

Strategy for Norway's culture and sports co-operation with countries in the South



NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS

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Culture and sports co-operation with countries in the South should be inclusive and strengthen common frames of reference, as opposed to being exclusive and creating antagonism.

PHOTO: GUNNAR ZACHRISEN/BISTANDSAKTUELT



PHOTO: AUDUN WIK/NWHE

Machu Picchu, Peru.
Cultural heritage is
an important basis
for social, economic
and cultural develop-
ment.

The need for a strategy: The rights-based perspective

In the white paper *Fighting Poverty Together* (2003-2004) the Norwegian government announced that it would develop a separate strategy for culture and sports co-operation with countries in the South. *Fighting Poverty Together* emphasises that the universal human rights, as set out in the UN Declaration of Human Rights, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights, also include cultural rights.

This implies recognition of the principle that every people has the right to cultivate and develop its own culture, and that every culture has values and beliefs that must be respected and protected. This will also ensure global diversity. International co-operation in the field of culture is essential for realising this right.

The right to take part in cultural life and the importance of taking measures to ensure the conservation, development and diffusion of science and culture are set out in Article 15 of the International Covenant on Economic, Social and Cultural Rights. The article also emphasises the importance of respecting the freedom essential for scientific research and cultural activity. Article 19 of the International Covenant on Civil and Political Rights deals with the right to freedom of expression in oral, written or printed form, in the form of artistic expression or through any other media the individual may choose.

Fighting Poverty Together states that support for culture through development co-operation should promote human rights in general and freedom of expression in particular, through exchange activities and support for the building of institutions necessary for a free and varied cultural life and protection of the cultural heritage.

The white paper emphasises that the aim of Norwegian international development policy is to contribute to meeting the UN Millennium Development Goals (MDGs) through a broad range of measures for fighting global poverty. Culture and sport are not mentioned explicitly in any of the Millennium Goals. This does not mean, however, that culture in the broad sense has no relevance to the fight against poverty. On the contrary, cultural factors directly or indirectly influence on a number of areas mentioned in the MDGs, such as education (MDG 2), gender equality (MDG 3), health (MDGs 4, 5 and 6) and the environment (MDG 7). Furthermore, culture is a key element in the

development of favourable framework conditions for the efforts to fight poverty (MDG 8), for example by establishing a well-functioning civil society with active organisations, free media and other features that encourage broad popular participation.

The Norwegian government's *Action Plan for Combating Poverty in the South towards 2015* (2002) underlines the link between culture and poverty and the importance of safeguarding cultural rights in the efforts to eradicate poverty. In addition the white paper on the opportunities and challenges of globalisation (2002-2003) and the white paper on cultural policy towards 2014 (2002-2003) both state that Norway will take an active part in the international efforts to protect and promote cultural diversity. Finally, the government's white paper on cultural monuments and sites (2004-2005) emphasises the significance of the cultural heritage in the long-term fight for the eradication of poverty and economic dependence since cultural monuments and sites are an important factor in social, economic and cultural development.

“Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice.”

Article 19, UN Covenant on Civil and Political Rights

Although the importance of cultural factors for development has received more attention in recent years, Norwegian development policy has not given a prominent place to cultural measures. Nor has Norway adopted a comprehensive approach to Norwegian culture and sports co-operation with countries in the South in the form of an overarching policy document.

The intention of the present strategy is to make possible a more comprehensive and long-term approach to Norway's cultural co-operation with developing countries for the period 2006-2015.

The strategy deals with cultural co-operation in relation to artistic expression, intellectual contact and the protection and promotion of the cultural heritage (Part II), and with sports co-operation (Part III). In light of the fact that the field of culture has many points in common with the field of media, for instance as regards freedom of speech issues, the strategy also covers support for free media in the South. As the fields of culture and sport differ in terms of organisation, channels of co-operation and types of measures, separate sub-strategies have been developed for dealing with the issues in these two areas (Parts II and III).

Culture and sports co-operation both involve activities that by their very nature encourage communication and contact, and provide opportunities for exchanges of ideas, and network- and competence-building that enrich all the parties involved. Cultural activities and sport are arenas well suited for co-operation on an equal footing between



PHOTO: NASIBU MWANKUKUZI/KONGOI MAGAZINE

Rådhusplassen, Oslo, August 2004. The interdisciplinary festival Oslo Mela is an important arena for raising awareness about Pakistani culture in Norway. The 93 performances included in the festival this year attracted 70 000 visitors. Organiser: Stiftelsen Horisont.

actors in Norway and in partner countries in the South, as opposed to a one-way transfer of expertise and resources from North to South. This is unique in the context of international development efforts.

New trends in international thinking, the recent emphasis on the significance of culture and sport, and the increase in allocations have led to a greater need to:

- improve co-ordination.
- draw up comprehensive guidelines for efforts to promote culture and sport that reflect the rights-based perspective in Norway's development policy.
- weigh the various considerations against each other and clarify the Norwegian authorities' level of ambition and specific priorities in the fields of culture and sport.

This strategy sets out overriding and subsidiary objectives for Norway's efforts in the fields of culture and sport in the context of development co-operation. It deals with key issues related to organisation and forms of co-operation with external institutions, and with the principles for setting geographic and thematic priorities. There is an emphasis on assuring the quality and increasing the visibility of Norway's efforts to use culture and sport as positive forces in development processes.

Greater international focus on culture

Over the last 10 years there has been growing international interest in the role of culture in development processes. As in a number of other areas, the UN system has played a normative role, headed by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The World Commission on Culture and Development (WCCD), which was established in 1992, pointed out the links between cultural diversity and social and economic development in its report *Our Creative Diversity* (1995). These ideas were followed up in UNESCO's *Action Plan on Cultural Policies for Development* (1998), which gives general guidelines on how cultural policy should be developed so as to play a positive role in the development of a society.

The WCCD report also forms the basis for UNESCO's *Universal Declaration on Cultural Diversity* of 2001, which states that cultural diversity is essential for sustainable development. From this perspective cultural diversity is the common heritage of mankind. This was reaffirmed at the UN summit in Johannesburg in 2002, and in 2003 the UNESCO General Conference decided that the Universal Declaration should

be followed up by a convention on the protection and promotion of cultural diversity.

The United Nations Development Programme (UNDP) defines development as the process of widening people's choices. The UNDP report *Cultural Liberty in Today's Diverse World* (Human Development Report 2004) points out the importance of bringing "issues of culture to the mainstream of development thinking and practice" concluding that cultural freedom is not just a human right but also a key to development and stability.

In recent years multilateral finance institutions have also become more aware of the importance of culture in relation to central development issues. In 2000 the World Bank set up a research programme on culture and poverty, which resulted in the publication *Culture and Public Action* (2004). This is probably the broadest approach taken by the research community to the issue of culture and development. The contributors include leading development theorists, particularly the economist Amartya Sen, and aid workers with extensive practical experience.

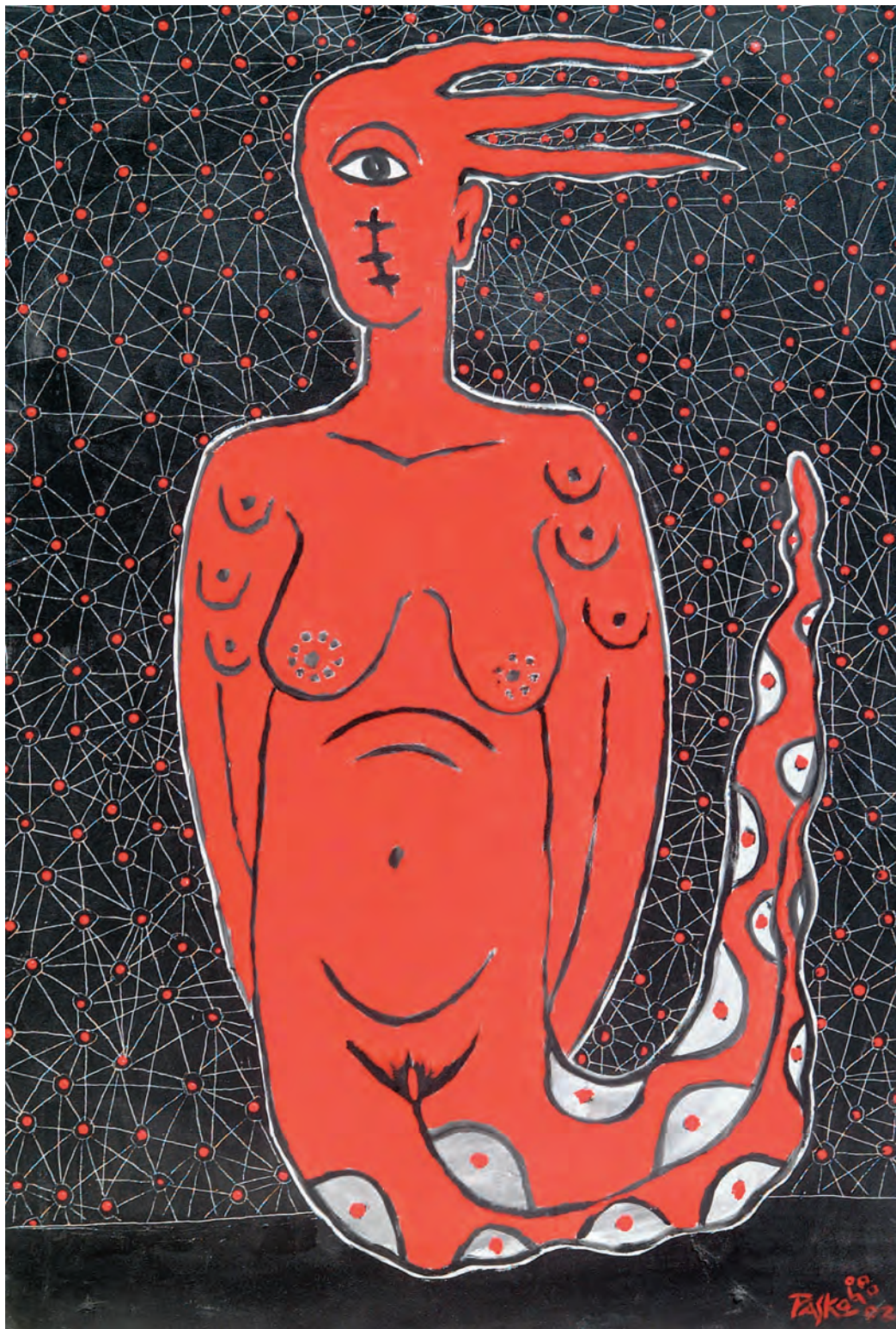
"In the world of policy, culture is increasingly being viewed as a commonplace, malleable fact of life, that matters as much as economics or politics to the process of development."

**Vijayendra Rao og Michael Walton,
Culture and Public Action (2004)**

From a development policy point of view it is helpful to distinguish between two main definitions of culture. Both definitions throw light on the role of culture in development processes in general and in the fight against poverty in particular.

On the one hand, culture can be defined as *identity*. Viewed in this way, culture is the common values, attitudes, preferences, knowledge, etc. that underlie behaviour in a particular social group, and that can have a positive or a negative influence on social development in a given country or region. Culture and value systems are an integral part of the sense of identity and the sense of community of individuals, groups and society at large, and they have an impact on the way society is organised, how resources are distributed and what and how decisions are made. This means that cultural factors are decisive for all other areas of activity and that a thorough knowledge of local socio-cultural features is essential to the success of activities in most of the priority areas in Norway's development policy. The white paper *Fighting Poverty Together* points out that governance measures must be tailored to the culture as well as other features of the country concerned.

If cultural factors are to be successfully integrated in a coherent development policy, all those who work with development policy issues and poverty eradication in the broadest sense will need to



©PASKO PIERRE PASCAL MERISIER PHOTO:ROBERTO STEPHENSEN/KUNSTNERNES HUS

Kunstnernes Hus (“The Artists’ House”), Oslo, March 2003. Measures in the field of culture can be directly related to other policy areas. Co-operation between contemporary artists from Haiti and the Dominican Republic in connection with the exhibition “after Columbus.com” added a new dimension to the dialogue between the two countries.

increase their general cultural expertise. Achieving this is a major task that lies outside the scope of this strategy. The strategy will, however, help to clarify how and why cultural factors play a role in development processes (see the separate section on culture and identity in Part II, Cultural co-operation with countries in the South).

Culture can also be defined as *expression*. According to this definition culture is the creative expression and skills, traditional knowledge and cultural resources that form part of the life of an individual and a society, and that can form a basis for social and political engagement, commercial activity and enterprise development. It encompasses such diverse elements as crafts, design, oral and written history, language, literature, music, theatre, dance, the visual arts, festivals, play and sport, indigenous medicine, architecture, historical and other cultural heritage monuments and sites, and traditional technologies. Culture in this sense constitutes a separate sector of society, involving such issues as establishing good framework conditions for cultural participation, production, consumption and conservation.

These two definitions of culture are closely related. However, the present strategy focuses particularly on the second definition – tangible and intangible cultural expression – and deals with activities within the framework of Norway's culture and sports co-operation with countries in the South. The support for culture and sport provided through development co-operation is primarily directed towards strengthening the cultural sector and promoting a dynamic cultural life and sports activities. Some cultural measures are, however, linked directly to other policy areas, such as peace and reconciliation, good governance and human rights in general.

Culture and value systems are vital for the development of a sense of identity, attachment to place, and social participation. They also affect the economic climate in a country or region, for example through attitudes to innovation and corruption, culture and business development. Cultural factors are also decisive for political development: freedom of expression and the establishment of free media and other arenas for critical debate and cultural confrontation are essential if people are to form their own political opinions and become politically engaged, and are thus inseparable from any real democratic process. Thus, the cultural field plays a key role in Norway's efforts to promote free access to information and to encourage communities of interest and the formation of organisations across group boundaries, all of which are essential to a well-functioning public sector and a dynamic civil society.

All countries need open channels for public debate and mechanisms for the independent scrutiny of the way power and authority are exercised. Vibrant democracy can only exist where there is freedom of expression, arenas for debate and critical and investigative journalism. Independent media – newspapers, radio, television and web-related media – reflect the diversity of views in a society and promote democracy and good governance. *Fighting Poverty Together* states that the media, especially the press, are in a unique position to contribute to the efforts to reveal corruption and violations of human rights. These specific issues are addressed in the Norwegian Ministry of Foreign Affairs' new *Guidelines for Support to Free Media in Developing Countries*. The implementation of these guidelines will therefore overlap to some degree with measures under the present strategy.

There are many examples of conflicts in which religious and cultural differences foster unrest in other sectors of society. Conflicts of this kind cannot be resolved by dealing only with the economic and political causes; they require measures that promote dialogue and make it possible to identify shared norms and frames of reference across political, cultural and religious divisions. Sports activities could offer excellent opportunities for reconciliation measures in areas of conflict, and so do the various forms of artistic expression and intellectual contact. The Foreign Ministry strategic framework *Peacebuilding – a Development Perspective* (2004), which recommends support for actors, mechanisms and processes in civil society that contribute to peace and reconciliation, points out the importance of culture- and sports-related meeting places for reaching conciliators and bridge-builders among the population.

Fighting Poverty Together states that exchanges between Norway and countries in the South are important because self-expression through culture and sport can in itself promote development. Culture and sports activities can also give added value. The influence these activities have outside their own sphere makes them effective instruments in foreign and development policy.

In practice, however, it is neither possible nor appropriate to differentiate between culture and sports activities with a predominantly intrinsic value and those with a predominantly utilitarian value. The focus on culture and sport in Norway's development co-operation is based on the understanding that results can only be achieved if standards are high and the activities are conducted in accordance with prevailing

“Cultural liberty is a vital part of human development because being able to choose one's identity – who one is – without losing the respect of others or being excluded from other choices is important in leading a full life.”

Human Development Report 2004



PHOTO: CAMILLA SOLHEIM/BISTANDSAKTUELT

Freedom of expression and the establishment of arenas for critical debate and exchange of views are essential if people are to become politically engaged and form their own political opinions.

expertise. This requires close co-operation between experts in the various fields. Direct co-operation and exchange of ideas on an equal footing between institutions and actors in Norway and in partner countries are also essential for competence- and network-building among all the parties involved.

Cultural co-operation and the new development policy

Norway's development policy is based on the broad international consensus on fighting poverty expressed in the MDGs. The new policy is based on national ownership in the partner countries and greater co-operation and co-ordination between donors. Greater concentration on fewer sectors in the individual partner countries and a move away from donor-controlled projects towards sector programmes and budget support are key elements of the government's policy. The developing countries are to be the ones to define priorities and decide which sectors should receive assistance.

Norway's culture and sports co-operation with developing countries has been mainly project based. Most measures directed at institutional development and those promoting short-term exchange activities have been implemented in the form of small or large individual projects carried out by a wide range of actors in Norway and in the South, or through multilateral channels. This form of co-operation should be brought more closely into line with recent development policy principles in order to prevent marginalisation and ensure effectiveness and sustainability.

The increasing importance of the cultural field in recent years has been reflected in a growing international interest in "soft power". Soft power refers to the influence exerted by reasoning and persuasion, as opposed to hard power, which is based on military, political or economic strength. Although the growing emphasis on soft power is of special interest to developing countries and small states such as Norway, the major powers are also becoming more aware of the importance of winning support and acceptance for their views in the international community.

In an increasing number of countries, culture has become a key element

in the foreign service's orientation towards public diplomacy, which involves direct communication with selected civil society actors in the partner country in question. Direct co-operation between experts in the cultural and sports fields facilitates the establishment of broad interfaces and alternative channels of communication with important target groups. This approach makes it possible to identify potentially influential agents of change in civil society, to enter into a dialogue with them and to provide support for them in the form of competence- and capacity-building. Examples of such target groups are opposition groups in states with authoritarian governments and marginalised groups that are unable for various reasons to make their voices heard through more official channels for dialogue and co-operation.

In 2004, the government set up a support scheme for free and independent media in selected partner countries in the South. The aim is to promote transparency, democracy and good governance, and the support will be channelled mainly through media undertakings, civil society organisations, government institutions and regional and international organisations. In the dialogue with the authorities in partner countries, Norway attaches importance to promoting the principles of freedom of expression and the right to information, particularly in relation to poor and marginalised groups.

Active cultural contact across national borders is an excellent opportunity for a state to promote its international image by showing what it stands for and what it is able to contribute to the international community. These aspects of cultural co-operation are discussed in the report *Change and Renewal. Norwegian foreign cultural policy 2001-2005* (2000) commissioned by the Norwegian Ministry of Foreign Affairs. Norway's broad engagement, expertise and experience in development co-operation make us a credible participant and a real contributor in the international arena. Our role

as a driving force in humanitarian efforts is a key element in our international reputation, and increases our influence on issues of particular importance for our foreign and development policy, for example our long-term efforts to eradicate global poverty.

Many developing countries are associated primarily with political unrest, military conflict, natural disasters and humanitarian crises. Cultural contact and the exchange of ideas bring out aspects of these countries that seldom reach western media headlines. Highlighting these aspects can project a more balanced image of the country in question and contribute to a more positive self-perception.

A key issue in this connection is whether cultural co-operation should be based on traditional forms of expression or whether more contemporary forms of expression and/or popular culture are better suited to conveying a more complex and innovative image of a country. Protection and promotion of traditional culture are important, both in relation to identity and in terms of promoting global diversity, but this could create an image that is too simplistic and unduly exotic.



PHOTO: GUNNAR ZACHRISEN/BISTANDSAKTUELT

A living democracy requires free media and open forums for societal debate. Radio interview with representatives of the Indian association Self Employed Women in Gujarat, India.

Cultural ties with developing countries are also important for Norwegian cultural policy and for the development of our multi-cultural society. Cultural encounters can counteract stereotyped images of other cultures, prevent the development of prejudice and xenophobia, and foster awareness and knowledge of countries in the South. This will promote greater insight into and respect for our own culture as well as that of others. Cultural input from distant parts of the world stimulates new ideas, provides alternatives to the dominant Anglo-Saxon culture industry, and fosters a better understanding of Norwegian development policy among the public.

History has shown that the potential contribution of culture to development processes can be undermined by cultural generalisations, which can at worst exacerbate discrimination and political repression. Static, reductionist representations of complex culture and value systems also foster cultural determinism, for example the view that certain cultures are more suited than others to the development of a modern market economy and democratic governance.

The aim of Norwegian culture and sports co-operation with countries in the South is to be inclusive and strengthen common frames of reference and to avoid exclusion and differentiation. Thus there is a need to identify measures that will create the most extensive and enduring interfaces with the target groups. Norwegian development co-operation has always taken a broad approach, and is primarily oriented towards the poorer segments of the population. This has produced good results in the field of sport. On the other hand, experience from the arts and other cultural fields has shown that a broad approach tends to result in long-term dependence on assistance whereas co-operation with professionals yields better results since they are to a greater extent able to continue projects without additional external funding.

Cultures change over time and develop through contact with other cultures. Globalisation and technological advances have opened up new opportunities for contact across cultural and geographic borders. At the same time, the growing trend towards homogenisation and commercialisation is putting pressure on many cultures, often to the detriment of traditional local forms of cultural expression. Minor languages and cultures, and developing countries with weak cultural

institutions are particularly vulnerable.

Protecting and promoting cultural diversity affects a number of different policy areas, and is an important item on the international cultural agenda. One of the main challenges is to strike a balance between a country's international obligations and its freedom to develop and implement policies that maintain and protect its own cultural diversity and identity. In recent years several countries, particularly France, have objected to cultural products being treated in the same way as other types of goods and services in international trade agreements. Thus, they claim "cultural exemption" for intellectual goods and other forms of expression that are symbols of identity. The WTO rules have been designed to take account of the needs of developing countries through a *general* exemption for measures to promote exports from developing countries. This means that goods, including cultural goods, from developing countries can be given better unilateral market access than goods from other countries.

"It may be a bridge, a piece of wood. Or a temple, windmill, a painting, a piece of furniture, a mask, a jewel, a bead. It may even be a language, a ritual, or a practice. Whatever it is, it differs from other goods because people may consider it a symbol of something – a nation, a community, a tradition, a religion, a cultural episode – and endow it with various meanings over and above its usefulness..."

Let us say, then, that the good has cultural value in that it is a source of inspiration or symbol of distinction. Therefore, we call it a cultural good."

Arjo Klamer, Culture and Public Action (2004)

In the autumn of 2003 UNESCO's General Conference decided that the Universal Declaration on Cultural Diversity of 2001 should be followed up by a Convention on the Protection of the Diversity of Cultural Contents and Artistic Expressions. In the work on the new convention Norway will particularly emphasise that the convention must be in line with other instruments of international law.





Beyond Borders is a mix of modern dance, Indian tribal rhythm patterns and elements of classical Indian dance. Three ballets by the choreographer Sølvi Edvardsen were performed by well-known Norwegian and Indian dancers in New Delhi in the autumn of 2002 and in Oslo and Bergen in the spring of 2003.

PHOTO: ERIK BERG



PHOTO: MARIANNE RØNNEVIG/NORAD

Lok Virsa, Pakistan – the National Institute of Folk and Traditional Heritage. The museum’s collections include embroidered costumes, jewellery and traditional artefacts made of wood, metal and ivory. The library contains books on anthropology, ethnology, folk music, art, history and crafts.

Objectives

The main cultural policy task for developing countries is to build up a well-functioning cultural infrastructure and to create programmes that promote a dynamic cultural life that stimulates artistic, intellectual and cultural heritage activities. Cultural institutions and organisations are vital for a vibrant civil society and a well-functioning public sector based on broad popular participation. Freedom of expression and the establishment of free media and other arenas for critical debate and cultural confrontation are essential if people are to form their own opinions and become politically engaged, and are vital elements in any genuine democratic development. Culture and value systems affect the political and economic climate in countries and regions, for example through attitudes to corruption and innovation, and are essential for developing a dialogue across established political, economic and social boundaries.

Norway's cultural co-operation with countries in the South should:

- ensure better access to cultural goods and create better conditions for free cultural expression and participation in partner countries; this is a fundamental human right and essential to cultural diversity at national and global level.
- encourage the use of the cultural heritage as a resource for the sustainable development of society, for instance in connection with value creation, business development and the cultivation of a sense of identity.
- disseminate knowledge and facilitate contact across political and religious divisions and help to create a more balanced picture of other cultures, which is essential for inter-cultural dialogue and for underlining common norms and frames of reference.
- strengthen civil society in the South, as a condition for political and economic development.
- promote mutual co-operation on an equal footing between cultural institutions in Norway and in the South, as an essential step in helping cultural institutions both in Norway and in the South to become more professional and internationally oriented.

“Why does culture matter ... for development and for the reduction of poverty? ...

The answer is that it is in culture that ideas of the future, as much as those about the past, are embedded and nurtured. Thus, in strengthening the capacity to aspire, conceived as cultural capacity, especially among the poor, the future-oriented logic of development could find a natural ally, and the poor could find the resources required to contest and alter the conditions of their own poverty.”

**Arjun Appadurai,
Culture and Public Action (2004)**

Forms of co-operation and types of activities

Norway's support for cultural co-operation with developing countries has three main approaches: Establishing and strengthening cultural infrastructure, promoting exchanges between cultural actors (South-North or South-South) and supporting culture through multilateral channels. In practice, institution-building often involves elements of cultural exchange and vice versa: Exchange activities are essential to the development of institutions. A condition of Norwegian support for any activity is therefore that it leads to long-term capacity-building in the developing country in question.

Cultural infrastructure in the South: A sector approach

“Institutional development” in our partner countries covers both physical and organisational infrastructure in the cultural field. This normally includes public institutions, non-governmental organisations and other structures that facilitate cultural participation, production, consumption and preservation. In addition to educational institutions and interest organisations, cultural infrastructure also includes:

- public administrative bodies and academic, cultural and media institutions
- concert facilities, orchestras, choirs, bands, festivals
- theatres, festivals
- galleries, museums, biennales
- publishers, book fairs
- cinemas,, film festivals
- press, radio, television, modern communications technology
- archives, museums, libraries
- cultural centres, Internet cafés, festivals and other kinds of arenas that integrate different cultural fields

There is an extensive need in the world's poorest countries for this kind of cultural infrastructure. Developing countries are facing large and resource-intensive challenges.

In line with the new emphasis on recipient responsibility, donor co-ordination, the programme approach and a greater concentration of efforts, Norwegian embassies have taken the initiative in recent years to channel support for institution-building through specific funds



PHOTO: RIKSKONSERTENE

**Sissel Vera Pettersen
on the saxophone
in Cape Town,
South Africa, 2004.
Norwegian and
South African musi-
cians meet through
the project “Let
me play!”, organi-
sed by the county of
Møre og Romsdal
in co-operation with
Rikskonsertene and
the South African
Mmino Fund.**

set up for cultural purposes or through the cultural authorities in the individual partner countries, partly in co-operation with other donors. Establishing more comprehensive, long-term programmes in co-operation with the authorities in partner countries will strengthen their national cultural policy and administration and promote recipient responsibility.

Treating culture as a separate sector in development co-operation will make it easier for Norway to promote donor co-ordination and facilitate co-financing, with a joint dialogue and joint reporting requirements. The sector approach offers much more potential for a targeted and effective use of resources than a multitude of individual projects.

In recent years, a growing number of developing countries have developed their own poverty reduction strategy papers (PRSPs), which also serve as guidelines for the allocation of support from the international donor community. So far only a few partner countries have included culture in these strategies, although a PRSP should normally cover all aspects of poverty. Norway will advocate in relevant forums to that culture policies are included to a greater degree in national plans and strategies for poverty reduction.

Several developing countries have in recent years indicated interest in broad co-operation in the cultural field. The government will apply a sector approach to this field in selected partner countries that give priority to culture in their plans and strategies, although allocations will still be funded mainly under a global budget item. This will involve a move away from supporting a large number of small projects and towards programmes based on long-term co-operation agreements with the authorities in the partner country. The co-operation programmes will be required to meet local needs and to encourage broad involvement among local co-operation partners.

The practical and financial consequences of introducing a sector approach in countries that are favourably disposed to this mode of co-operation will be explored during the course of 2006. In the meantime pilot projects will be launched in two or three partner countries that are already engaged in and give priority to broad cultural co-operation.

Cultural exchange: Direct co-operation between cultural actors

Cultural exchange involves direct co-operation between Norwegian actors in the cultural field and their counterparts in developing countries.

These activities are essential for institutional development and competence-building. Examples of such activities are:

- planning and arranging concerts, plays, exhibitions, etc.
- touring activities
- organisation of and participation in international festivals, biennales and other kinds of joint cultural arrangements and inter-cultural arenas
- organisation of and participation in seminars, workshops, conferences and other arenas for intercultural dialogue and competence building in the cultural field
- exchanges of individuals
- information activities in connection with culture projects

The arrangements may take place in partner countries in the South, in Norway or in other donor countries, and exchanges may take place between Norway and developing countries or between two or more countries in the South.

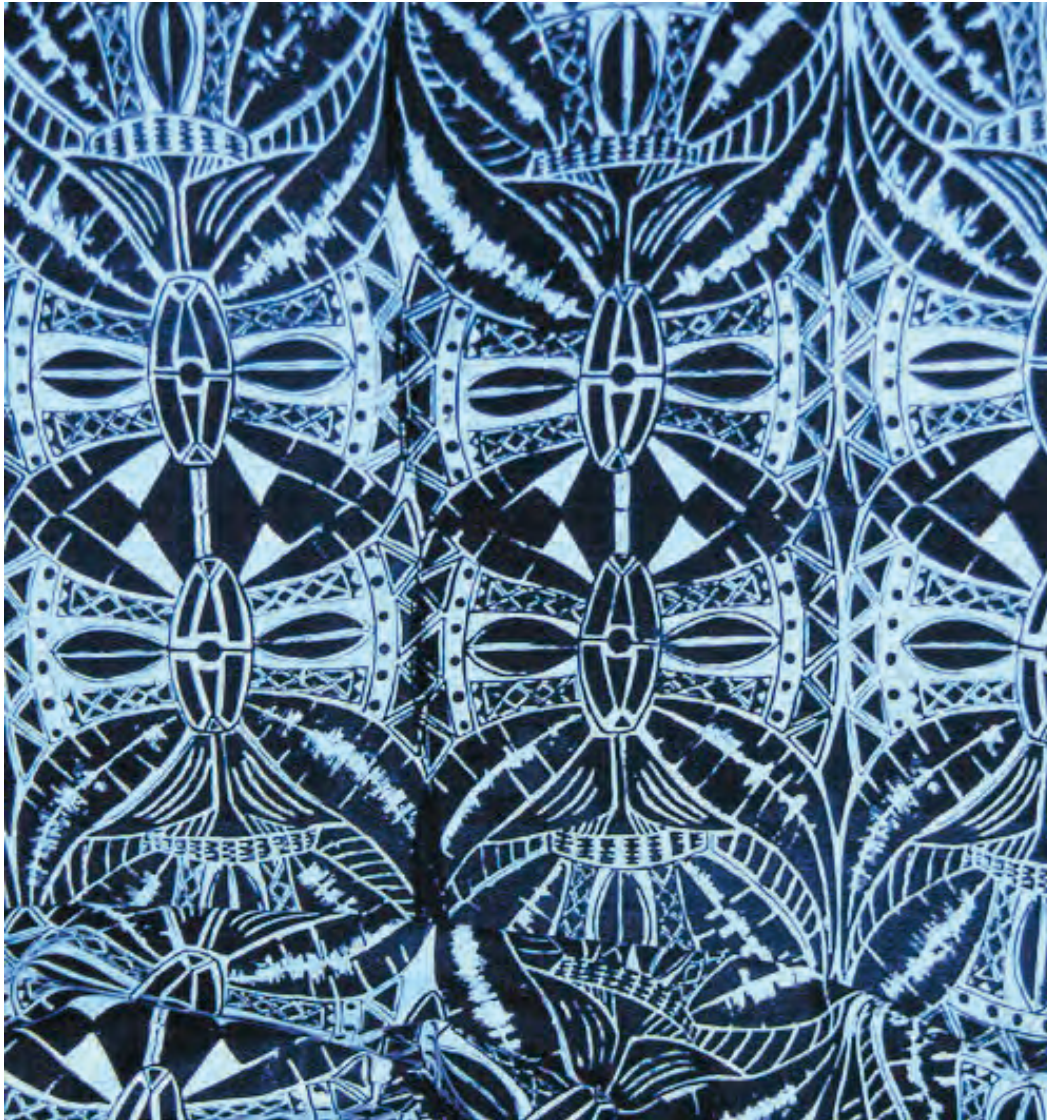
The current project approach will continue to be the most appropriate for regular exchanges between cultural actors in Norway and in developing countries. However, here too there are opportunities for reducing the number of individual projects, for example through long-term framework agreements with actors in the cultural field.

Broad and varied project-based activities are essential to the development of vibrant cultural institutions. Direct contact between cultural institutions and artists will facilitate network and competence building, and will help to ensure high standards.

Co-operation between cultural groups is a good way of establishing a broad interface with important target groups in civil society. Direct institutional co-operation also ensures that these activities are closely linked with the local community. The objective is that the institutions in question should be able to take care of the planning and implementation of individual projects on their own. This will promote competence-building and raise professional standards.

To ensure long-term and predictable co-operation, agreements should be made setting out economic and other framework conditions that will foster good planning and the effective utilisation of resources. It is essential that the organisations and institutions involved in co-operation programmes and projects are as sound and stable as possible, in order to ensure high artistic standards, cost-effective use of resources and sustainable activities in the long term.

The current guidelines for cultural exchange between Norway and countries in the South will be revised in the course of 2005.



Printed textile produced at the Textile and Graphic Design Workshop in Kampala, Uganda, in 1999. The project was the first under UNESCO's cultural programme "Artists in Development", which consisted of 10 workshops aimed at professionalising artists and craftspersons who participate so they can make a living from their work.

Multilateral co-operation

UNESCO is the only UN organisation that has culture as part of its mandate, and this makes it an important channel for co-operation. In addition to the allocations to UNESCO, funds are channelled through multilateral actors in Norway and other Nordic countries that specialise in specific culture-related fields such as the cultural heritage or the protection of monuments and sites, and that can provide technical advice and in network-building in their respective fields.

Norway's cultural co-operation with UNESCO differs to some extent from its other main approaches to cultural co-operation with developing countries. Following a decision to develop prototype framework agreements for co-operation with UN organisations accompanied by more specific programme agreements, a two-year programme agreement on co-operation between Norway and UNESCO was drawn up in 2003. The four programme areas for co-operation in the cultural field specified in this agreement reflect UNESCO's priorities. However, Norway's support to UNESCO's cultural activities should always be co-ordinated with other Norwegian efforts. Thus support to UNESCO will be reviewed regularly in the light of our development policy priorities, in the same way as bilateral projects that receive support through the budget allocation for culture.

UNESCO's expertise and broad international network make this organisation an important channel for Norway's cultural co-operation with countries in the South, particularly in connection with the protection and promotion of the cultural heritage. UNESCO also has a norm-setting function at the international level, which makes co-operation with this organisation essential for professional development in the Foreign Ministry.

Cultural co-operation with UNESCO will be continued on the basis of the current programme agreement. The question of a new two-year programme agreement will be considered in the context of the ongoing process of UN reform and UNESCO's own willingness to reform. Norway expects UNESCO's activities at country level to be in line with national priorities and contribute to improving or building local infrastructure. We also expect the organisation to co-operate closely with other UN organisations, other actors and local authorities.

Allocations

In the 1990s allocations for cultural measures in the development co-operation budget increased from just over NOK 10 million (1991) to just under NOK 80 million (1998). In recent years, support for cultural measures has been concentrated in one budget item (Global allocations, budget chapter 160.73 – Culture) of around NOK 80 million.

However, a number of cultural measures are still financed under other budget items. In 2003, the Foreign Ministry and Norad allocated a total of NOK 110 million to cultural projects. This means that NOK 30 million was allocated to measures that were not classified specifically as cultural projects, but were part of other activities, mainly in connection with local community development, human rights, peace and reconciliation, and the environment. In addition to this comes support for free media, which in 2003 was allocated under several different budget chapters (from 2005 it is being integrated in the regional allocations) and amounted to more than NOK 50 million. This means that the allocations for culture and media-related development co-operation amounted to nearly NOK 160 million in 2003.

Given the cross-sectoral nature of culture, it will continue to be both desirable and expedient to provide support under several different budget items. However, to ensure a professional and holistic approach to cultural co-operation it is important that the ministry's Cultural Relations Department has the overall responsibility for support for cultural measures. One purpose of this strategy is to ensure more holistic management of the various allocations.

Cultural measures that are funded under other budget items should be registered in such a way that it is possible to calculate the total level of support for cultural co-operation. This will promote a more coherent approach and help to make the field of culture more visible in Norwegian development policy, both at home and abroad.

Approximately NOK 50 million a year of the culture allocation has been earmarked for institutional development. The funding requirements resulting from the switch to a sector approach will depend on the partner countries' requests for assistance with building and strengthening cultural infrastructure, and will be examined during the course of 2006, cf. the section on sector programmes above. The intention is to increase Norway's support for the development of cultural institutions in the South.

In recent years, support for exchange measures has amounted to around NOK 20 million a year. International contact is essential for the development of vibrant institutions and organisations in both poor and rich countries. Thus, the aim is to increase support for cultural exchanges between Norway and countries in the South.

The support for multilateral co-operation in the field of culture has in recent years amounted to approximately NOK 10 million per year. The main goal is to strengthen co-operation with UNESCO, provided the organisation is able to show progress in line with the ongoing reform process.



PHOTO: PER KRISTIAN LUNDEN

**Arusha/Manyara,
Tanzania: A female
dancer of the Tumbaini
Group wearing tradi-
tional jewellery.**

Co-operation partners

The Norwegian authorities' most important co-operation partners are national and local cultural institutions and organisations both at home and in the South. The list of relevant Norwegian co-operation partners is extensive and includes:

- specialist bodies that promote international contact (e.g. Office for Contemporary Art Norway (OCA), Norwegian Literature Abroad (NORLA), the Norwegian Centre for International Co-operation in Higher Education (SIU)) and larger cultural institutions that run their own international activities, (e.g. Rikskonsertene, the Norwegian Film Institute, the Music Information Centre Norway (MIC))
- large and small cultural institutions throughout the country (e.g. theatres, orchestras, museums, galleries, dance ensembles, archives, libraries)
- international festivals (e.g. Førde Folk Music Festival, Stavanger International Festival of Literature and Freedom of Speech (Kapittel), Bergen International Festival, Films from the South, Oslo World Music Festival)
- professional organisations and other appropriate organisations in the field of culture (e.g. the Writers' Association, Kopinor – the copyright-holders' organisation, Kulturskolerådet – the Council for Music, Arts and Drama Schools)
- educational institutions for art and culture all over the country
- public bodies (e.g. the Directorate for Cultural Heritage)
- foundations and associations that promote friendship ties, co-operation and inter-cultural contact (e.g. Friendship North/South, Fredskorpset (Norwegian volunteer service))
- The Norwegian/Nordic offices and foundations of multilateral organisations (e.g. Nordic World Heritage Centre)

The large number of actors in the cultural arena has created a need for an overview of institutions that are particularly well-suited as main partners due to their expertise in particular fields or other advantages. A survey of strategic partners is being initiated in 2005, and the resulting overview will form the basis of future agreements on technical advice and administration of project support (cultural exchange) in each field.

Cultural workers will continue to be the main partners in this field. In addition, the Norwegian government will place greater emphasis on involving academics, writers, journalists, etc. in cultural activities and processes. These groups are an important resource in development processes, both as participants in debates on cultural processes and infrastructure, cultural policy, globalisation, inter-cultural dialogue, etc., and as key actors in the development of institutions and organisations that are needed for a well-functioning civil society and a critical public.

Being the only UN organisation with culture as part of its mandate, UNESCO will continue to be an important channel for multilateral co-operation. Cultural activities that form part of friendship links between local communities in Norway and the South play also play an essential role by engaging voluntary groups throughout the country, particularly those involving young people. The Norwegian government will increase its support for such activities with a view to ensuring that Norway's cultural co-operation with countries in the South has a broad scope.

Voluntary aid organisations, which administer a large part of Norwegian development assistance, have only to a limited extent been involved in cultural activities. Under the current *Guidelines for Support for Norwegian and International Organisations* (2001), these organisations' activities should support the role of civil society in development processes. If the increased focus on culture in development assistance is to be successful, the organisations must take cultural factors into consideration to a greater degree. This applies particularly to, for instance, efforts to strengthen the sense of identity and cultural rights of indigenous peoples and other marginalised groups.

Culture and identity

Culture influences societal organisation, resource distribution and decision-making. It is an integral part of the sense of identity and the sense of community of individuals, groups and societies. Approaching local cultures with knowledge, respect and understanding is thus essential if development policy measures are to yield good results.

Furthermore, it is important that development co-operation *strengthens* cultural identity and traditions. We must try to ensure that increasing globalisation does not lead to homogenisation and commercialisation of culture and cultural expression, which would pose a threat to minority cultures. Thus we must encourage the protection and promotion of diversity. This is one of the main goals of Norway's cultural co-operation in general, and of development measures aimed at especially vulnerable groups in particular. Cultural activities should therefore be taken into account in the application of the *Guidelines for Norway's Efforts to Strengthen Support for Indigenous Peoples in Development Co-operation* (2004).

Existing cultural and value systems – the sum of the values, attitudes, preferences, knowledge, etc. on which the identity and behaviour of the members of a social group are based – must be used to a greater degree as positive driving forces in development processes. In order to ensure this, we should emphasise in our dialogue with our partner countries that reform processes must take place within a democratic framework that safeguards the rights of individuals and groups. This



PHOTO: TOM E. ØSTHUS/DAGBLADET

Stavanger, February 2005: Writer and regime critic Chenjerai Hove from Zimbabwe has been offered refuge by the Norwegian Cities of Asylum.

means that local cultures, including those of minorities and indigenous peoples, must be taken into account in decision-making processes and that their rights must be respected and protected.

Ways in which Norway can strengthen the socio-cultural dimension in its development co-operation will be explored in a separate document. This dimension is also to be emphasised more strongly in tools and manuals. The first step will be to determine how cultural issues are being incorporated in the application of the *Guidelines for Norway's Efforts to Strengthen Support for Indigenous Peoples in Development Co-operation*, of the *Strategy for Delivering Education for All*, of Norway's *Development Strategy for Children and Young People in the South* and of the *action plan for combating HIV/AIDS*.

Given the influence of cultural factors on all aspects of development, the government will emphasise socio-cultural sustainability in its dialogue with our partners. *Fighting Poverty Together* points out that governance measures must be tailored to the specific culture and country concerned. This requires systematic cultural studies, in which the target groups in question participate in the planning, development and implementation of development measures, programmes and reform processes. However, cultural studies are costly and time-consuming and it will be up to the authorities in the countries in question and the NGOs operating at country level to decide whether such studies are to be carried out. Norway will, however, encourage such measures so as to ensure that the solutions chosen have the necessary local ownership and sustainability.

Thematic priority areas in the cultural field

In order to achieve greater synergy between the three forms of cultural co-operation – support for cultural infrastructure, cultural exchange and the use of multilateral channels – it is essential that the various efforts complement and reinforce each other.

The government will facilitate co-ordination of efforts in the cultural field by focusing particularly on the following thematic priority areas:

- protection and promotion of the cultural heritage
- cultural rights, freedom of expression and intellectual property rights
- cultural and peacemaking activities
- cultural diversity and inter-cultural dialogue
- culture and enterprise development/development of cultural industries
- culture and media development

These thematic areas correspond to those specified in the current programme agreement for Norway's co-operation with UNESCO in the cultural field.

Cultural changes are controversial, and touch on issues such as tradition versus modernity, globalisation and the commercialisation of culture, gender, and religious beliefs and practices with political implications, as manifested in many fundamentalist and other authoritarian regimes. Thus surveys and assessments of specific needs and conditions

in the partner country must be carried out at regular intervals so that thematic priority areas can be adapted to local conditions. The choice of cultural priorities in an individual country will also depend on the priority sectors (health, education, good governance, etc.) Norway is focusing on in that particular country at the time.

Geographic priorities

The culture allocation is a global allocation. In line with development policy priorities, the major part of the culture allocation has been used to fund activities relating to Norway's 18 partner and seven main partner countries (2005).

In the poorest countries there is a particular need for measures that *strengthen cultural infrastructure*. A sector approach, as described above, will be adopted in partner countries that are favourably disposed to this mode of co-operation. However, it is important to ensure that bilateral exchanges, multilateral co-operation and cultural co-operation through NGOs, schools and local authorities' friendship activities support these measures.

Norway has seven main partner countries and 18 other partner countries (2005).

Main partner countries are Tanzania, Mozambique, Uganda, Zambia, Malawi, Bangladesh and Nepal.

Other partner countries are Angola, Ethiopia, Eritrea, Kenya, Madagascar, Mali, Nigeria, South Africa, Afghanistan, Indonesia, China, Pakistan, Sri Lanka, Vietnam, East Timor, Palestinian Area, Guatemala and Nicaragua.



METTE TRONVOLL: ISORTQO UNARTOQ # 3 1999 ©METTE TRONVOLL/BONO, OSLO 2005

In the autumn of 2004 the Office for Contemporary Art Norway (OCA) co-ordinated an interdisciplinary cultural programme called GÅP HANOI in connection with the Norwegian state visit to Vietnam. It included concerts, film screenings, seminars, lectures and a workshop for Norwegian and Vietnamese artists and performers in a variety of disciplines. The Norwegian participants included photographer Mette Tronvoll, film director Hans Petter Moland, musician and painter Magne Furuholmen, painter Olav Christopher Jenssen and graphic artist Per Kleiva.

Exchange activities are most likely to be successful in countries where there is already a certain level of cultural infrastructure. Established institutions and organisations that can co-operate on an equal footing are vital if the activities are to have a long-term effect after the respective projects have been completed. A balanced relationship is also necessary if the activities are to have a reciprocal effect instead of simply being transfers of money or expertise. Among the benefits to Norwegian actors of taking part in international cultural co-operation are the opportunities it offers for exchanges and professional network-building.

Thus, the same geographic priorities will not apply to exchange activities as those applying to support for cultural infrastructure. The determining factors for supporting exchanges will be the extent to which cultural co-operation with the country in question is considered beneficial, and whether the activities are broadly in line with development policy and/or foreign policy thinking. India and South Africa, for example, would as major regional powers be considered interesting co-operation partners.

Exchange activities will be regularly reviewed in the context of Norwegian efforts and involvement in geographic priority areas, for example where they can complement Norwegian efforts in peace and reconciliation processes. In countries where the sector approach is not appropriate, or where support for the cultural sector is administered by other donor countries, Norway will consider supporting exchange activities that would strengthen existing cultural programmes and/or priority sectors for Norway's co-operation in the country in question (health, education, etc.).

Target groups

Measures in the cultural field often targeted at seemingly small groups and sometimes even individuals, and not necessarily at the poorest and most deprived. However, artists, intellectuals and other actors in the cultural field play an important role in forming public opinion, and are able to reach a broad section of the population through cultural activities. Thus, these groups are important agents of change and key target groups for Norwegian cultural co-operation.

Developments in the media have made it easier to stimulate and influence change processes by supporting the above groups, which can make it easier to influence other target groups for Norwegian

development policy, both directly and indirectly. To take one example, support for artists and cultural workers can help to strengthen women's rights, particularly in partner countries where women's culture and modes of cultural expression are repressed. The same applies to children's and young people's rights, (cf. *Strategy for Women and Gender Equality in Development Co-operation 1997-2005* (the revised strategy for the period 2006-2015 is in preparation in April 2005) and the development strategy for children and young people in the South, *Three billion reasons* (2005)).

Culture is also a priority area in the context of the rights of indigenous peoples. The Foreign Ministry's *Guidelines for Norway's Efforts to Strengthen Support for Indigenous Peoples in Development Co-operation – A human rights-based approach* (2004) does not specifically mention the importance of cultural co-operation, but is based on the assumption that socially, culturally and/or linguistically, most indigenous peoples differ from the majority population of their society. Indigenous peoples' culture is closely linked to the land areas they have traditionally inhabited. The fundamental importance of culture and value systems in shaping identity and a sense of belonging is particularly evident in indigenous peoples' claim for the right to practise and develop their own culture. Support for indigenous peoples' forms of artistic expression is also an important means of promoting global cultural diversity.

In addition, specific measures adapted to local conditions can be developed for more closely defined target groups in line with priority areas, for example as part of awareness campaigns about HIV/AIDS.

Cultural co-operation with countries in the South is also an important means of providing information to the Norwegian public. The presentation of films, art, music, etc. from these countries promotes interest in previously little-known cultures, leading to greater knowledge and respect both for the other culture and for Norwegian culture. The many international festivals that take place all over Norway every year encourage the exchange of ideas, build competence, and reach out to a broad section of the public. In a multi-cultural society arenas of this kind can help to weaken stereotyped images of, for example, minority groups, and discourage prejudice and xenophobia. Cultural exchanges with countries in the South also raise awareness and understanding of Norwegian development policy.

“In those States in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with the other members of their group, to enjoy their own culture, to profess and practice their own religion, or to use their own language.”

Article 27, UN Covenant on Civil and Political Rights



PHOTO: KNUT NÆRUM



PHOTO: KJERSTI LIE HOLTAR

Namibia, 1999. Satirist Knut Nærum and stand-up comedian Jonas Rønning instruct young Namibians on on-stage language use based on local story-telling traditions. The co-operation between Isandi and the National Theatre of Namibia was followed up with new workshops in 2002.

Staffing and competence-building

Most of Norway's cultural co-operation with countries in the South takes place in countries and regions that are far away – in the cultural as well as the geographic sense. Norwegians have had little cultural contact with these countries and have limited experience of them. This makes it even more important to take a comprehensive approach that incorporates long-term, systematic planning. Professionally run cultural co-operation will therefore require strategic partnerships and greater expertise in the Norwegian administration, both at home and abroad.

Administering cultural activities is resource-intensive, especially in terms of personnel. A reorientation towards a sector programme approach to institutional development will, in countries interested in such co-operation, involve new tasks and thus further increase the need for expertise at the foreign service missions in question. The advantages of closer cultural co-operation between embassies in a particular geographic region will be explored on the basis of previous experience. Such an arrangement would promote competence-building and facilitate co-operation between countries in the South (South-South co-operation) and between Norway, other donor countries and a partner country (triangular co-operation).

The main task for Norad in this connection will be to highlight culture as a separate area on the same lines as other priority areas for development efforts, and to provide technical advice on cultural development issues to the Foreign Ministry and to foreign service missions in the countries involved. Norad also plays a key role when it

comes to evaluation. In its administration of support schemes for non-governmental organisations, Norad should emphasise the importance of socio-cultural issues in order to ensure that existing culture and value systems are used as driving forces in development processes. NGOs should also be encouraged to support and include culture in their activities.

In recognition of the role of cultural factors in development processes, the authorities will consider the possibility of increasing the capacity of Norwegian cultural institutions to engage in cultural co-operation with countries in the South. This will be evaluated in connection with the review of relevant co-operation partners in the Norwegian cultural sector (cf. section on co-operation partners). In addition, actors in the Norwegian cultural sector will have the opportunity to work for short periods in the Ministry of Foreign Affairs and at the appropriate embassies.

The diversity of new actors and the growing activity in the sector have increased the need to establish structures and permanent forums for exchange of information and experience between actors both in the individual fields and in the cultural sector as a whole. Thus, it will be useful to set up permanent arrangements for dialogue between relevant actors in the cultural field and

the Foreign Ministry in addition to Rådet for internasjonal kultur og samfunnskontakt (the council set up for advising the Foreign Ministry on matters relating to public diplomacy).

“Working with culture can be an ungrateful task, in that it is often difficult to produce practical results or to demonstrate its usefulness. It is a path of many tiny steps. In a way one might say that it follows the principles of homeopathy: It works, strongly distilled, some times invisibly. But every step, every drop counts.”

Erik Fosnes Hansen



PHOTO: PER KRISTIAN LUNDEN

Dar es Salaam, Tanzania.
Marimba Studio is a locally
run music studio that has
specialised in recording
Tanzanian and other
East African music, both
traditional and modern.

Reporting and evaluation

In recent years the cultural field has become a small but important part of Norwegian development co-operation. However, cultural activities have been insufficiently systematised, documented and debated compared with other development policy areas, and there is relatively little experience in this field.

In order to expand cultural co-operation it will be necessary to initiate pilot projects and provide opportunities for experimenting with different types of activities, which again must be reported on, monitored and evaluated. Criteria for assuring quality and assessing performance will also have to be developed.

Performance criteria for culture in development co-operation will be developed.

The consequences of cultural activities tend to be long-term and indirect, and results are therefore less easy to measure than in other areas of development co-operation. This makes it all the more important to establish procedures for reporting and systematic evaluation.

Norad, whose mandate covers research co-operation, evaluation and quality assurance, will have to give priority to studies and research projects that examine the relationship between culture and development and between the cultural field and related fields like the media and education. This will help to maintain momentum and focus on cultural co-operation with countries in the South, in addition to being essential for further development of this field of co-operation.

The present strategy, which covers the period 2006-2015, will be evaluated and, if necessary, modified in 2010.





SPORTS CO-OPERATION WITH COUNTRIES IN THE SOUTH

**Ramallah, Palestina. School girls
with Right To Play's red ball.**

PHOTO: RIGHT TO PLAY/NIF



PHOTO: CORNELIUS POPPE/SCANPIX

**Ekebergsletta, 2001. Norway Cup
– an arena for co-operation on
equal terms between actors in
Norway and partner countries in
the South.**

A rights-based perspective and the Millennium Development Goals: The role of sport

In recent years there has been growing awareness, at both national and international levels, of the importance of sport in development processes. The main focus has been on sport as an effective method for reaching important development goals, for instance as a tool in peace and reconciliation efforts.

In line with the expanded concept of culture and the present strategy's definition of culture as "expression" (see Part II), sport is here viewed as a creative form of expression, a skill and a cultural resource. Like culture in general, sport is an integral part of the lives of individuals and of society as a whole, both in developing countries and in the Western world. Sport is not specifically mentioned in the UN Declaration of Human Rights, the International Covenant on Civil and Political Rights or the International Covenant on Economic, Social and Cultural Rights, but the Convention on the Rights of the Child recognises the child's right to "engage in play and recreational activities appropriate to the age of the child". The Convention on the Elimination of all Forms of Discrimination against Women affirms that "on a basis of equality of men and women" women must be ensured "opportunities to participate actively in sports and physical education".

This is the backdrop for this strategy's rights-based approach to the allocation of funds to sports-related measures under the development assistance budget. The vast majority of countries we are likely to co-operate with have signed relevant UN instruments like the Convention on the Rights of the Child that form a common basis for local dialogue and co-operation.

In 2003 a cross-disciplinary group with representatives of various UN offices and agencies published the report *Sport for Development and Peace: Towards Achieving the Millennium Development Goals*. The report defines and describes the role of sport in development processes based on the view that sport is a human right, has an intrinsic value and can be used as a tool for achieving peace and development, and thus also the MDGs. The present strategy is based partly on the UN report.

The nature of sport makes it a versatile and practical tool for achieving the MDGs:

- Sport has a positive effect on health and reduces the probability of contracting disease.
- Sports programmes are an effective instrument of social mobilisation and can be used to supplement development-related activities such as HIV/AIDS information campaigns and vaccination programmes.
- Sport can be an economic driving force by creating jobs and thus stimulating development at the local level.
- Sport provides important opportunities for voluntary work.
- Participation in sport and other outdoor recreation activities often promotes environmental awareness.

A balance must be found between development policy goals and the intrinsic value of sport as an activity. Sports measures should be designed to encourage participation and enrich the lives of people who live in poverty.

Sport for all: An overarching vision

The present strategy is based on the vision of "sport for all". The aim of the measures outlined here is to ensure that everyone has maximum opportunity to participate in appropriate physical activities.

The strategy targets grassroots sport. Competitive sport is not included.

In Norway sport is usually distinguished from physical activity. The government white paper on the changing world of sport defines sport as activities in the form of competitions or training in the framework of organised sports, while physical activity refers to self-organised training and exercise. The above-mentioned UN report on sport as a tool for development and peace defines sport as "all forms of physical activity that contribute to physical fitness, mental well-being and social

interaction". This includes play, recreation, exercise and competitive sports in addition to indigenous sports and games. The present strategy is based on the UN's broad definition.

In a rights-based perspective sport is far more than a practical method of achieving development and peace. The opportunity to take part in and enjoy sport is a right in itself, which must be promoted and safeguarded. Sports activities and play are not just a means to an end, but

1. States Parties recognize the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts.

2. States Parties shall respect and promote the right of the child to participate fully in cultural and artistic life and shall encourage the provision of appropriate and equal opportunities for cultural, artistic, recreational and leisure activity.

**Article 31,
UN Convention on the Rights of the Child**



PHOTO: NORAD

A football team in Mozambique with T-shirts from Norway Cup 2003.

also an end in themselves. The fact that the opportunity to take part in sport and play is viewed as a right, means that we have a responsibility to ensure that this right is realised and respected. Political authorities, the UN system and others thus have an obligation to ensure that opportunities for all to participate in sport and play are created, not obstructed.

Nonetheless many people are prevented from participating in sport and play, mainly by: A lack of leisure time and opportunities for relaxation, particularly for children and young people, and discrimination on the basis of gender and/or functional ability. This right is therefore often referred to as the “forgotten right”, and “sport for all” cannot necessarily be taken for granted. Promoting girls’ right to take part in sport on an equal footing with boys, for instance, is controversial in many communities. Similarly, efforts to develop democratic sports organisations at the grassroots level can be a major challenge.

The potential and the limitations of sport

Sports activities are essential for young people’s development because they promote physical and mental health and create valuable social bonds. Sport offers an arena for play, participation and self-realisation, which is particularly important for young people who have few opportunities to engage in meaningful activities. Sport is an alternative to drug abuse and crime, and it has been documented that encouraging physical activity through sport in schools leads to improvements in academic results.

The potential of sport as a tool for promoting development and peace is under-utilised. Sport is more than just a side-effect of development; it is a driving force for development. When sports programmes are used effectively they promote social integration, dialogue and

tolerance. For example, sport is an excellent tool in public awareness and information campaigns. Well-organised sports activities are a practical and cost-effective means of reaching peace and development goals.

The role of sport is emphasised in the Foreign Ministry’s development strategy for children and young people in the South, which stresses the importance of sport for particularly vulnerable groups of children because it improves their mental and physical health.

At its best, sport is an arena for learning and practising democratic co-operation. Voluntary work and participation in organisations provide opportunities for learning and gaining experience, which means that voluntary sports activities can function as a school for democracy.

Many of the values associated with sport are relevant to conflict resolution and peace efforts. Well-organised sports activities teach the participants respect, honesty, empathy, and the importance of having rules, and improve their communication and co-operation skills. These skills and values are essential in conflict resolution. Sport can therefore promote trust and respect between people. It is also an excellent way of conveying these values in a way that is fun and engaging, especially for young people.

Achieving social development in countries and areas marked by conflict requires a strong and viable civil society that can create good, secure living conditions. The use of sport is a good example of socie-

ty-building from below and encouraging voluntary sports activities is part of the process of building a society’s infrastructure.

Sport is essential to *human development*, but it also *stimulates economic development*. It is not only an economic driving force in its own right; it can also be a catalyst for economic development by increasing productivity, preventing disease, decreasing welfare expenditure, and increasing people’s chances in the labour market. Sport can also be

“Providing support for ‘sport for all’ is an approach Norway has increasingly introduced for especially vulnerable groups of children in its development co-operation, in order to promote their mental and physical health. In the Middle East, the Balkans and many countries in Africa, Norway has supported children’s and young people’s own organisations and, through competitions and tournaments, promoted understanding and reconciliation across ethnic, cultural and racial borders. Young people find it easier to cross ethnic barriers and national borders. Historical prejudices and traumas often recede into the background if common activities that unite people can be promoted. Norwegian sports organisations, clubs and teams have increasingly engaged in organisational co-operation with partners in developing countries in recent years, including in connection with efforts to combat racism in their own communities. Schools are especially important in promoting ‘sport for all’.

It is important to support the intrinsic value of sport, in the form of the joy and opportunities for expression, inclusion and sense of achievement that it offers. For girls and young women, sport is an arena that can make a significant contribution towards promoting gender equality.”

The Ministry of Foreign Affairs’ development strategy for children and young people in the South, Three billion reasons (2005)



PHOTO: RIGHT TO PLAY/NIF

Sports activities should be designed to encourage participation and enrich the lives of young people living in poverty. Girls playing, Pakistan.

an engine for economic development at the local level by stimulating demand, building infrastructure, etc.

Marginalised groups such as refugees, internally displaced persons, orphans and former child soldiers can derive particular benefit from the normality of sports activities, which provide structure in the midst of instability.

At the same time, it is important to have realistic expectations about what can be achieved through sport. Sport is no guarantee of peace and development, nor is it a blueprint for solving major social problems.

Many sports involve competition and fighting, and the language of sport often emphasises confrontation and conflict. There are plenty of examples of abuse both in and of sport. Cheating, crime, corruption, discrimination and excessive nationalism are all found in sports environments, showing that sport is not an activity divorced from the rest of society. The same can be said of the danger of abuse and exploitation of young boys and girls, and particularly of promising talents.

Thus there are certain conditions that must be fulfilled in order for sport to function as a positive force, for instance in conflict situations. It is essential to safeguard the intrinsic rewards of sport such as the sense of accomplishment and the opportunity for self-realisation, and its inherent values: Joy, companionship, health and fair play.

The vision of “sport for all” is a vision of sports activities that are inclusive and not exclusive, that foster solidarity and not antagonism.

Priorities: Policies and sectors

In 2003 approximately NOK 23 million was allocated in the Norwegian development co-operation budget in support of sports activities. Various departments of the Foreign Ministry and Norad assign the funds on the basis of applications, which come mainly from sports organisations and only to a limited degree from NGOs. The Norwegian Confederation of Sports has a framework agreement with Norad. Other major recipients of support have been the Norwegian Olympic Committee and Confederation of Sports (NIF), the Football Association of Norway and the humanitarian organisation Right to Play.

The government will:

- maintain and strengthen the role of sport in its development policy.
- integrate the sports dimension in the sectors of education, health, HIV/AIDS, civil society, and peace-building/conflict prevention, and will work strategically within the UN system to promote the sports dimension.
- support organisations and institutions that provide broad opportunities to engage in sport.
- continue and intensify co-operation with sports organisations and NGOs on peace-building and conflict prevention efforts and on combating corruption in sport.

The sports perspective will be integrated in certain priority areas in development co-operation and organisations, and institutions that provide broad opportunities to engage in sport will be supported. This means that at the policy level a strategic approach will be taken, in consultation with sports organisations, to institutions and organisations with which Norwegian authorities co-operate in the following priority sectors: Health, HIV/AIDS, education, civil society-building and peace-building/conflict prevention. Sport in schools will be given special priority.

“Sport can play a role in improving the lives of individuals, and not just individuals, but whole communities.

I am convinced that the time is right to build on that understanding, to encourage governments, development agencies and communities to think how sport can be included more systematically in the plans to help children, particularly those living in the midst of poverty, disease and conflict.”

Kofi Annan, Secretary General UN

“Sports aid” will not be grouped together in a single budget item and will not be administered by a specific administrative unit. However, the measures will be registered in such a way that the level of support can be calculated.



PHOTO: TONE SLENES/NORAD

**Norway Cup 2002: Bernhard and
Lyson from EDUSPORT, Zambia.**

National ownership

A principle of development policy is that development co-operation should be owned by the national authorities. Norway's task is to facilitate long-term institution- and competence-building.

The principle of national ownership applies to sports-related assistance as well. So does the principle of donor co-ordination. Although no formal mechanisms for donor co-ordination have been established with regard to sports-related measures, sports organisations should, in co-operation with Norwegian embassies, exchange information and co-operate with other donors such as the UN. Norway will promote such efforts in forums where we are involved.

Co-operation with a local partner as well as national/regional/municipal authorities is necessary. Voluntary sports organisations in the partner countries that can serve as partners should be identified and experience has shown that co-operating with an NGO that is represented locally can also be beneficial. This type of co-operation will be given particular priority.

Strategic partnerships: Co-operation with NGOs

Norad will play a key role in the implementation of Norway's sports-related assistance, since it administers support for NGOs. Co-operation with NGOs, first and foremost with the Norwegian Olympic Committee and Confederation of Sports (NIF), the Football Association of Norway and the international humanitarian sports organisation Right to Play, will be continued. Sports co-operation will be based on consensus among sports organisations and the authorities on key values and goals such as "sport for all". The most important actors and arenas are:

- *the Norwegian Olympic Committee and Confederation of Sports (NIF).* Founded in 1861, it is today Norway's largest voluntary sports organisation. NIF has integrated co-operation projects with developing countries in its activities since 1984, and the organisation has acquired considerable expertise in the use of sport as a development tool. NIF's activities in the South are mainly concentrated in southern Africa, and include building local competence in the sports sector. NIF's efforts focus particularly on children, young people, women and the disabled.
- *the Football Association of Norway (NFF)* believes in the principle that sport should be open to all, and that no one should be excluded on the basis of social or cultural background, gender, disability,

age, sexual orientation or similar reasons. NFF seeks to ensure that wellbeing, joy and solidarity are promoted at every level of the organisation. It makes use of football projects, like football schools and tournaments, as a method of inter-cultural communication and reconciliation between the parties in a conflict or reconciliation process (for example the Open Fun Football School).

- *Kicking AIDS Out.* This international network was established by South African sports organisations to promote the use of sport to spread information about HIV/AIDS. It consists of organisations from southern Africa, the United Kingdom, Norway and Canada, and produces information material for the member organisations to help them use sport as a method for combating the spread of HIV/AIDS.

Johann Olav Koss

- *Right to Play.* This Canadian-based NGO (formerly Olympic Aid) was founded in 1992 in connection with the 1994 Olympic Games in Lillehammer and is headed by the former speed skater Johann Olav Koss. The organisation initiates development programmes that use sport and play as a means of promoting children's physical and mental development. Right to Play is represented in Latin America, Africa and Asia, and works mainly in refugee camps. Norway currently supports programmes in Afghanistan, Pakistan, Benin and the Palestinian Area/Israel.
- *Norway Cup.* This football tournament has become an important international meeting-place for boys and girls between the ages of 10 and 19. A shared interest in football brings these young people together across cultural, social and economic boundaries.

Co-operation with these organisations is based on their track record and their expertise, experience and networks at local and international levels. The present strategy takes advantage of the fact that the various organisations complement each other and have different types of experience of development co-operation.

Co-operation with NIF and NFF will continue to be given priority. The focus will be on building sports structures and on capacity-building in partner countries. This will maintain and strengthen the role of sports expertise in development policy.

The government will continue to support the development of grassroots sport in co-operation with sports organisations. Voluntary efforts and the exchange of expertise between North and South and South and South will be encouraged.

The most important contribution Norwegian sport can offer in connection with international peace and conflict resolution efforts and



PHOTO: MARTE LIA TORSKEN/VENORAD

Norway Cup 2004:
Nelime Fiona from the
Nsumba Orphanage
in Uganda is the
captain of the "Bring
Children From
Streets" girls' team.

development co-operation, is to help build sports structures in partner countries. The structures and expertise already built up in Norway put us in a good position to share experience and offer advice.

Right to Play is another key partner due to its competence in the field of sport and play, and in development assistance and emergency relief, and to its extensive international and multilateral network of partners.

At present few Norwegian NGOs use sport in their development co-operation efforts. This means that there is considerable potential for increasing activity within the framework of existing agreements with Norwegian NGOs. Under their co-operation agreement with Norad, NIF and NFF advise on the use of sport as a method in development co-operation, and will also be valuable as advisers and facilitators in the efforts to enhance the role of sport. Other NGOs that use sport as a tool in development co-operation and/or humanitarian efforts will also be eligible for support.

As in other areas, the embassies are encouraged to form strategic partnerships in the field of sport with NGOs wherever this is appropriate in the context of the sector in question and of Norwegian development co-operation as a whole. Strategic partnerships can be formed with organisations that have relevant expertise, networks with local partners or other comparative advantages. These partnerships will be financed with funds from the embassy's share of the regional allocations.

When paid services are involved, especially services or projects that are wholly funded with public money, a high professional standard is required of the organisation in question. NGOs are also expected to be aware of their dual role as professional service providers on the one hand and voluntary organisations on the other. They are also expected to continually assess the possibility of establishing organisations based on local volunteers.

The multilateral dimension

The government supports the main conclusions in the UN report *Sport for Development and Peace*:

- Sport is a driving force in development processes and should to a greater extent be used to supplement, or as an integral part of, UN activities.
- The main form of co-operation should be partnerships between relevant UN agencies/organisations, national/local authorities and sports organisations (where such organisations exist).

The government will work in relevant multilateral forums to ensure that:

- programmes that strengthen sport in terms of organisation, quality and breadth receive more attention and resources.
- sport is better integrated in the development policy agenda, including in the UN.
- sport is integrated in programmes for peace and development.

The government has a positive attitude to co-operation with UNESCO, UNICEF and UNHCR on sports-related assistance.



PHOTO: PRIVAT

**The Olympic Stadium, Kabul.
The football team Kabul United,
which participated in Norway
Cup for the first time in 2003,
together with Bjørn Johannesen,
who stood behind the initiative
that brought them to Oslo.**

Allocations

The government will strengthen its sports-based development co-operation in the period 2006-2015. School sport and the development of national sports organisations in our partner countries will be priority areas.

Reporting and evaluation

Performance criteria for the use of sport in development co-operation and procedures for systematising lessons learned (including a database of information gathered from experience) will be developed in co-operation with the Norwegian University of Sport and Physical Education and other relevant research institutions in like-minded and partner countries. This will take the form of a research project that will investigate the various models of co-operation, including the multi-lateral model.

The government will consider supporting research projects that can provide decision-makers in the public and private sectors with more knowledge about sport as a driving force in development processes. The research project(s) should have a local partner in the South.

The results of such research projects will be presented at an international conference on sport for development and peace to be organised by Norway (Norad) in co-operation with research communities, sports organisations, partner countries and institutions, including relevant UN agencies and organisations. The conference could take place in connection with Norway Cup.

The present strategy will be evaluated and, if necessary, modified in 2010.

