analysis
Sub-indicators from Category 1 (based on valid disaggregation)	2.3a	% of population engaging in moderate and/or vigorous physical activity through sport, fitness and active recreation	3.4.1	Disaggregation of 1.a WHO GPAQ, Items P10–15	Population level (usually per country or region)

SDG- or sector-specific Indicators	2.3b	National policy explicitly includes an Inclusive Access to Sport for All strategy, to support participation among the least active groups (as defined by the country)	3.4.1	WHO NCD Country Capacity Survey, Indicator 3.5.2; or Global Sport Policy Surveillance Tool	National government
	2.3c	A recent (previous two years) national community-wide public education and awareness campaign for sport, fitness or active recreation has been implemented to support participation behaviour change	3.4.1 17.16.1	WHO NCD Country Capacity Survey, Indicator 1.1.1; or Global Sport Policy Surveillance Tool	National government
	2.3d	A recent (previous two years) population-based survey of participation in sport, fitness and/or recreation exists	3.4.1 17.16.1	National statistics plan/framework	National government

3.5 Proposed approach to disaggregation of indicators

It is well established that collecting appropriately disaggregated data is important to measure progress in the areas covered by the sport and SDG measurement framework. The Inter-Agency Expert Group on SDG Indicators has advised:

SDG indicators should be disaggregated, where relevant, by income, sex, age, race, ethnicity, migratory status, disability and geographic location, or other characteristics, in accordance with the Fundamental Principles of Official Statistics (UNGA, 2017).

Disaggregated data collection must therefore be a fundamental tenet in working to strengthen measurement and evaluation of the contribution of sport, physical education and physical activity to the SDGs. Supporting this recommendation, UNGA's Resolution A/71/L.38 (2016) on sport as a means to promote education, health, development and peace invites all relevant actors to:

Promote and facilitate monitoring and evaluation tools, including indicators, data disaggregated by income, sex, age, race, ethnicity, migration status, disability and geographic location and other characteristics relevant in national contexts.

The model indicator bank contains recommendations for the disaggregation of individual indicators within protocol sheets developed for each indicator, which align wherever possible with these recommendations.

In relation to disability, we also reference the work of the Washington Group (a United Nations Statistics Commission city group formed of representatives of national statistics offices working on developing methods to better improve statistics on persons with disabilities globally). The Washington Group has developed a set of questions for use in national censuses for gathering information about limitations in basic activity functioning among national populations. The questions are designed to provide comparable data cross-nationally for populations living in a great variety of cultures with varying economic resources (Washington Group, 2017).

3.6 Community level change: programme-level monitoring and evaluation

Efforts to capture sport, physical education and physical activity's contribution to the SDGs need to account for programme-level interventions and impacts. Work is underway to produce similar guidelines for collecting programme-level data aligned with the SDGs through a common methodology and language.

Initial work has been based upon the application of an approach first developed by the London Benchmarking Group (a global consortium of private sector community investors). The aim is to develop a methodology that sport stakeholders can use to describe the contribution of

programmatic interventions to the SDGs in a consistent and coherent manner. These particular indicators are deliberately broad to permit lead stakeholders to link varied individual programme outcome data to them. Using this methodology, programme outcomes can be categorised based on their contribution to the eight programmatic impact areas put forward in the Kazan Action Plan:

- II.1 Sport for health and well-being for all [SDG 3];
- II.2 Sport for making cities, inclusive, safe, resilient and sustainable [SDG 11];
- II.3 Sport for quality education and lifelong learning for all [SDG 4];
- II.4 Sport for peaceful, inclusive and equitable societies [SDG 10, SDG 16];
- II.5 Sport for economic growth and full, productive employment [SDG 8];
- II.6 Sport for gender equality and empowerment for all women and girls [SDG 5];
- II.7 Sport for sustainable consumption and action against climate change [SDG 12, SDG 13];
- II.8 Sport for effective, accountable and inclusive institutions [SDG 16].

This approach enables governments, networks or organisations to coherently describe the change programmes have effected on individual beneficiaries and communities in two different ways - through the depth of impact and the type of impact. These are examined in more detail below.

3.6.1 Depth of impact

The depth of impact measure enables stakeholders to assess the degree to which beneficiaries are better off as a result of an activity. It uses a simple three-point scale identifying three distinct levels of change that a beneficiary may experience - *connect, improve and transform* - as explained below:

- **Connect** - the number of people reached by an activity who can report some limited change as a result of the activity (e.g. raised awareness of opportunities to improve literacy skills);
- **Improve** - the number of people who can report some substantive improvement in their lives as a result of the activity (e.g. actually able to read better);
- **Transform** - the number of people who can report an enduring change in their circumstances, or for whom a change can be observed as a result of the improvements made (e.g. they got a job as a result of improved literacy).

Table 3.3: Examples of measuring depth of impact

Programme area	Output	Connect	Improve	Transform
Sport for health:	# of young people engaged by the project	# of young people who better understand the importance of physical activity	# of young people reporting improved confidence to participate in sport and physical activity in public	# of young people regularly participating in sport and physical activity outside the programme intervention
A project to engage disadvantaged youth in sport and physical activity	406	314	224	127
Sport for employment:	# of young people aged 15-24 engaged in the sport and employability project	# of young people aged 15-24 whose attitude toward getting a job has improved	# of young people aged 15-24 people with improved job-seeking skills (e.g. CV writing, interview skills)	# of people moving into sustained employment
A project to support young people get into employment through sport	252	159	79	28

Note: It is necessary to prevent double-counting across columns.

3.6.2 Type of impact

The type of impact measure enables stakeholders to map the area(s) in which an activity has benefited those it has reached and so to build and communicate a picture of how people are better

off as a result of the intervention of suite of interventions. The framework identifies three broad types of impact:

- **Behaviour or attitude change:** Has the activity helped people make behavioural changes that can improve their life or life chances OR has it challenged negative attitudes or preconceptions, enabling them to make wider, different or more informed choices?
- **Skills or personal effectiveness:** Has the activity helped people develop new, or improve existing, skills to enable them to develop academically, in the workplace and socially?
- **Quality of life or well-being:** Has the activity helped people be healthier, happier or more comfortable (e.g. through improved emotional, social or physical well-being, or enhanced employment opportunities)?

Table 3.4: Examples of measuring type of impact

Outcome type	Behaviour or attitude	Skills, knowledge or personal effectiveness	Circumstance, quality of life or well-being
Programme 1	318 young people aged 15-24 report an improved attitude toward seeking employment	128 young people aged 15-24 report improved interview and CV writing skills through linked workshops	98 beneficiaries enter into sustained employment
Programme 2	225 young people aged 15-24 report a changed attitude about their potential to participate in the economy and pursue entrepreneurial opportunities	176 young people aged 15-24 have improved knowledge on entrepreneurship and starting micro and small business	53 young people start sport related micro or small business
Programme 3	127 young women aged 15-21 report increased school attendance	76 young women improve end-line education results following programme participation	44 beneficiaries complete secondary education
Totals:	670 experience a positive change in behaviour or attitude	380 improve their skills, knowledge or personal effectiveness	195 improve their circumstances or quality of life

Note: This approach allows for double-counting across columns.

3.7 Quantifying the social and economic value of sport

In the context of growing evidence on the wider benefits of sport and active recreation, many nations have adopted policies and strategies that encourage participation in sport and active recreation to generate positive outcomes aligned with the SDGs. This has resulted in increased pressure to assign a dollar value to outcomes and investment in such policies. Academics at the University of Sydney have provided expert guidance on common methodologies to quantify the social and economic value of sports, employing a meta-analysis of methods used to value sport and recreation outcomes.

Overall, three key sub-population methodologies (e.g. valuing specific aspects of sport and active recreation) and seven key population-level methodologies (e.g. GDP or national-level value) have been identified. These methods originated in high-income countries, and therefore need to be tailored for global applicability; an analysis of the importance, robustness and cost-benefit of utilising these methods also needs to be undertaken before they are applied at national level or in a wider international framework.

An overview of potential methodologies is provided below; Appendix A presents a synopsis of this research.

Table 3.5: Common methodologies to quantify the social and economic value of sport

Sub-population methods	
Cost/Benefit Analysis [CBA]	Compares the economic benefits generated from a region or country by a project with costs in the form of a cost/benefit ratio
Financial Accounting [FA]	Measures value through financial accounting records
Tourism Models [TM]	Examines the economic effects of tourism through expenditure modelling and the resulting increase in regional income
Population methods	
Sport Satellite Accounts [SSA]	Uses a country's system of national accounts to construct a statistical framework to measure the economic value of a sport industry
Input-Output Tables [I-O]	Adopts a macro-economic approach, simulating economic impact of investment shifts by creating economic models
Estimated Market Valuation [EMV]	Estimates the worth of larger aspects of sport and active recreation that can be valued at present market prices
Computable General Equilibrium Modelling [CGE]	Uses national statistics to simulate changes in value from shifts in sport policy investment
Health Modelling [HM]	Measures health savings from the increase in physical activity and accompanying decrease in risk factors from NCDs stemming from an increase in investment in sport sectors
Social Return on Investment Modelling [SROI]	Measures the value of social goods with no market value through a 'proxy' value of a good with similar attributes
Surveillance Augmented Value Estimation [SAVE]	Uses other methods (see Appendix A) as its base calculation, with the inclusion of representative social impact surveys to qualitatively assess additional benefits

Source: Adapted from Keane et al. (2019).

3.8 Measurement principles

In employing common indicators and advocating for a systematic approach to measurement of the contribution of sport, physical education and physical activity to the SDGs, it is important to adhere to good measurement practices. This is detailed at length in other publications; we outline a few key measurement principles below. It is recommended that these be adopted when utilising the model indicators to assess and report on the contribution of sport, physical education and physical activity to the SDGs.

- Measurement of social, economic and environmental change requires 'reasoned judgement', and there are times when the resources required to collect 100 per cent of the data outweigh the value of the data sought in terms of helping the national sport sector evolve and perform more effectively. For example, in some circumstances, using accepted methodologies for estimation is a reasonable approach.
- There is a need to prioritise data collection and not attempt to measure everything. A judgement needs to be made on what data is the most important to measure, in order to focus efforts.
- Err on the side of under-reporting rather than over-reporting. On occasions, organisations and institutions have over-claimed the contributions made by sport to development goals, sometimes presenting sport as a universal panacea without sufficient regard for the numerous other factors required to maximise sport's contribution to development.
- For the sustainability of results, it is crucial to enable the beneficiaries or rights-holders to participate in the process of monitoring results that change their lives. The most direct source of information related to the indicator should be selected. This is often direct communication with participants, subjects and community members. Participatory monitoring of subjects and actors should be promoted where possible to increase capacity, community buy-in and ultimate sustainability of programmes (UNDG, 2011).

- The principle of ‘do no harm’ and cultural sensitivity needs to be emphasised in the selection of indicators and data sources. This stresses the context-specific use of the model indicators and use of the proposed framework as a guide to support local efforts (UNDG, 2011).
- Assumptions need to be stated and should be formulated after results chains and ToCs. Identifying assumptions is critical and can lead to a redefinition of the results chain and eventual indicators used (UNDG, 2011).
- Prioritise reporting accuracy on the contribution of sport, physical education and physical activity to GDP and strengthen data collection on non-traditional value areas unique to each member country (Keane et al., 2019).
- Advocate for a whole-of-government approach to national data collection under a central focal point that includes, but is not limited to, health system costs of physical activity-relevant NCDs (health sector), contribution to GDP (economic sector) and sport-relevant employment and volunteering (employment sector).

Section 4: Implementation planning

4.1 Practical steps for resourcing implementation

Practical implementation of this Toolkit requires skills and resources that each lead stakeholder will need to develop. The following practical steps are recommended to help make effective use of the available resources in support of sustainable implementation (Commonwealth Secretariat, 2018b):

1. Build the shared commitment of stakeholders to implementation so resources and understanding can be shared. Where possible, form partnerships with other stakeholders, including across countries, making use of the methodologies in the Toolkit for implementation.
2. Forge partnerships early with senior stakeholders within government departments and institutions collecting relevant data, for early engagement on identifying local priorities for data collection.
3. Engage early in open communication and consultation with policy-makers and officials to understand any practical and methodological impediments to adoption and implementation.
4. Identify resources for technical assistance with data collection in other countries demonstrating early adoption and leadership as well as within international partners and regional statistical commissions.
5. Conduct a gap analysis to identify local available resources and knowledge.
6. Build capacity of key staff through training early in the implementation.
7. Review feedback and challenges of previously completed work from other countries and conference proceedings.
8. Seek out tools and toolkits that combine as many stages of implementation as possible, reducing the number of tools.
9. If resources are constrained, implement in phases. Suggestions on phased implementation are provided below.

Resource constraints may require countries to take a phased approach to implementation. Phase 1 could include mapping available national statistical data to the Toolkit, taking data from multiple surveys with relevant questions to the data. Phase 2 could then involve conducting a gap analysis and designing a survey to send to different cohorts to fill the gaps in the data. Finally, Phase 3 could be to compare data over time.

4.2 Implementation methodology

Implementation is likely to be different within each regional, national or organisational context. Starting points will vary and levels of experience in developing and implementing a 'development-focused' sport policy or programme will differ greatly from state to state and situation to situation. The purpose of this section is, therefore, to orient the reader to where a measurement framework and model indicators fit into the wider policy development, implementation and management process, rather than providing precise guidance.

Based on the four key pillars of RBM (planning, monitoring, evaluation and learning), this section describes the practical steps that can be taken to effectively measure and therefore enhance the contribution of sport, physical education and physical activity to the SDGs, with particular emphasis on the role of measurement and evaluation in this process. Acknowledging the degree of difference between national contexts, the steps below are not intended as precise guidance but instead aim to lay the foundation for use of the model indicators outlined in the following section.

Step 1: Build a common understanding of the potential role of sport, physical education and physical activity in development

An initial and essential step in development and implementation of a results framework to capture the contribution of sport to the SDGs lies in ensuring a common understanding of the wider role of sport within a national development policy context, to address certain sector-specific SDGs. This communication exercise needs to cover the diversity of stakeholders involved across the sport ecosystem along with cross-sector stakeholders and representatives of linked ministries and organisations.

There are a number of potential approaches to communicating and advocating for the role of sport in development. However, at the heart should be strong ‘evidence-based arguments’ for investments in sport, physical education and physical activity. Internationally, the evidence base is growing, with increasing examples of sport, physical education and physical activity being used to effectively deliver on priority SDGs. Representative international case studies and data alongside context specific evidence will be helpful.

Step 2: Research and map ‘potential’ sport result areas against relevant development priorities and prioritised SDGs

This step is important to ensure sport-related policy and strategy is fully embedded into existing processes, and not separate. It will require close co-ordination and early engagement with national statistics offices and central planning units, across sectors and with other identified lead stakeholders, followed by ongoing close co-operation and co-ordination.

Step 3: Formulate a sport policy/strategy or assess existing policies/strategies that address relevant development priorities and the SDGs

A number of useful resources can be referenced to support the policy or strategy formation process:

- [*Sport for Development and Peace and the 2030 Agenda for Sustainable Development*](#) (Dudfield and Dingwall-Smith, 2015)
- [*Enhancing the Contribution of Sport to the Sustainable Development Goals*](#) (Lindsey and Chapman, 2017)
- [*Strengthening Sport-Related Policy Coherence: Commonwealth Toolkit and Self-Evaluation Checklist*](#) (Commonwealth Secretariat, 2018a)

This list is not exhaustive and further consultation is required with both non-Commonwealth and non-sport stakeholders, to expand, diversify and develop the resources available in this area.

Step 4: Channel sport-related results into national development plans and other strategic implementation frameworks and plans

Channel the policy or strategy into an implementation framework of action agreed with a broad range of cross-sector stakeholders, including national development plans of governments, national and international federations, community representatives and other stakeholders. This assists in the development of commitments to build monitoring, evaluation and learning capacities to support the implementation of an RBM approach across all levels of the ‘sport ecosystem’.

Step 5: Develop an aligned M&E framework

Develop an M&E framework aligned with and overarched by the sport and the SDG measurement framework, which draws upon the model indicator bank (i.e. this Toolkit), where appropriate to reduce time and cost. At the same time, strengthen alignment with common indicators and usage of standardised data collection tools and data sources, to enhance the potential for learning and benchmarking international efforts.

In particular, it is recommended that Category 1 indicators be utilised while making context-specific decisions on which Category 2 indicators to include based on identified priorities to which sport may contribute. Potential candidate indicators should be cross-mapped both vertically (against national and international frameworks) and horizontally (to cross-sector frameworks of relevance). Where appropriate, indicators should be embedded within non-sport government departments and national statistics agencies, drawing on existing datasets where available.

Table 4.1 represents a checklist for validating indicators within the national sport, physical education and physical activity system. This has been adapted from the checklist put forward in the United Nations Development Group (UNDG) RBM Handbook (2011) and is designed to assist in the final stages of development of a domestic M&E framework.

Table 4.1: Checklist for validating Indicators

Checklist	
The definition of indicators has involved those whose performance will be measured	
Those whose performance will be judged by indicators have confidence in them	
The indicator describes how the achievement of the result will be measured	
The indicator is clear and easy to understand	
The indicators clearly link to desired policy areas and development priorities	
Each variable included is measurable with reasonable cost and effort	
Each indicator includes identification of a reliable data source and who is accountable for data collection	
The indicator can be disaggregated by sex, ethnicity or social condition	
The indicator clearly aligns with specific, prioritised SDGs in line with your ToC	
A baseline current value can be provided for each and every variable in the indicator statement (or a system for gathering baseline data has been identified)	
There is a target during a specified timeframe for each and every indicator	

Source: Adapted from UNDG (2011).

Step 6: Support the establishment of an M&E system

Although development of an M&E framework consisting of anticipated outcomes and indicators aligned with and overarched by the sport and the SDG measurement framework (as discussed above) is the focus of this initiative, as supported by the model indicator bank, such a framework needs to be implemented by establishing M&E systems for this purpose. There is a need to focus on M&E system establishment and supporting the institutional arrangements required in organisational contexts to operationalise monitoring systems. The collection, verification and recording and programming of data to populate indicators, as well as the development and submission of quarterly reporting (at a minimum), require professional support capacities. Specific attention should be given to governance and management arrangements for M&E; intergovernmental co-operation and civil society partnerships; organisational development of M&E units; human resources requirements and training needs; capacity-building and mentoring; information and communication technology system establishment; and ensuring participation, for example through systems development to carry out M&E citizen reporting.

Step 7: Collect and co-ordinate data collection, analysis and reporting

This step will involve several work streams:

- Developing mechanisms, structures and adequate capacity across ministries and wider national, regional and local stakeholders to effectively monitor and evaluate their work and align their M&E efforts with the national framework - for example formation of a high-level multi-stakeholder and cross-sector steering group and associated technical taskforces;
- Co-ordination and allocation of responsibilities for the central collection, interpretation and analysis of sport-related data, recognising the role different actors within civil society, sport and the private sector can play; and
- Ensuring that process and procedure exist for the validation of data and to ensure the standards of evidence produced are being improved on, year on year.

Step 8: Formulate a learning and knowledge dissemination approach

Clear formulation and design are necessary of both formative and summative policy and programmatic evaluations, to be carried out at different levels across the national sport system (national/regional/local/organisational levels). These should be geared toward strengthening the cross-sector evidence base and feeding into national/international fora (including MINEPS, Commonwealth and other platforms), while at the same time structuring and disseminating the evidence base and emergent good practices via communities of practice. This approach will both support the further refinement and evolution of the model indicator toolkit to be responsive to the different national contexts and support evidence-based decision-making around scaling up existing sport-based interventions and kick-starting new policy lines. It will also enable an informed assessment of the viability, scope and timeframes to develop any common indicators on sport and the SDGs and to build comparable datasets across countries and regions.

Section 5: Resources and reference points

A number of reference points have been useful in formulating the ToC model, the measurement framework and the proposed set of model indicators included in this publication. Below is a list of publications that have been valuable in guiding this process to date:

- The WHO [Global Action Plan On Physical Activity 2018-2030](#) sets out agreed global priorities and a framework of policy actions to increase physical activity at all levels. It provides guidance on a whole-of-society response to supporting and valuing all people, of all abilities, to be regularly active across the life course. A draft M&E framework and recommended set of process and impact indicators have been developed; these helped inform the sport and SDG measurement framework and model indicators.
- UNESCO's [World-wide Survey of School Physical Education](#) (2014) on the status of physical education in UNESCO member countries aims to inform the development of indicators on quality physical education (QPE), quality physical education teacher education/training (QPETE/T) and a Physical Education Basic Needs Model.
- *Concepts and Statistical Data: Physical Activity, Physical Education and Sports in Latin America and the Caribbean* (COLDEPORTES, 2015) reviews the use of indicators regarding sport, physical education and physical activity in most countries in the Latin America and the Caribbean region.
- The University of the South Pacific, the Oceania National Olympic Committees (ONOC) and the governments of Fiji and Samoa have published a preliminary report [Economic and Social Contribution of Sport in the Pacific: The Case of Fiji and Samoa](#) (2018). This assesses the contribution of sport to national development in response to calls from Pacific sport and finance ministers for a regional policy and measurement framework to inform policy-making in and through sport in Pacific Island countries and territories.
- The [Eurobarometer on Sport and Physical Activity](#) (European Commission, 2018) presents the findings of a wide-ranging public opinion survey on sport and physical activity across EU member states. The most recent survey was conducted in 2017, following three previous Eurobarometer surveys on sport and physical activity in 2002, 2009 and 2013.
- [Inventory, Literature Review and Recommendations for Canada's Sport for Development Initiatives](#) (Cragg et al., 2018) aims to inform future programming - and evaluation of programming - in the area of sport for development for interested stakeholders in the context of the Canadian Sport Policy Performance Management Framework. The report reviews current evaluation and implementation practices being employed, defines a number of indicators being used to evaluate programme activities and outcomes and identifies the practices and indicators that would best apply to the Canadian context.
- Chapter 4 of the Commonwealth Secretariat publication [Enhancing the Contribution of Sport to Sustainable Development](#) (Lindsey and Chapman, 2017) considers how to draw on different sources of data to determine the contribution of sport to the SDGs.
- The [Commonwealth Guide to Advancing Development through Sport](#) (Kay and Dudfield, 2013), through extensive research and using the available evidence base, establishes six key principles on which policies and practices for sport-based approaches to development could be based. The report also elaborates a number of indicators aligned with sport policy, strategy and support mechanisms.

- The Washington Group on Disability Statistics⁴ is a UN city group established under the United Nations Statistical Commission. It was constituted to address the urgent need for cross-nationally comparable population-based measures of disability. Its mandate is the promotion and co-ordination of international co-operation in the area of health statistics focusing on disability data collection tools suitable for censuses and national surveys. Its products developed include a [Short Set of Six Questions](#) (Washington Group, 2017) to help identify persons with a disability and designed primarily for censuses.
- The SDG Monitoring and Reporting Toolkit for UN Country Teams⁵ provides resources for the nationalisation and domestic application of the SDGs, including on prioritisation, reporting platforms, roadmaps, capacity-building and co-ordination.
- The UN's Sustainable Development Solutions Network⁶ mobilises global scientific and technological expertise to promote practical solutions for sustainable development, including implementation of the SDGs. It mobilises experts from around the world on the technical challenges of implementing and measuring progress against the SDGs, and is building a global network of universities, research centres and other knowledge institutions to translate the latest expertise in sustainable development into action.
- The UNDG [Results Based Management Handbook](#) (2011) provides an overview of the principles behind RBM as applied by the UN funds, programmes and agencies. The handbook provides a common ground for supporting programme planning, implementation, monitoring and reporting based on best practice in the field of RBM.
- [Designing a Results Framework for Achieving Results: A How-To Guide](#) (Roberts and Khattri, 2012) is a World Bank resource that provides practical advice and clear steps to develop and implement a results framework.

⁴ <http://www.washingtongroup-disability.com/>

⁵ <https://unstats.un.org/sdgs/unct-toolkit/SDG-localization-and-implementation/>

⁶ <http://unsdsn.org/>

Conclusion

Improving capacity to measure and evaluate the contribution of sport, physical education and physical activity to the SDGs will be key in ensuring the potential impact of these sectors is fully realised and investment is scaled. Improved and more consistent data will support M&E efforts and will provide governments, sporting organisations and the private sector with better information on how, where and why to invest to maximise the contribution to broader development objectives.

For this to occur, more countries, sporting bodies and international institutions need to develop and operationalise results frameworks and data collection that are aligned with identified SDG targets and indicators, as well as national development plans. To support this development, this Toolkit provides a set of model indicators and indicative data collection tools, as well as associated guidance concerning their practical application by relevant stakeholders. In doing so, it directly responds to an identified need to strengthen measurement and evaluation of the impact on sustainable development of sport, physical education and physical activity policy and programmes and delivers on Actions of the Kazan Action Plan.

References

- Allen, C., Metternicht, G. and Wiedmann, T. (2017) 'An Iterative Framework for National Scenario Modelling for the Sustainable Development Goals (SDGs)'. *Sustainable Development* 25(5): 372-385.
- Anderson, D. (1989) *The Discipline and the Profession*. Dubuque, IA: Foundations of Canadian Physical Education, Recreation, and Sports Studies, William C Brown Publishers.
- AT Kearney (2014) 'Winning in the Business of Sports'. Available at <https://www.atkearney.com/documents/10192/5258876/Winning+in+the+Business+of+Sports.pdf/>
- Australian Bureau of Statistics (2008) *Defining Sport and Physical Activity: A Conceptual Model*. Canberra: Australian Bureau of Statistics.
- Aziz, S.A., Amin, R.M., Yusof, S.A., Haneef, M.A., Mohamed, M.O. and Oziev, G. (2015) 'A Critical Analysis of Development Indices'. *Australian Journal of Sustainable Business and Society* 1(1): 37-53.
- CABOS (Commonwealth Advisory Board on Sport) (2017) 'Measuring the Contribution of Sport to Sustainable Development'. Meeting Paper 17. CABOS Annual Meeting, Gold Coast, 11-13 October.
- CIDA (Canadian International Development Agency) (2004) *CIDA Evaluation Guide: Overcoming Challenges, Delivering Results, Meeting Expectations, Making a Contribution*. Ottawa: CIDA.
- Cloete, F. Rabie, B. and De Coning, C. (2014) *Evaluation Management in South Africa and Africa*. Stellenbosch: Sun Media.
- Coakley, J. (2014) 'Sport Studies: A 360° Window to the World'. Towards Integrated Programmes of Sports Education at the Tertiary and Higher Education Levels in Trinidad & Tobago and the Caribbean, Proceedings, University of the West Indies.
- COLDEPORTES (2015) *Concepts and Statistical Data: Physical Activity, Physical Education and Sports in Latin America and The Caribbean Report*. Bogotá: Intergovernmental Committee on Sport and Physical Education.
- Comic Relief (2011) *Theory of Change Review*. London: Comic Relief.
- Commonwealth Secretariat (2016), *Policy Guidance to Commonwealth Governments on Protecting the Integrity of Sport*. London: Commonwealth Secretariat.
- Commonwealth Secretariat (2018a) *Strengthening Sport-Related Policy Coherence, Commonwealth Toolkit and Self-Evaluation Checklist*. London: Commonwealth Secretariat.
- Commonwealth Secretariat (2018b) 'Toolkits for Effective Implementation of the Sustainable Development Goals'. Workshop, Johannesburg, 14-16 May.
- Corbin, C., Dowell, L., Lindsay, R. and Tolson, H. (1980) *Concepts in Physical Education with Laboratories and Experiments*. Dubuque: C Brown Publishers.
- Cragg, S., Costas-Bradstreet, C. and Kingsley, B. (2018) *Inventory, Literature Review and Recommendations for Canada's Sport for Development Initiatives*. Toronto: Interprovincial Sport and Recreation Council.
- De Coning, C. (2019) *The Case for Sport Phase 2: Socio-Economic Benefits of Sport and recreation in the Western Cape*. Cape Town: Department of Cultural Affairs and Sport and ICESSD, University of the Western Cape.
- Dudfield, O. and Dingwall-Smith, M. (2015) *Sport for Development and Peace and the 2030 Agenda for Sustainable Development: Commonwealth Analysis Report*. London: Commonwealth Secretariat.

- European Commission (2018) ‘Special Eurobarometer 472 - December 2017 “Sport and Physical Activity”’. Available at <http://ec.europa.eu/commfrontoffice/publicopinion/index.cfm/survey/getsurveydetail/instruments/special/surveyky/2164>
- Giulianotti, R. (2004) ‘Human Rights, Globalization and Sentimental Education: The Case of Sport’. *Sport in Society* 7(3): 355-369.
- Giulianotti, R. (2014) ‘Sport for Development and Peace Policy Options in the Commonwealth’, in O. Dudfield (ed.) *Strengthening Sport for Development and Peace: National Policies and Strategies*. London: Commonwealth Secretariat.
- Hoye, R., Nicholson, M. and Houlihan, B. (2010) *Sport and Policy: Issues and Analysis*. London and Amsterdam: Elsevier.
- ILO (International Labour Organization) (2011) *Manual on the Measurement of Volunteer Work*. Geneva: International Labour Office.
- Kay, T. and Dudfield, O. (2013) *The Commonwealth Guide to Advancing Development through Sport*. London: Commonwealth Secretariat.
- Keane, L., Hoare, E., Richards, J., Bauman, A. and Bellew, W. (2019) ‘Methods for Quantifying the Social and Economic Value of Sport and Active Recreation: A Critical Review’. *Sport in Society*, DOI: 10.1080/17430437.2019.1567497
- Keim, M. and De Coning, C. (eds) (2014) *Sport and Development Policy in Africa, Results of a Collaborative Study of Selected Country Cases*. Cape Town: Sun Press.
- Kusek, J. and Rist, R. (2004) *Ten Steps to a Results-Based Monitoring and Evaluation System*. Washington, DC: World Bank.
- Lindsey, I. and Chapman, T. (2017) *Enhancing the Contribution of Sport to the Sustainable Development Goals*. London: Commonwealth Secretariat.
- MiolaMiola, A. and Schiltz, F. (2019) ‘Measuring Sustainable Development Goals Performance: How to Monitor Policy Action in the 2030 Agenda Implementation?’ *Ecological Economics* 164.
- Roberts, D. and Khattri, N. (2012) *Designing a Results Framework for Achieving Results: A How-to Guide*. Washington, DC: Independent Evaluation Group, Strategy, Learning and Communication, World Bank.
- Sport England (2016) ‘Once a Week Participation in Funded Sports Amongst People Aged 16 Years and Over’. Active People Survey 10. Available at www.sportengland.org/media/11746/1x30_sport_16plus-factsheet_aps10.pdf
- Taylor, P., Davies, L., Wells, P., Gilbertson, J. and Tayleur, W. (2015) *A Review of the Social Impacts of Culture and Sport*. London: Department for Culture, Media and Sport.
- Trivedi, P. (2018) *Performance Management in Government: A Primer for Leaders*. London: Commonwealth Secretariat.
- UN (United Nations) (2016) ‘A “Theory of Change” for the UN Development System to Function “As a System” for Relevance, Strategic Positioning and Results’. Summary Paper. New York: UN.
- UNDG (United Nations Development Group) (2011) *Results-Based Management Handbook: Harmonizing RBM Concepts and Approaches for Improved Development Results at a Country Level*. New York: UNDG.
- UNESCO (United Nations Educational, Scientific and Cultural Organization) (2013) *Declaration of Berlin MINEPS V*. Paris: UNESCO.
- UNESCO (2014) *World-wide Survey of School Physical Education: Final Report*. Paris: UNESCO.

UNESCO (2015a) 'Revised International Charter of Physical Education, Physical Activity and Sport'. Paris: UNESCO.

UNESCO (2015b) 'Quality Physical Education (QPE): Guidelines for policy makers'. Paris: UNESCO.

UNESCO (2017) 'Kazan Action Plan'. Outcome Document of the Sixth International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS VI), Kazan, 13-15 July.

UNESCO (2018) 'The Kazan Action Plan, Strengthening the Global Framework for Leveraging Sport for Development and Peace'. UNDESA Expert Group Meeting & Interagency Dialogue, New York, 13-14 June.

UNGA (United Nations General Assembly) (2015) 'Transforming our World: The 2030 Agenda for Sustainable Development'. Available at

www.un.org/ga/search/view_doc.asp?symbol=A/70/L.1andLang=E

UNGA (2016) 'Sport as a Means to Promote Education, Health, Development and Peace'. A/71/L.38.

Available at https://digitallibrary.un.org/record/851022/files/A_71_L-38-EN.pdf

UNGA (2017) 'Work of the Statistical Commission Pertaining to the 2030 Agenda for Sustainable Development'. A/Res/71/313. Available at <https://undocs.org/A/RES/71/313>

UNGA (2018) *Strengthening the Global Framework for Leveraging Sport for Development and Peace*. Report of the Secretary-General, A/73/325. Available at <https://undocs.org/A/73/325>

UN-Habitat (United Nations Human Settlements Programme) (2017) *Results-Based Management Handbook*. Nairobi: UN-Habitat.

UNODC (United Nations Office on Drugs and Crime) (2018) *Handbook on Results-Based Management and the 2030 Agenda for Sustainable Development*. Vienna: UNODC.

University of the South Pacific, ONOC (Oceania National Olympic Committees), Government of Fiji and Government of Samoa (2018) 'Maximizing the Contribution of Sport to Economic and Social Development of Sport in Pacific Island Countries: The Case of Fiji and Samoa Preliminary Report'. Suva: University of the South Pacific.

Washington Group (2017) 'The Washington Group Short Set on Functioning: Question Specifications'. Available at <http://www.washingtongroup-disability.com/wp-content/uploads/2016/12/WG-Document-4-The-Washington-Group-Short-Set-on-Functioning-Question-Specifications.pdf>

WHO (World Health Organization) (2006) 'Global Strategy on Diet, Physical Activity and Health: A Framework to Monitor and Evaluate Implementation'. Geneva: WHO.

WHO (2018) 'Global Action Plan on Physical Activity 2018-2030: More Active People for a Healthier World'. Geneva: WHO.

WHO (2019) 'Global Strategy on Diet, Physical Activity and Health'. Available at

<https://www.who.int/dietphysicalactivity/pa/en/>

WHO (n.d.) 'What is a health promoting school'. Available at

https://www.who.int/school_youth_health/gshi/hps/en/

Appendix A: Methods for quantifying the social and economic value of sport and active recreation - a synopsis

This section presents a synopsis of the following research:

Keane et al. (2019) 'Methods for Quantifying the Social and Economic Value of Sport and Active Recreation: A Critical Review'. Sport in Society, DOI: 10.1080/17430437.2019.1567497

Overview

In the context of growing evidence on the wider benefits of sport and active recreation, many nations have adopted policies and strategies that encourage participation in sport and active recreation to generate positive outcomes aligned with the SDGs. The result has been increased pressure to assign a dollar value to the outcomes of the investment in these policies.

This appendix presents a synopsis of research undertaken by academics at the University of Sydney to assess the variety of methodologies historically utilised to quantify the outcomes of sport and active recreation participation in financial terms. It identifies and describes three sub-population methodologies (e.g. valuing specific aspects of sport and active recreation) and seven population-level methodologies (e.g. GDP or national-level value). In doing so, the authors recognise that these methods originated primarily in high-income countries, and therefore need to be tailored for global applicability if they are to be applied in low- and middle-income countries (LMICs).

The authors conclude that an analysis of the importance, robustness and cost-benefit of utilising these methods be undertaken before applying them at national level or in a wider international framework.

Recommendation

Based on the findings of this research the research team recommend:

- Prioritising the reporting accuracy of the contribution of sport, physical education and physical activity to GDP (household, private and government sport expenditure and the net export of sports goods and services) and strengthening data collection of non-traditional value areas unique to each member state (e.g. remittances from athletes competing/living abroad, regional events);
- Advocating for a 'whole-of-government' approach to national data collection under a central focal point that includes, but is not limited to, health system costs of physical activity-relevant NCDs (health sector), contribution to GDP (economic sector) and sport-relevant employment and volunteering (employment sector).

Rationale for the reviewing methodologies to quantify the economic and social value of sport

While the evidence for sport and active recreation contributing to SDG 3 - good health and well-being - is widely reported, it suggests that benefits exist beyond physical and mental health. Value areas relating to sport and active recreation also include improved educational attainment (SDG 4); the promotion of gender equality (SDG 5); economic benefits such as GDP, employment, tourism and events (SDG 8); social inclusion (SDG 10); community development (SDG 11); sustainability outcomes (SDG 12); climate action (SDG 13); diversion from anti-social behaviour (SDG 16); and the development of effective partnerships (SDG 17).

Many nations have adopted policies and strategies that encourage participation in sport and active recreation to generate positive outcomes aligned with the SDGs. This has put pressure on relevant stakeholders to justify their role in regional, national and international development priorities through placing a dollar value on both their investment and resulting benefits. A plethora of conflicting methods for monetary quantification of measured outcomes have been applied at the sub-population (e.g. specific aspects of sport and active recreation) and population level (e.g. GDP or national level). Despite this, no methodological reviews or guidelines for best practice have been developed.

Academics from the University of Sydney conducted a review of the methods historically used to value sport and active recreation, the outcomes included in calculations and the specific areas methods have been applied.

Common methodologies to quantify the social and economic value of sport

Few academic journal articles examine monetary quantification of the social and/or economic value of sport and active recreation at the population level. However, some reports seek to quantify social and economic value created by specific aspects (sub-population level) of sport and active recreation, such as stadia and tourism. Methods for quantifying value can be considered universal in that they can be tailored for application at either the sub-population or the population level. They were classified according to their current most common application.

Sub-population methods included the following:

- **Cost/Benefit Analysis [CBA]** compares the economic benefits generated for a region or country by a project with costs in the form of a cost/benefit ratio.
- **Financial Accounting [FA]** measures value through financial accounting records.
- **Tourism Models [TM]** examine the economic effects of tourism through expenditure modelling and the resulting increase in regional income.

Population methods included the following:

- **Sport Satellite Accounts [SSA]** uses a country's system of national accounts to construct a statistical framework to measure the economic value of the sports industry.
- **Input-Output Tables [I-O]** adopt a macro-economic approach, simulating economic impact of investment shifts by creating economic models.
- **Estimated Market Valuation [EMV]** estimates the worth of larger aspects of sport and active recreation that can be valued at present market prices.
- **Computable General Equilibrium Modelling [CGE]** uses national statistics to simulate changes in value from shifts in sport policy or investment.
- **Health modelling [HM]** measures health savings from the increase in physical activity and accompanying decrease in risk factors for NCDs, stemming from an increase in investment in sport sectors.
- **Social Return on Investment Modelling [SROI]** measures the value of social goods with no market value through a 'proxy' value of a good with similar attributes.
- **Surveillance Augmented Value Estimation [SAVE]** uses other methods included in this review as its base calculation, with the inclusion of representative social impact surveys to qualitatively assess additional benefits,

Assessing the importance, robustness and cost benefit of utilising different methodologies to quantify the value of sport

Although this is a rapidly emerging field with innovative methods continuously being developed, the majority of methods reviewed originated in high-income countries. We know that 84 per cent of the total burden of NCDs occurs in LMICs, thus these methods, designed in countries bearing the minority of the burden, need to be tailored for global applicability. Their paucity of use in LMICs likely owes to limited in-country M&E capacity and wide variance in the availability and relevance of data.

Three important discussion points on quantifying the value of sport and active recreation relate to 1) its importance; 2) the robustness of methods and their ability to influence policy; and 3) if the value gained from the reports justifies their cost.

Although rarely explicitly stated, a likely reason for quantifying the social and economic value of sport and active recreation is the justification for continued funding for the sector and making the case for gaining a bigger 'slice of the pie' from donors. In broader terms, it is an advocacy tool. However, high-level policy-makers often question the level of effectiveness and robustness of methods. For example, methods for estimating the contribution of the sector to GDP through EMV,

SSA, I-O and CGE are relatively objective and globally standardised. Data, particularly in high-income countries, is regularly collected and available in national statistical offices. Even in LMICs, a recent project to value the contribution of sport to the GDPs of Fiji and Samoa found the data to be less accessible but still available.

On the other hand, quantifying the social value gained from sport and active recreation through the SROI and SAVE methods, where no market valuation for the outcome exists, requires some degree of subjectivity through the use of proxy valuation. Without universally accepted proxies to use as values, these decisions are left up to consultant groups undertaking the project and are often over-exaggerated for effect. The cost of reports also comes into question. The SSA method implemented across Europe has been the first attempt to value sport using a standardised measurement approach. This has been possible only through significant support from the EU, member governments and donor bodies, and has had the benefit of strong data collection mechanisms present in the high-income region. However, the investment in valuing the sector in these countries could well represent the budget afforded to entire sport sectors in many Commonwealth member countries. It is therefore important to consider whether investing in quantifying the value of sport and active recreation in many LMICs beyond use of what is most readily available (e.g. data on the contribution to GDP) is the most efficient allocation of funding given already minimal resources.

Further to this, the evidence that would convince policy-makers of the benefits of sport and active recreation (e.g. quantification reports) is likely different from the evidence that would improve programming (e.g. evidence of underlying mechanisms or 'best buy' scenarios). This point is important to acknowledge when determining how data in the 'model indicators for measuring the contribution of sport, physical activity and physical education to the SDGs' project will be aggregated and presented. If the treasuries of member countries are to be influenced by evidence of both the social and the economic value created through sport and active recreation, investment in creating a measurement framework using the models above could generate a strong advocacy tool. However, if the investment provided to sport sectors in member countries is relatively stagnant, given firm financial capacity restraints, aggregating data to provide evidence for governments, sporting organisations and the private sector on how, where and why to invest in sport and active recreation to promote sustainable development outcomes could be considered a more efficient allocation of resources. How data is aggregated and presented to enhance the contribution of sport, physical education and physical activity to the SDGs - whether quantifying value, creating 'best buy' strategic policy recommendations for sport sectors or improving data collection mechanisms - should be concerned with filling the most urgent knowledge gap within member countries, rather than following global reporting trends.

Commonwealth Secretariat
Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org

