

Proceedings



Opportunities and Challenges in Sport

Bilateral German-Israeli Symposium

7–9 October 2015

Federal Ministry of the Interior, Germany

Federal Ministry of the Interior, Germany, and the Ministry of Culture and Sport, Israel,
in cooperation with the International Council of Sport Science and Physical Education



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Federal Ministry
of the Interior



Bundesinstitut
für Sportwissenschaft



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Greetings

**from the
Minister of Culture and Sport,
MK Ms. Miri Regev**

In 2011, a memorandum was signed between Israel and Germany which documented understandings between the two countries on sport-related issues. That same year, the Wingate Institute in Israel held a joint conference titled Sport as a Mediator between Cultures. The conference was attended by the Israeli Minister of Sport, by the Ministry of the Interior responsible for sport in Germany and additional representatives from 32 countries around the world.

We maintain a genuine friendship with Germany, a country that can support Israel on many sport-related issues, contribute to promoting research and other developments in national sports, instill important values and empower our society. This collaboration between our countries has remained intact for nearly 50 years and has a powerful impact on building a mutual relationship and confidence between the two countries following the tragedies of World War II.

Sports in general, and particularly competitive sports, are an international language that is spoken by all. Throughout history, this language has brought people together and created peace and brotherhood between nations. Both recreational and competitive sports have the ability to penetrate the heart and draw communities and nations closer to one another, and this is particularly true for the younger generations.

Hand a ball to two small children who have never met before and do not even speak the same language and see how quickly and powerfully sports can create a bridge between people. I would like to take this opportunity to thank our hosts from the German Ministry of the Interior, which is responsible for sports, as well as the representatives of the International Council of Sport Science and Physical Education for their help in coordinating and organising this seminar.

I would also like to thank the representatives of the Sports Administration from my own ministry, who will be lecturing at this important symposium on the significant activities that the ministry has advanced in recent years and especially since my appointment as Minister of Culture and Sport – to advance sport in the periphery of Israel, to advance women in sport, to promote physical activity and sports among children and youth, to enhance ethical and administrative aspects of sports in Israel, and to build new, state of the art sport facilities.

MK Miri Regev
Minister of Culture and Sport

A handwritten signature in black ink, appearing to be 'Miri Regev', written over the printed name.

Greetings

**from the
Federal Minister of the Interior
Dr. Thomas de Maizière**



“Challenges and opportunities in sport” is the title of our joint symposium this year. It is a very special symposium, because it takes place exactly 50 years after Israel and Germany first established diplomatic relations. Sport, however, had been an important means of rapprochement between Germany and Israel already before they established diplomatic relations. Meanwhile, numerous sport events covering practically every discipline have taken place in both of our countries. Personally, I was particularly pleased that Berlin was host to the most recent European Maccabi Games in July this year – an enjoyable, ambitious and successful event.

When we look at the agenda of this year’s symposium, the selection of topics already reflects the depth and quality the exchange among our two countries has reached in the field of sport policy. Questions that are of great concern to both countries, such as access to sport as a fundamental right for all or the fight against betting fraud and corruption in sport and related policy challenges and solutions, can only be discussed on the basis of great mutual esteem and trust. I am proud and thankful that we can share our views on all these issues in a trusting and open manner.

I look forward to a fruitful exchange, and I am confident that the symposium will also help strengthen the good cooperation between our two countries even further. I am especially grateful to our Israeli partners and friends for their excellent teamwork during the planning and organization, and to the International Council of Sport Science and Physical Education for its assistance.

A handwritten signature in dark ink, appearing to read 'Thomas de Maizière'.

Dr. Thomas de Maizière, Member of the Bundestag
Federal Minister of the Interior

Editorial

Sport for Development and Peace – A Popular Concept?

For many practitioners and researchers the development of the phenomenon sport for development and peace over the past decade is obvious. To what extent outsiders take notice of this is an important question, since only by asking it can we learn about the impact we are making.

As members of the sport and sport science community we may have belief in the role of sport for development and peace in wider development, in social reconstruction and for reconciliation, but it is to review what has been achieved and learned over the last years.

Soon after the Israeli Ministry of Culture and Sport and the Federal Ministry of the Interior, Germany, signed a protocol on cooperation, Uri Schaefer, Director General of the Israeli Sport Authority within the Ministry of Culture and Sport; Karl-Heinz Schneider, Head of the Division for European Union and International Sport Affairs; and Detlef Dumon, Executive Director of the International Council of Sport Science and Physical Education (ICSSPE), agreed that critical analysis of the experiences of both, researchers and practitioners, would be a meaningful project – for both ministries, for the sport as well as for the sport for development and peace community.

A focus on the dynamics of project implementation and allocation of funds; and the critical contributions of the academic community, the sport movement, the corporate sector as well as governments, will bring us an important step forward and the invitations to research experts from different scientific disciplines, practitioners and government representatives from different regions will contribute to this meaningful work.



Retrospection on 50 Years of German-Israeli Diplomatic Relations and Perspectives for the Future

On Pitches and Bridges: Sport in the Development of German-Israeli Relations¹

Robin Streppelhoff

In the research on German-Israeli relations, social stakeholders have generally played a secondary role so far. As the general survey by Pallade (2005) shows, hardly any consideration has been given to sport in this context. He dedicates a mere one-and-a-half pages to the chapter on sport (Pallade 2005, p. 462 f.) in his doctoral thesis that comprises almost 600 pages. For this reason, the present paper represents a first attempt to take a closer look at the bilateral sports relations between Germany and Israel, subdividing them into four historical phases. While there were initially no regulations in Israel governing social relations with Germany, it was the *Interministerial Committee for Relations with Germany* which controlled the exchange in the period from 1961 to 1969. This initial phase thus covers the period from the foundation of the two states to the full liberalisation of sports contacts in 1969. This early stage of German-Israeli sports relations was followed by a period that was initially characterised by a very lively exchange which then declined somewhat but nevertheless remained regular and at a high level. In the third phase, German-Israeli sports relations were put on a political basis and promoted by the German government in the late 1970s so that they took on a new quality. Furthermore, German associations helped to integrate Israel into the European sports structures. In this context it should be noted that any reference to Germany is to be understood as a reference to the Federal Republic, as the German Democratic Republic (GDR) did not entertain any official relations with Israel until shortly before its demise (Streppelhoff 2010b). Over the past two decades, the communication between the associations of both countries declined, but recently there has been an increased resolve to base sports cooperation on bilateral agreements with a view to intensifying them again.

Phase 1: Restrictions Imposed by Israel on Contacts with Germany

While the 50th anniversary of diplomatic relations between Israel and Germany was celebrated in 2015, there had been bilateral contacts ever since the two states had been founded at the end of the 1940s. Because of the horrors committed by the Germans against the Jewish people there was an emotional divide between these two states that could not have been deeper: On the one hand the country of the victims, the survivors of the Shoah; on the other hand the country of the perpetrators who had murdered six million Jews in the whole of Europe. And although this divide seemed to be unbridgeable, the two key political figures of this initial era recognized that their countries would be dependent on each other in the future.

¹ I should like to thank Tanja Müller (Federal Ministry of the Interior) and Roswitha Diessner (Federal Ministry of the Interior /Records Management Unit) for providing me with current dossiers. My thanks also go to Tina Jordan of German Sport Youth (Deutsche Sportjugend, DSJ) and Christin Henke (ConAct) who provided me with up-to-date statistics on youth exchange.

On the one side there was Federal Chancellor Konrad Adenauer, who was convinced that Germany would be able to play a part in the international community of states only if it showed its solidarity with the Jewish state. On the other side there was Israel's Prime Minister David Ben Gurion, who took up direct talks with Germany despite strong opposition in the Knesset. These talks resulted in the Luxembourg Agreement of 1952 by which the Federal Republic committed itself to supplying the State of Israel with goods and services worth three billion Deutschmarks over the following twelve years (Diner 2015). Henceforth, economic contacts flourished on the basis of the so-called reparation agreements (German: *Wiedergutmachung*; Hebrew: *Shilumim*).

There were, however, no intergovernmental agreements on contacts in the fields of science, culture (Ebbrecht-Hartmann 2014), or sport. On the contrary: In Israel, the anti-German mood resulted in an "unofficial ban against Germany and everything German"² (Jelinek 2004, p. 40), which was basically tantamount to a cultural boycott.

A first turning point came with the Suez crisis in 1956. Following Egypt's nationalisation of the Suez Channel operating company, France and England, which had thus lost control of the channel, took military action together with Israel. While the U.S.A. condemned this attack and the United Nations threatened to impose an economic boycott on Israel, Konrad Adenauer proved his loyalty by keeping up supplies within the framework of the Luxembourg Agreement. Israel responded by offering full diplomatic relations with the Federal Republic of Germany, but this offer was received with some reservations in particular at the Federal Foreign Office in Bonn. After all, the Federal Government was afraid that "normalising" relations with Israel would induce the Arabic states to take the same step vis-à-vis the other German state, namely the GDR. According to the Hallstein Doctrine, the Federal Republic would in this case have been compelled to break off all contacts with these states (Stauber 2013a; Stauber 2013b). The fact that Israel relaxed its visa restrictions for visits to Germany at that time can be interpreted as a sign of rapprochement. However, it was mostly Germans who travelled to Israel to take up contacts. Amongst them there were pupils, university students, and scientists (Nickel 2006; Roters & Wolf 2013).

Up until the Eichmann trial in 1961, there were no clear-cut regulations in Israel governing social exchanges. Only when the trial against the Nazi war criminal Adolf Eichmann put the public focus once again on the horrors of the Shoah (Trimbur 2013) did the Knesset feel compelled to take action. While the opposition's motion for a termination of all cultural contacts with Germany was rejected (Jelinek 2014, p. 377; Deutschkron 1991, p. 156), the so-called *Interministerial Committee for Relations with Germany* (in Hebrew: הוועדה הבין משרדית ליחסים עם גרמניה) was set up at the end of December 1961. This committee adopted official guidelines for bilateral cultural contacts with Germany. According to these guidelines, "mutual performances in the field of light entertainment" were ruled out (Jelinek 1997, pp. 591 ff.), restrictions were imposed on academic exchanges, and Israeli artists wishing to perform in Germany had to obtain approval from the committee. Sport was not mentioned anywhere in these guidelines so that decisions had to be made on a case-by-case basis. Even after the opening of the German embassy in Israel in 1965, this restrictive committee remained in place for another four years so that the normalisation of bilateral relations in the fields of culture and sport did not come about until 1969.

² All quotations are translated from the German original.

Until that time, contacts were established in niches on the occasion of sport events or through sport institutions. Initially, however, the predominantly negative attitude of the Israeli public towards Germans also became evident within FIFA, when Germany's request for admission was discussed in 1950. For example, the delegate of the Israeli football association, Mr. Malamoud, spoke out against Germany's admission (Wahlig 2008, pp. 107 f.).

However, when the first Maccabi Games after World War II were held in Israel in 1950, they were attended at least by a small delegation from Germany. In the German press there were reports of 68 "participants" and "athletes" (O.A. 1950, p. 1); however, there are only four official registrations by German athletes on record and it seems that only one of them actually participated in the competitions.

Between the Israeli Maccabi World Union and the German Sports Confederation (DSB) there was an indirect dialogue with regard to reparations. Thus Fritz Lewinsohn, a Maccabi official who had left Germany in 1936 (Streppelhoff 2015), offered a normalisation of sport relations with Germany as early as 1953, if the DSB agreed to pay reparations for the destruction of Jewish sports clubs in the 1930s. DSB President Willi Daume submitted the following report on his talks with Lewinsohn to the Federal Ministry of the Interior:

"The alleged aim is to bring about a certain rapprochement between the Federal Republic of Germany and Israel; in this context, the Israeli side mentioned the possibility to officially resume sports relations between both states and even the possibility of a German sports team starting in Israel" (Daume 1953, p. 2).

Whether this offer had indeed been previously agreed with the Israeli government is doubtful. After all, the Israeli Foreign Office had issued directions only one year before, stipulating that any competitions at the Helsinki Olympic Games in which Israeli athletes would compete exclusively against German athletes required previous approval by the Israeli authorities (Alperovich 2012, p. 121).

From a legal perspective, the DSB was neither the appropriate organisation to contact in this matter nor would it have been able to pay the DM 420,000 requested by Israel. Nevertheless, DSB President Willi Daume wanted to show his commitment by making available DM 42,000 for the Maccabi village (Deutscher Sportbund 1958, p. 12). At the invitation of the Israeli Maccabi Association, Daume was able to personally hand over the money in 1957. Daume thus became the first representative of a national association of the Federal Republic of Germany to be officially invited to Israel. At that time, in the mid-1950s, it was, however, not only Willi Daume but also Carl Diem who was considered a central point of contact for Israeli athletes wishing to come to Germany. For example, Diem arranged for the swimmer Nahum Buch and the trainee teacher Matityahu Kranz to study sport in Cologne. In Israel, there was a particular interest in football coach training which was considered to be excellent in Germany especially since the German national team had won the World Cup in 1954. Between 1958 and 1965, Israelis constituted the biggest group among the foreign graduates of the German Football Association's (DFB) football coach courses which were held at the German Sport University Cologne at that time. In this context, there was a seminal moment for bilateral football relations when Emanuel Schaffer and head trainer Hennes Weisweiler met, an encounter to which we will come back in the chapter on Phase 2.

In the absence of diplomatic relations between the two countries, friendly games between German and Israeli clubs were not yet possible. However, international sport events offered an opportunity for some initial encounters: Three Israelis came to Germany for the World Gliding Championships in 1960 (Deutscher Aero-Club 1960, p. 406) and in the context of the Chess Olympiads which took place in Leipzig in 1960 and in Tel Aviv in 1964, there were also contacts between chess players from both countries. For example, the two young chess players Helmut Pfleger and Wolfram Bialas were invited to the home of the Israeli top-class player Josef Porath (Streppelhoff 2013, p. 256).

A brief aside: the special role of the sport youth organisations

Personal encounters have always been also on the agenda of international youth exchange schemes which use sports as a vehicle for overcoming prejudice. One of the very first delegations travelling to Israel in 1960 included representatives of the youth sports association of North Rhine-Westphalia. They, in turn, made sure that Israel was included in their exchange programme so that, in 1962, a first sport youth group travelled from Germany to the Holy Land. Shortly afterwards, the German Sport University Cologne also sent a first group of students to its Israeli counterpart, the Wingate Institute near Netanya. This trip was prepared by Matityahu Kranz, who has already been mentioned. The sport students, like the groups of the sport youth organisations of the Länder, travelled to Israel within the framework of general youth exchange schemes. A central point of contact throughout the 1960s and 1970s was Martin Drucker, a Hapoel official who lived in Raanana and who was very committed to this exchange. In 1967, Hapoel was the first Israeli sports association to send a group of delegates to Germany. The support among the German public for Israel during the Six-Day War brought about a change in social relations between both countries at that time. In the wake of increasingly regulated youth exchange since 1969, the number of sport youth encounters increased enormously. While, initially, only delegations of the Land sport associations had been sent to Israel, more and more members of these associations began requesting funding for exchanges at the level of the sport clubs so that relations at the village or municipal level developed. In this way, the pitches and other sport grounds in Israel turned into pillars on which more than 25 city partnerships rest (Streppelhoff 2012, p. 104–119). These twinning schemes, in turn, involved new student exchange programmes which provided an opportunity for encounters between large numbers of people on both sides. Since October 2001, German-Israeli youth exchange has been based on a special government-funded programme which is managed by the ConAct coordinating office.³ While the role of sport in German-Israeli youth relations today is not as strong as it was in the late 1960s or early 1970s, it still accounts for 10% of the overall bilateral youth exchange and thus continues to play an important role.

³ In addition to the regular grants, the special programme also includes grants for the German participants' air travel expenses and an increased per diem rate. ConAct always supports a maximum of 15 participants per scheme; but sometimes a higher number of athletes travel along with their clubs. Information provided via telephone by Ms Jordan, officer in charge at German Sport Youth on 25 August 2015.

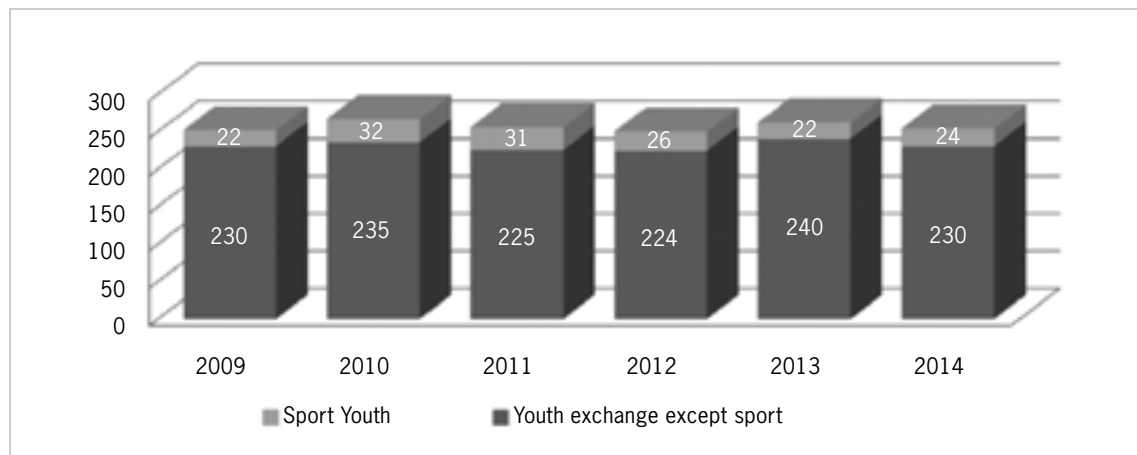


Figure 1: Sport-related measures in the framework of youth exchange between Israel and Germany 2009–2014. Data provided by German Sport Youth and ConAct, illustrated by the author.

The graph in figure 1 shows the number of measures promoted by ConAct since 2009. In the case of youth exchange schemes, a maximum of fifteen participants are supported, while the maximum number supported in the case of specialist exchange schemes is ten. In fact, however, approximately 30 persons in Germany and Israel are involved in every single scheme. Thus, more than 4,000 individuals have had an occasion to get to know the other country over the past six years. For 2015, support requests for 47 schemes were received, which shows that the exchange could be clearly increased if the necessary funds were available (Jordan 2015; Henke 2015).

The Sport Youth associations stand for a high degree of continuity in developing contacts between the societies of both countries. The establishment of diplomatic relations was an important step towards ending Israeli restrictions in the field of cultural exchange and helped, of course, to intensify these relations and put them on a more continuous basis.

The end of Israeli restrictions

Having presented his letters of credence in summer 1965, the first German ambassador to Israel, Rolf Pauls, was initially somewhat reserved with regard to sport. As early as 1966, the chairman of the Israeli Academic Sport Association (ASA), Adin Theilhaber-Talbar, insisted that the USC Heidelberg be invited to participate in an international basketball tournament for university teams. As there were concerns that the raising of the German flag might trigger public outrage, the embassy hesitated for a long time, but ultimately gave the go-ahead to the Heidelberg team. Even though there were indeed protests in Tel Aviv, the embassy nevertheless considered the presence of the team from Heidelberg a boost to the Federal Republic's image in Israel (Streppelhoff 2012, pp. 146–153). When, in the following year, the German tennis player Almut Sturm enjoyed the support of the Israeli audience, the ambassador even urged that “more German athletes should be induced to accept the invitations of Israeli sport organizations.” Ambassador Pauls continued as follows: “I believe that with regard to future visits we do not have to expect any difficulties and that indeed these visits will help to foster our relations” (Pauls 1967, p. 2). Shortly afterwards, Hennes Weisweiler accepted an invitation of the Wingate Institute and spent one week holding training courses

for Israeli football trainers. On this occasion, he was even interviewed by an Israeli radio station. At least a part of the Israeli press was therefore all the more disappointed when, at the turn of the year 1968/69, the DFB's junior national team played a number of test matches against combined teams from Israeli clubs that were not open to the public. After all, this was the first appearance in Israel for some rising German star players such as Uli Hoeneß and Paul Breitner (Sagi 1969). A few months later, not only German diplomats but also Israel's ambassador Asher Ben Natan successfully pressed for the dissolution of the *Interministerial Committee for Relations with Germany* (Streppelhoff 2012, p. 158–161).

Phase 2: Unregulated Intensive Relations

Subsequently, Israeli clubs and athletes flocked to Germany and many Bundesliga clubs chose Israel as a destination for their winter training camps. Between the summer of 1969 and the summer of 1972, there were at least 50 friendly football matches between teams from both countries (Streppelhoff 2010a, 63–64). Borussia Mönchengladbach had a particular role to play in this context, since its coach, Hennes Weisweiler, still maintained close contacts with Emanuel Schaffer, who had meanwhile become Israel's national team coach. The first match between the then-champion of the German Bundesliga and the Israeli national team ended 6:0 for the German side. Much to the surprise of all those who were present on that night of 25 February 1970, the 20,000 spectators in Tel Aviv's Bloomfield Stadium did not go home with their heads cast down. Instead, the Israelis celebrated the Germans for their excellent football skills. An official of the German embassy was also delighted by this boost to the German image; at half-time he allegedly said to the manager of the Gladbach team: "Well, this is beyond belief! We have been trying for years bit by bit to restore trust in us Germans while it took you just 45 minutes to trigger an ecstasy of joy" (Grashoff 1991, p. 60).

In the run-up to the 1972 Olympic Games in Munich, German-Israeli sport relations also intensified in the track-and-field disciplines, with joint training camps held for example in Leverkusen and at the Wingate Institute near Natanya. The ties between the two sport universities in Cologne and Natanya, which had grown steadily since 1963, finally resulted in the first bilateral partnership on the university level between a German and an Israeli institution (Streppelhoff 2012, p. 130). Against the backdrop of these ties, which had grown ever closer, the attack by the terrorist group "Black September," which killed eleven Israeli athletes at the Olympic Games in Munich, brought athletes and trainers on both sides all the closer together, because they were united in grief. It was not until the German Thomas Bach became president of the International Olympic Committee (IOC) that the IOC agreed upon a "moment of reflection" during the Olympics Closing Ceremony from 2016 onwards in order to commemorate the dead Olympic participants. Israel's minister of Culture and Sport, Miri Regev, interprets this gesture as a further part of promoting good relations between Germany and Israel.

Phase 3: Bilateral Consultations

Back in the 1970s, Israel had to deal with increasing geopolitical isolation in the Asian regional sport associations, as it was marginalised and boycotted by Arabic states (Alperovich 2012, pp. 196–201). In the Knesset elections in May 1977, the conservative Likud won the majority for the first time. Prime Minister Menachem Begin pursued a confrontational course towards Germany (Weingardt 2002, pp. 290 f.). In bilateral sport policy, the Federal Republic responded with a gesture which showed the will to strive for further convergence. Only a few months after Begin had taken office, the Foreign Office in Bonn agreed to increase the support for Israeli athletes on the basis of annual plans that were paid for from the cultural fund. Until well into the 1990s, the German Sports Confederation adopted an action plan in close consultation with the Israeli sport associations each year; a body composed of representatives from the Foreign Office, the Federal Ministry of the Interior (BMI), and the Federal Ministry for Development and Cooperation (BMZ) funded these action plans with DM 50,000 per annum. This included measures aimed at providing Israeli athletes with an opportunity to train in Germany for the Olympic Games and the secondment of coaches or German teams to tournaments in Israel. In particular, swimmers, boxers, fencers, sailors, marksmen, and gymnasts feature prominently on the list (BMI, 1988). After Israel was dropped from the OECD/DAC-list of developing countries in 1996, the funds from the BMZ dried up. In 1977, Israel had asked its German partners to also support Israel in its efforts to become a member of the European sport associations (BMI, 1977), as the block of Eastern European states had so far prevented Israel's accession (Simri 1989, pp. 574–575). It is safe to say that, for football at least, there was diplomatic support from Germany to facilitate Israel's accession to UEFA. As a token of gratitude, the Israeli Football Association planted 72 trees in the mountains of Judea in 1994 to honour the memory of the DFB's former president, Hermann Neuberger, who had died in 1992.

Phase 4: Cooperation Agreements

In 2009, both the German Olympic Sports Confederation (DOSB 2009) and the DFB (DFB 2015) concluded agreements with their respective counterparts in Israel. In the following year, the basketball clubs Alba Berlin and Maccabi Tel Aviv agreed to cooperate with a view to promoting their young talents. Also in 2010, the competent heads of division at the Federal Ministry of the Interior and at the Israeli Ministry for Culture and Sport signed a memorandum of understanding (Häußler 2012). This had been preceded by a meeting between the competent ministers Schäuble and Majadele in 2008. This memorandum is to be elevated to the status of an interministerial agreement which is basically a treaty under international law that must be put into practice.

Conclusion and Outlook

The importance attached to bilateral sport exchange from the German perspective is reflected in very similar assessments made by two German ambassadors more than 30 years apart. Shortly before the 1972 Olympic Games, Jesco von Puttkamer stated in particular with regard to the youth exchange and the friendly matches between both countries:

“Sport exchange is important for two reasons: It helps to reach additional groups of the po-

pulation (in particular young ... people) who take little interest in cultural events. Furthermore, these measures meet with substantial media attention and wide media coverage by the press, broadcasting and TV stations which turns them into an important type of publicity for us" (von Puttkamer 1972, p. 161).

In 2004, one of von Puttkamer's successors, Rudolf Dreßler, also had reason to express his appreciation for the role of sports. In that year, UEFA fixed the date for the Champions League match between Bayern München and Maccabi Tel Aviv on the highest Jewish holiday, Rosh HaShana. The Bavarians immediately agreed to the request from Tel Aviv to reschedule the match and generally presented themselves in an excellent way when they came to Israel so that the ambassador summed up their visit as follows: "The gesture of the Munich club, their plan to visit Yad Vashem and their overall appearance have done more for Germany's image than many political visits" (Dreßler 2005, pp. 262 f.).

Currently, the homepage <https://www.de50il.org>, which was set up by the Foreign Office to mark the 50th anniversary of bilateral relations between Germany and Israel, features a separate section on sports, which shows a certain importance is attached to sport relations. Here, as in the newsletter published by the Israeli embassy in Germany, bilateral sport encounters are regularly mentioned. While in the 1980s, there was still a dispute as to whether bilateral relations between Germany and Israel could be considered normal, almost 90 % of the Israeli population confirmed that they viewed the relations with Germany as normal in 2012; 15 years earlier, this percentage had been lower than 55 % (Zimmermann 2013, p. 291). In the coverage on Germany by the Israeli prime-time news programme on Channel 1, sport ranks second after issues that affect bilateral relations between Germany and Israel (Witzthum 2015, p. 18). The historian Moshe Zimmermann (2013, p. 298) also attaches a certain importance to the 2006 World Cup and the appearance of German football players which have done a lot to improve Germany's image in Israel, and the German-Israeli School-book Commission has also acknowledged the role of sports by including a document for civic education and history lessons in its most recent publication (Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland und der Botschaft des Staates Israel 2015, p. 17).

Looking at the above-mentioned examples and developments, it becomes evident that it did not take long for German diplomats to recognise the positive effects for German-Israeli relations triggered by the appearance of German athletes in Israel. Town twinnings, which evolved from the sport youth exchange schemes, forming a bridge that virtually rests on football pitches, reflect the overall impact of sport on society. The support extended by the German government to Israeli athletes and coaches helped to promote Israel's top-level sport in a targeted way and paved the way for friendly relations in this field. Nationwide, the autonomous sport organisations thus established excellent relations between Israel and Germany as long as the political framework conditions were right. This is why these conditions need to be preserved or even further improved, be it by providing more funds for youth exchange schemes – an area where the interest in mutual visits is currently so great that it cannot be satisfied; be it by supporting bilateral partnerships between associations and clubs with the DFB and Alba Berlin serving as best-practice examples.

Policy-makers should therefore open the doors to sport in German-Israeli relations so that it can unfold its potential for fostering friendship. In this case, an open door may send a saint.

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The Potential Role of Sport for Social Development – Transfer of Sport for Development Projects to other Countries and Cultures

Detlef Dumon

Introduction

It has become a widespread misconception that sport contributes to the development of human society. Many agents seem to be convinced that sport's inherent values almost guarantee success whenever it is practiced. This perception, however, stems from groundless belief. There has been no evidence provided that verifies this misbelief. Furthermore, it will remain an insoluble challenge to find evidence because of the characteristics of a sportive context. A sport setting is much more complex than, for example, general physical activity. Sport understood as a concept, needs to touch questions beyond physiology and biomechanics, for example pedagogy, psychology and the entire coaching environment.

Agents, who are convinced that sport, *per se*, is a contributor to social development have different reasons to leave no doubt about the benefits of sport; because of its roots in play, the claim to contribute to health and well-being, to social identification (nation and community building), and because of its, to a large extend, voluntarism. However, science and practice indicate that sport itself is value neutral and its design requires actors. Furthermore, the challenges we observe with regard to the integrity of sport make it again obvious that sport is a human-made concept and it is the people performing within the world of sport who influence the outcome.

Another misbelief which is closely linked to the assumed inherent values of sport is that sport programmes and activities can easily be transferred to different cultures or environments.

As this paper is meant to serve the bilateral exchange between the Ministry of the Interior, Germany, and the Ministry of Culture and Sport, Israel, with regard to transferability of knowledge and experience in the field of sport for development and peace, it is advisable to first briefly describe the topic before looking at the characteristics of transferring existing practices from one culture into another.

Sport and Sport for Development

Sport has, *inter alia*, been defined as "...all forms of physical activity that contribute to physical fitness, mental well-being and social interaction. These include play; recreation; organized, casual or competitive sport; and indigenous sports and games." (UN Inter-Agency Task Force in Sport for Development and Peace, 2003).

The term *sport FOR development* does not imply that sport alone has no developmental dimension; instead, stakeholders who design or run sport for development programmes use this term when sport is used as a vehicle to contribute to the development of something outside of sport, for example civil society, inner security, peace-building processes, good governance, socio-economic development etc.. However, there are areas where a distinction between sport and sport for development becomes rather abstract, when sport programmes become competitive and professional although their original purpose was to develop civil society structures, engage adolescents etc..

Sustainable Development Goals

At the General Assembly 2015, United Nations member states adopted, as a follow up to the 2015 Millennium Development Goals, 17 sustainable development goals which will form a basis for a work agenda for the next 15 years. The targets to be reached by 2030 are: no poverty; good health and well-being; quality education; gender equality; clean water and sanitation; affordable and clean energy. In addition, decent work and economic growth; industry innovation and infrastructure; reduced inequalities; sustainable cities and communities; responsible consumption and production; finally, climate action; life below water; zero hunger; life on land; peace and justice; strong institutions; and partnerships for the goals.

The question today is, given the partnership between both ministries, how a transfer of knowledge and experience in the field of sport for development can be secured in favour of sustainable benefits for the target groups and partners of both ministries.

German Sport for Development Activities

When policy designers discuss support for the development of sport programmes, we often hear the request to share examples of “best” or “good practice”. However, these collections of good practice models must not be seen as recipes. As indicated above, the implementation environments are too complex to be transferred one-to-one. These environments can be influenced by culture, tradition, religion, climate, and infrastructure; by the personality of the coach, by the dynamic of a group and all aspects that influence the life of an individual.

Hence, a best or good practice example should only be understood as something that apparently worked well under specific conditions with a specific group of people, as something to consider, as a provider of ideas and as a decisive stimulus to start something on one's own.

The main implementation agency in the German Sport for Development structure is the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)* which started its programme in 2013. GIZ is a state-owned company which works closely with the Federal Ministry for Economic Cooperation and Development (BMZ). Since 2014 GIZ has initiated programmes in Afghanistan, Brazil, Colombia, Mozambique, Namibia, and in the Palestinian Territories. The topical areas they are addressing in these pilots are, among others, the improvement of participation opportunities for girls, violence prevention, promotion of vocational training etc..

In addition, BMZ and GIZ were in the process of designing a football programme for the African continent and starting a relationship with the National Football Federation of China.

In addition to BMZ, there are two ministries having a specific mandate for sport, both on national and international level: The Federal Foreign Office (AA) supports sport development initiatives as part of their foreign cultural policy, whereas the Federal Ministry of the Interior (BMI) represents the German government in sport related matters on UNESCO and EU level. At the same time, it maintains bi-lateral relations with other ministries. This is the structure that foreign government agencies are facing when they cooperate with German authorities, despite their own, specific mandates which often does not cover the same domain or range of programmes. Any bi-lateral cooperation needs to consider this and might thus be a door-opener for other departments and representatives of the sport movement.

Prerequisites for Successful Knowledge Transfer

The different responsibilities in different countries for certain domains, in particular, require an openness and flexibility which cannot be taken for granted. A programme that might be run by the ministry for sport in one country, might lie in the responsibility of the ministry of youth or social affairs in the other country. And it is not unknown for two ministries of sport cover the same area of responsibility. Also, what is understood by one party as development through sport may be understood by the partner as sport development.

There are other particularities that require adaption to specific circumstances. Members of different age groups, children, adolescents, the elderly, or genders live different lives and are treated differently in different cultures. Furthermore, the level of performance has to be considered: what you may expect from one group cannot be anticipated from another. Those of us who have worked in international cooperation have usually noticed how inspiring but also how challenging such a venture may be.

The biggest challenge critics of international development work have observed over decades is sustainable effectiveness. The same responsibility applies for programmes in sport for development. The relative novelty of sport for development programmes, especially its rapid growth over the last 15 years, should alert us. Very few programme designers and instructors, for example, have the necessary knowledge and experience and few institutions and organisations have the expertise to teach the required competences in order to secure sustainable change. This goes back to what we have said earlier: too many stakeholders under-estimate the need for background knowledge and solid preparation and rely on the misjudgement that knowing sport, most typically football, is the vital prerequisite to take over responsibility for vulnerable communities.

Following sustainable effectiveness is the acknowledgement of dominating factors such as the socio-economic environment, the educational background, values etc.. A helper needs to start from where the learner is and based on this, create opportunities for him or her to become an active learner and to take ownership of own decisions and activities.

The Knowledge Transfer-Trajectory

The complexity of sport for development measures becomes clearer when we look at the entire trajectory starting from the creation of a programme and finishing with the community and the individual.

Ideally, such a curve starts with the creator of a policy who, at best, is an expert or a group of experts who have a background in international development cooperation, sport and its delivery, and social work. With this background knowledge we ensure a solid understanding for intercultural competence, economy, prevision of uncertainties; pedagogy, as well as the needs of a vulnerable group. However, it is not unusual that the process is initiated by a policy maker with good intent but not necessarily with a comprehensive understanding of what measure is likely to be the most effective. In the ideal case, policy creators and policy makers cooperate closely, as GIZ is doing in contracting a group of scientific consultants to provide baseline studies, monitor the process and evaluate the outcomes, among other activities.

The policy programme implementer is, unlike to other development cooperation programmes, often a small non-governmental organisation with enthusiastic activists and good will, empathy and stamina. Large development agencies are not necessarily more effective but have the means to make long-term plans and provide helpful training and support for their deliverers.

The programme deliverer is the person who is closest to the community and its members. Even though he or she should have a team in the background, the success of the programme is mostly dependent on his or her sensible and sensitive capacity to make expedient decisions that consider the requirements of the community.

And, finally, all measures need to be planned and implemented from the basis of individual needs, and aim at a transfer of ownership to the community and its members.

Accepting Uncertainty

All the investments make it understandable that the investors or sponsors wish to know beforehand how successful the implementation is likely to be. But given the unknown outcome due to the complexity of the process and its unforeseeable developments, the only fair and honest guarantee the implementer and deliverer can issue is their commitment and their thorough planning.

It is never possible to precisely predict the outcome of knowledge transfer. It can be directed, but there is no guarantee that it will lead to the pursued results. However, there are techniques that help to reduce the risk of failure. In the sport for development context, these are baseline studies, the development of indicators, process monitoring, programme evaluations, long-term observations, as well as knowledge sharing. And there are personal qualities, like being convincing and self-aware, credible, professional and empathetic, as well as being transparent. These qualities are of the same importance when working with people. The lack of predictability is one reason why education programmes such as sport for development are often unfairly facing finan-

cial challenges, despite the fact that they are comparatively favourable and sustainable, when well-implemented.

If all parties involved do their best, sport for development programmes can be beneficial for everyone involved. There is a shared interest in socio-economic development as it provides new opportunities for cooperation. Many governmental and non-governmental agencies share the desire to advance sport, plus, developments in one societal segment often have neighbourhood effects that spread benefits further.

Concluding Remarks

Sport for development programmes aim at engaging communities through participation opportunities towards ownership. They are recognised as crucial prerequisites for sustainable behaviour change. Working with humans and the complexity of their lives demand from policy makers, sponsors and investors the acceptance that common controlling measures cannot be easily applied to measure efficacy and efficiency. However, good examples from the past 15 years have provided sufficient arguments and hope to expand this positive and exciting concept.

The Role of Sport to Social Development – Transfer of Sport-for-development Projects to Other Countries / Cultures

Ghazi Nujeidat

Israel's Population

8.345 Million:

6.251 Million = 74.9% Jewish

1.730 Million = 20.73% Arabs

346,000 = 4.3% Others

136,000 Druze

4000 Circassia

The conflict between Israelis and Palestinians and the hostilities between Israel and its neighbouring countries has deep historical roots and widespread and complex contemporary manifestations. Due to the dangerous security developments in the Middle East in the last years, efforts in the search for a peaceful resolution to the conflict and attempts to chart a 'new road map' to peace get less attention at the political level.

The Palestinian minority in Israel face widening socio-economic gaps, relative to the Jewish majority at all levels of engagement: education, economic opportunity, employment, sport, and leisure. The two sectors of society are also divided, with some exceptions, by geographical segregation, heightened by differential legal entitlements with regard to land and spatial planning. These differences, reinforced by direct and indirect discrimination and deep-seated differences, mean that, for the most part, Jews and Arabs rarely interact in a positive way. This has been especially the case in the last few months with the increase of attacks by young Palestinians against Israeli civilians.

Community relations between Arabs and Jews in Israel reached a low point in October 2000 at the outbreak of the Second Intifada, when 13 young Arab demonstrators were killed by Israeli police and one Jewish Israeli citizen was killed by Arab demonstrators. The resulting feelings of estrangement and mutual distrust have since been compounded by the conflicts on the Lebanese border (2006), Gaza (2009), Gaza (2012) and Gaza (2014), to add to that the war in Syria. The on-going dilemma of identity faced by Arabs in Israel, who, although integrated to some extent into mainstream Israeli society, still strongly view themselves as part of the wider Palestinian nation and empathize with the suffering of Palestinians under Israeli occupation, and feel deep depression as they witnessed the devastation and loss of civilian lives during the recent conflict in Gaza.

The general problem, therefore, is the increased mutual distrust between Arab and Jewish communities in Israel, the negative impact that this has on the respective attitudes of young people today, and on their likelihood to support and engage in more far-reaching peace initiatives in the future.

The problem which affect the role of sport to social development, is that there is a lack of long-term educational projects for coexistence through sport between Arabs and Jews in Israel, and a lack of a sustained professional framework to support the success of these initiatives in the longer term.

The actions being taken by the Ministry of Culture and Sport aims to bring together young people through a practical, professionally developed, and sustainable education-based sports program. Engaging with adults and policy-makers at the local, regional, and national levels, these actions also include a pilot cross-border interaction with communities in the northern valley region of Jordan, with a view to further replication to other divided communities and beyond.

Sport can be highly politicised and the politically contested dimension of sport in Israel has increased in proportion to the increasing numbers of Arabs who choose to participate. Football, for example, has become another contested aspect of mainstream civil society wherein they are losing out. The integrative potential of sport is, therefore, heavily contingent. It is not sport per se that brings people together, but rather the manner in which it is organised and the values with which it is infused that can release sports' integrative potential.

One of the Vehicles to Build Trust and Respect

Sport, which attracts the world population, can be the natural vehicle to reduce tension and ignorance among divided nations. Sport can easily be the bridge for tolerance, respect, and trust. Putting our confidence in this, we began the process in Galilee in the north of Israel among the Jewish and Arab population and from there expanded it throughout Israel and beyond its borders.

"Sport, as a universal language, can be a powerful vehicle to promote peace, tolerance and understanding. Through its power to bring people together across boundaries, cultures and religions, it can promote tolerance and reconciliation." "On a communication level, sport can be used as an effective delivery mechanism for education about peace, tolerance, and respect for opponents, regardless of ethnic, cultural, religious or other differences. Its inclusive nature makes sport a good tool to increase knowledge, understanding and awareness about peaceful co-existence." "...The core values integral to sportsmanship make sport a valuable method of promoting peace, from the local to the international scale." (United Nation, 2005)

Our aim is

Through the engagement in an increasing number of multi-cultural sport projects, we seek to educate the children in basic human values and, through them, to deliver a clear message: The world can be more peaceful and secure, with growing trust, respect, and tolerance towards others. We aim to achieve this through developing ongoing multicultural sport programs.

Factors contributing to the success of inter-community sport projects:

- Active and dynamic local sport department;
- Stable and professional long-term sport plan;

- Obligation and support from parents;
- Willingness from the community leadership to fund the ongoing activities;
- Local dedicated and well-prepared volunteers with values and manners;
- Growing interest among the participants by creating ongoing challenges;
- Systematic and clear methodology. Systemic cooperation towards the aim. The improvement depends on the progress in the geopolitical process;
- The involvement of a neutral mediator.

What makes the mediator so essential?

- He is perceived as neutral;
- He is accepted and welcomed by both sides;
- Every side makes efforts not to let him down;
- He can suggest a new code of behaviour which both sides can adopt;
- Direct and indirect connection and communication which can help reduce local criticism.

Factors to facilitate positive interaction

- Culture & tradition
- Music
- Language
- Social interaction
- Acceptance of the Existence of the Other

Sport for Life (S4L) objectives

Purpose:

- To build common life-based values of respect, trust, responsibility, equality, and understanding between Arab and Jewish communities in Israel, and between Israel and Jordan and the Palestinian Authority through interactions in sport and education.

Aims:

- To build appreciation and awareness of the role of sport for positive and non-violent encounters between divided communities and social empowering.
- To develop a tool kit and knowledge in values-based sport-for-cross-community actions, drawing on and contributing towards lessons learned through the local experience.

Success indicators for project – S4L

- Number of communities that integrate in the project.
- Number of children who have consistently been a part of the project.
- Number of collaborations developed between communities beyond the S4L project.
- Number of years that communities continue to be a part of the S4L project.

Challenges

- The political instability in the Middle East;
- Commitment of sport directors or community leaders;
- Ongoing cooperation throughout the year;
- Hesitancy from the majority to be involved;
- Difficulty in recruiting the needed number of participants and the involvement of the parents;
- Dealing with other attractive fun activities in the summer.

A large, dense crowd of people, mostly young adults, are shown from the chest up. They are all looking towards the camera with expressions of excitement and joy. Many of them have their hands raised in the air, some with fingers spread, suggesting they are cheering or clapping. The crowd is diverse in terms of ethnicity and appearance. The background is slightly blurred, emphasizing the people in the foreground. The overall atmosphere is one of a large-scale event or celebration.

Chances and Challenges in Sport and Sport Policy

The Values of Sport – Opportunities and Risks of a Promise

Elk Franke

Introduction

It has been nearly 120 years now since the first gymnastics club “Bar Kochba” was founded here in Berlin in October 1898. Max Jordan, one of the pioneers of this first National Jewish gymnastics club, explained the reasons for this step towards the development of an independent gymnastic and later sports movement inter alia with the following statement:

“(we wish to) restore the lost vitality of the slack Jewish body, make it fresh and robust, agile and strong... and strengthen at the same time the decreasing feeling of togetherness, and increase the sinking self-esteem... cultivate a noble National feeling free from any arrogance ... (and) boldly and vigorously counteract anti-semitism. ... Let’s take it up from our oldest traditions ... ‘Bar Kochba’ was a hero who did not accept any defeat. When victory left him, he knew how to die. Bar Kochba is the last world-historical personification of Judaism that is war-proven and eager to fight ...

There are no other people that ascribe so much importance to the educational task of sports as we Jews do. Sports will strengthen us in body and mind and promote our self-esteem.” (Max Jordan 1900, p. 10/11)

Apart from the well-known functional attributions, such as strengthening and increasing the agility of the body, major social and political expectations are ascribed to gymnastics and later sports, which leads to the following two-fold question of broader impact:

1. What are the reasons for such an up-grading of physical activities about a hundred years ago?
2. Do physical activities meet up with the expectations of such value ascriptions?

Possible answers to these questions form the recurrent theme of my lecture.

I. Value Expectations Regarding Physical Education – Hopes of Traditional Sports Ethics

1. Muscled Judaism in the mirror of anti-Semitism

As explained in the introduction, the foundation of an independent Jewish gymnastic association developed among other things within the context of a beginning Zionist movement. In view of the differentiated problem complex, however, it would not be right to conclude that only the Zionist initiatives made it possible for Jews in Germany to develop independent forms of gymnastics. These rather resulted from the relatively paradoxical fact that in particular during the second half of the 19th century many gymnastic clubs actively attempted to protect “the German descendants of Israel confession”, as the Jewish were also called, against German National anti-Semitism. Contrary to Austria, for instance, they followed the mutual principle of general religious liberty according to which faith was a private and a personal matter.

This implies: In relation to the real context of gymnastic activities it is hardly possible to find the reason for the sudden endeavours within a relatively short period of time of forming a separate organisation for the Jewish gymnasts and for an increasing appreciation of bodily aspects in the Jewish National movement (cf. König, H.J. 1994).

Leaving aside the context of physical activities or general programmes of a National movement, a detailed analysis of the daily practice of Jewish life of that time will bring more light into this matter. In addition to many empirical studies, I still consider the considerations of Jean Paul Sartre “Anti-Semite and Jew” as a valuable contribution to understanding the dilemma of a Jewish Person when doing physical exercise. So, although he was free

“sich wie jeder andere und mit gleichen Mitteln einen guten Ruf zu erwerben, dieser aber überschneidet sich mit einem vorangegangenen Ruf,... – den Ruf Jude zu sein... Wenn man ihn unehrlich nennt, weiß er zumindest woran es liegt. Aber wenn man ihn Jude nennt... handelt (es) sich nicht um einen besonderen Umstand, sondern um eine bestimmte Allure, die seinem Tun und Lassen anhaftet” (Sartre 1963, 146).

According to Sartre, this basically different initial position also leads to a particular form of action in everyday life which can be only partially understood by a Non-Jewish person. The Jewish introspection, for instance, was not only the result of a desired reflective self-analysis, but above all the permanent attempt “of seeing oneself with the eyes of the others”. This permanent change from feelings of pride to feelings of inferiority that was so characteristic of the Jewish search for identity of that time, was described by Sartre as a typical characteristic of the “coy Jew”:

“So bilden der Antisemitismus des verschämten Juden und der Masochismus gewissermaßen die beiden Pole seines Fluchtversuches” (Sartre 1963, S. 166),
during which the conflict with one’s own body may become particularly significant.

One alternative is the denial of one’s own body that reveals those ethnological traits of which “der Antisemit sich bemächtigt und zu einem negativen Mythos ausgebaut hat mit der fatalen Konsequenz: Wenn der Jude sich seines Körpers bewußt wird, so erscheint sofort das Gespenst der Rasse und vergiftet” (Sartre 1963, S. 172) the possibilities implied. To treat one’s own body in an unsentimental manner, therefore, appears to be only logical and consistent.

The second alternative is the above mentioned possibility of building up an independent organisation that consciously disengages itself from the Jewish tradition of disrespecting the body and turns the linkage of Jewish Nationalism and physical exercise and training into a “fight for being and not-being of Jewish existence” (“Kampf um Sein und Nichtsein jüdischer Existenz”, H. Becker 1981/82, S. 23). In order to illustrate the difference in concept of viewing the body compared to the first alternative, also a symbolic point of reference had to be found with a clear delimitation from the somatophobic tradition in the diaspora. Such possible foundations are marked by names such as “Bar Kochba” and “Makkabi”.

“Das stärkste Element, das unsere Kräfte zu erneuern geeignet ist, ist die jüdische Antike, an die wir wieder anknüpfen müssen, die wir in ihrer ganzen Größe in unserem Geiste neu erwecken müssen.” (H. Becker 1981/82 S. 23/Weltsch 1913 S. 178)

Accordingly, a re-evaluation of the body without falling into the trap of anti-Semitism only seems feasible when it is related to that kind of Jewish life which still permitted self-reference without a dominant external view by others – and that was the case at Ancient Jewish times.

In summary, we may conclude that the value quality/content of gymnastic and sport activities is revealed in the form of value ascription which attributes a social, cultural and political significance to simple physical activities, an importance that hardly results from these activities as such, but is attributed within the frame of the time-dependent cultural context of their practice.

2. The “Religio Athletae” as a training of community spirit and character

looking over the rim of the teacup of the development of Jewish Gymnastics, it becomes evident that all this happened within a climate of economic and political change which might be defined as a ‘change of paradigm from social to biological aspects’. Apart from new developments in the field of technology, traffic and education around the turn of the 19th to the 20th century, particular symbolic and ideological significance was attributed to biological-medical explanatory models for cultural crises. In such a manner, August Morel’s “Teachings of degeneration”, Darwin’s ideas, Spencer’s concept of the “Survival of the fittest” and Gregor Mendel’s Genetics amongst others produced a “mixture of ideologies” that advanced to a well-accepted and popular pattern of interpretation.

In view of the increasing selfish interests of economy and society, the French sociologist Durkheim simultaneously came up with provoking questions such as; what is the “glue of modern societies”, how is it possible, that nations “are able to develop a “we-feeling” and a feeling of common responsibility?” Although not unknown, his answer was still new: He demanded a renaissance of religion, being an indispensable vital force of all social relations. Religion, in his view, however, did not refer to the traditional religious confessions, but implied a modern and secular form of religion, a religion that incited men to action and increased their sensitive faculties, thus empowering them to be lifted up through their daily needs.

Today we know that de Coubertin, the father of modern Olympism and advocate of a value-promoting culture of sports. Not only was well-aware of the biological-medical models of crises as well as of Durkheim’s ideas of secular religion, but also conceived himself as a translator of these ideas into practice. Whilst Durkheim still remained sceptical about the implementation of such type of secular religion, de Coubertin designed the picture of modern Olympic Games on basis of a “religio athletae”.

“Es gibt nur einen Kult, der heute eine dauerhafte Bindung der Staatsbürger untereinander bewirken kann, das ist der, um die sportlichen Übungen der Jugend, dem Symbol des unbeschränkten Fortbestandes der Rasse und der Hoffnung der Nation.” (Coubertin 1918/1966, S.67).

In Germany, it was Carl Diem in particular, the organiser of the Olympic Games in 1936 and later Director of the German Sport University Cologne who tried to transform the special moral ambiguity of this pedagogy of the body into an ethical educational concept. This principle demands of

the athlete to follow selfish patterns of values without any reservation such as determination of performance, competitiveness and discipline on the one hand, and simultaneously to observe value preferences of solidarity such as equal opportunities, fair play and chivalry on the other hand. If – according to Diem – the athlete succeeds in balancing these two sides, he or she will develop character traits that will shape him/her as a particularly high performing, self-conscious and at the same time tolerant person. Contrary to the Jewish Gymnastic Association which bases its orientation on the linkage of social attitudes and social political practice, the Olympic pedagogy starts off from the assumption that the formation of an ethical, value-oriented character develops in the course of and by the action and thus is of (trans-)forming significance in an immediate sense. Such pedagogy is determined by the idea that gymnastics and sports do not only reinforce certain moral concepts, but are also suited to develop specific moral concepts such as fair play, competitiveness and tolerance – which makes it quite obvious to conclude that this attitude may also have a mobilizing effect on a “pedagogy of sports” at school and in society.

3. The relativisation of traditional sports morale

This personalisation of the ethics of sports with its educational promise did not only enhance the pedagogical character attributed to sport activities, but also provided manifold opportunities of attacking achievement-oriented competitive sports by criticising its increasing professionalization and commercialization during the second half of the 20th century (cf. Franke 1992). As the moral ways of behaviour of the individual actors were more and more turned into a general yardstick of special ethics of sports, the traditional idea of sports having a particular moral world of its own was put into perspective.

In the meantime, this assumption is not only being questioned, but even the converse is argued: According to current perceptions, sport is neither a corrective nor an antithesis of modern societies, but rather like instantaneous flow heaters of up-to-date profiles of value. In particular, the central value patterns of the classical sport morale “performance” and “competition” prove to be not only compatible, but also prototypes of self-affirmation in a competitive society (cf. König, E. 1996). Success in sport, often repeatedly gilded by media and advertisement, is so predominant that social values such as comradeship, fair play and tolerance, previously regarded as equivalent, only serve as garnish. And although they remain popular subjects to be quoted in soap box speeches of sports organisations as well as indispensable and typical elements of the world of sports, they have lost their meaning to a great extent in concrete daily actions of competitive sports.

This change of values becomes particularly evident in the area of doping where the abstract moral concepts of traditional ethics of sports are increasingly replaced by testable threshold values which are legally enforceable. Numerical doping controls no longer deal with moral misbehaviour, but with training action that is strategically appropriate within the range of values previously tested and permitted in the laboratory, with the consequence that the effort of renouncing on doping approaching a permissive limit of value (e.g. 50 with EPO) is no longer considered to be dishonourable under moral criteria, but renouncing this is seen as a mere stupidity when being in competition with chances for finals (cf. Franke 2010b, p. 80f).

As an interim summary, it might be concluded as follows:

All the talks about morale in and by sports reveal a naïve and also an ideological way of thinking, they disregard the actual conditions in which modern sports business takes place in today's world of media and consumption. Competitive sport has long been turned into a gigantic show for which neither public funding nor special jurisdiction seems to be justified, a scepticism that is understandable although its criticism is being derived from a sparsely reflected precondition which – amongst others – represents the basis of traditional sports morale: The assumption that the value quality of sports results from the moral attitude of its actors.

II: From Ethics of Sportsmen to Ethics of Sports – A Necessary Change of Perspective

In the following I would like to draw up the consequences that arise when considering the question of value content of sports in view of possible ethical implications of the system “competitive sports” and not under the aspect of assessing the moral attitudes of the athletes. Personally, I prefer a change of perspective, one that is characterized by refusing to support the traditional assumption that sport intrinsically contains character forming aspects as not justifiable on the one hand, and by rejecting all attempts of turning sports into a daily phenomenon on the other hand. This so to speak “middle position” becomes evident in often overlooked sport philosophical discussions on the question in which manner activities of daily life such as running and throwing are turned into sport actions and whether this change of meaning is also submitted to moral implications (cf. Franke 2010a).

4. The agonal structure of the special world of sports

the picture of a 400m runner who arrives at the same place from where he started may illustrate that competitive sports not only follows its specific rules but also develops its own dimension of meaning. In the view of everyday life, it appears to be pointless to undertake an action that takes you back to the point where you started from. But it is just this ‘uselessness’ that represents the specific sense of a competition which – with reference to the philosophy of Immanuel Kant may be described as an aesthetic phenomenon with such “usefulness without use”.

Actions in sports competition are similar to modern art, where objects of everyday life are turned into aesthetic objects (of arts) by taking them away as a so-called oeuvre from their contextual space of use and refer to them in their “usefulness without use” from a so-called “constructive perspective”. The recognition of such an ascription of meaning by turning an object or action into an aesthetic oeuvre, however, does not rule out that from a “perspective of exploitation” they may also be attributed with a useful “commercial meaning” under marketing conditions.

From a structural point of view, competitive action in sport thus represents an action in an (aesthetically) “special world”, the results of which may also have a commercial value and perspectives of exploitation in the world of everyday life.

5. Moral implications of the (aesthetical) special world of sports

A crucial point, however, is the fact that this specific dimension of meaning with its twofold possibility of interpretation may only be developed under the condition that certain moral implications are observed within the competitive world of sports (cp. Franke 2011). This holds in particular true for the recognition of the competitive rules with its two functions: they constitute the competition as a specific system of meaning and regulate the course of actions within this system. Nevertheless, this also implies that with the acceptance of these special specifications of rules, an athlete concludes a contract of reciprocity virtually with himself and with all other participants, a contract that commits all participants to respect this specific aesthetic meaningfulness of the absurdity of competitive sports (cp. Bockrath and Franke 1995). In addition, such acceptance always includes the recognition of three partially paradoxical principles of action: apart from the “imperative of outperforming with open end”, respecting simultaneously the “imperative of equal opportunities of actions” and – above all – the “imperative of the naturalness of the body”.

This matter of fact characterizes competitive sport as a particular moral system of action since it offers the opportunity to emphasize explicitly personal achievements to the disadvantage of others on the one hand, thus favouring selfishness, and claims to guarantee equal opportunities and justice for each participant on the other hand, thus demanding social responsibility. Consequently, it follows that the agonal principle is an essential constitutional feature of the special world of competitive sports.

In addition to the imperative of outperforming and equal opportunities, the imperative of naturalness of the body is to guarantee that only genuine achievements are relevant for success. And although such a demand may be doubted at first sight in view of the technology-dependent development of sport, it still remains to be of basic relevance when distinguishing between a “working on the body” and an “intervention in the body”. Accordingly, training in sport (e.g. in form of high altitude training), still is a natural achievement an “achievement by nature”, and not an achievement “done to nature”, like administering EPO for reaching the same target (cp. Pawlenka 2010; as well as Schnell 2011). Doping correspondingly not only changes the practice of sport, but also destroys the structure of the competition by destroying the credibility of the constitutive agonal preconditions.

6. Ensuring morally relevant structures of action – a genuine mission of sports institutions

if the values of sport do not result from the moral of action of its actors, but vice versa, i.e. the special conditions of the competition induce the actors to morally relevant action, this will also imply a corresponding shift of the consequent responsibility for the value orientation of sports. Only if the requirements and framing conditions of this special world of competition are ensured, it can be assumed that also a specific validity comes into effect. And to ensure this is a priority task of the institutions of sport which, in the end, are responsible to guarantee a good functioning of competitive sports, in such a manner that it may be recommended to ones’ grandchildren with a clear conscience as a value oriented alternative of action.

For one thing is certain: If we are no longer able to believe in implementing the constitutive preconditions of competition – like it happens to many supporters of cycling – sport disciplines will lose

their agonial status, cycling races will be turned into a show in which principles such as “outperforming with open end”, “equal opportunities” and “naturalness of the body” only serve as a fig leaf.

We may, therefore, stress that the tasks of the institutions of sport are not restricted to merely organisational matters, but include a genuine constitutional responsibility for ensuring the morale conditions of competitive sports in an adequate and sufficient manner.

Judging the fulfilment of this task from the aspect of “credibility”, it appears that many institutions of sport do not meet this requirement, a fact that has been rightfully denounced in recent years by a critical sport press. Often, an implied personalization of the different layers of the problem could be observed that gave particular room for discussions on the integrity of some responsible leaders (FIFA President Blatter, former IOC President Samaranch etc.). Furthermore, however, institutions of sport are characterized by certain structural conditions that often question their credibility.

In recent years, sport with its variety of forms and expressions has developed more and more into an independent cultural asset the protection of which is a global challenge. In order to be able to ensure its integrity as a special field of action, the institutions of sport are increasingly in need of support by the state (e.g. by general legal provisions against doping) and a permanent willingness to carry out self-evaluations (cf. Franke 2015). Against this background, FIFA's measure of installing an Ethics commission of its own in order to clarify respective reproaches of corruption is not only naive, but also counterproductive. In reality, the complexity of commercial and media-dependent competitive sport has increased so much that a credible future only seems possible if the institutions of sport become aware of their constitutive moral responsibility and agree to be also evaluated by independent institutions. Competitive sport characterized by the above mentioned principles of action is a cultural asset of high value the protection of which is a matter of common concern. Whether this can work and be successful in the future is a challenge worth to be fought for without any reservation.

Summary

The above considerations may be recapitulated in one principle which leads to three consequences: Action in sport does not produce any special kind of morale of action, but will always take place within a specific ethical environment.

This implies:

- a. Ethics of sports cannot be defined through the morale of its actors;
- b. Preconditions for any ethics of sports are the three constitutive (aesthetical) conditions: “outperforming with open result”, “equal opportunities”, and “naturalness of the body”;
- c. Ensuring these conditions of action in a credible manner is a genuine task of the organisations of sport. The ethics of their institutions is the fundamental prerequisite for possible ethics in sports.

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Policy Solutions to Achieve Sport Values with an Emphasis on Gender and Equality in Sport

Dorit Navon

Sport is a whole world. It is a wonderful tool for developing life skills, such as excellence, achievement, motivation, overcoming challenges, realising the personal potential, determination, fairness and abiding by the law, developing self-confidence and a healthy self-image as well as good health and quality of life. Sport is a central component of the nation's culture where the part of women and their status in national sport is a criterion of the strength of this culture in general and especially the status of women in society.

Two decades ago, women's status in Israeli sport was much lower than that of men, even when compared to the status of women in European and American sport.

The following four representative data items help us to understand the low status of women's sport in Israel:

- Only 15 % of all athletes were women (2005).
- Only 10 % of the sport associations' managers are women.
- Very poor media coverage, which affects the ability of female athletes and women's teams to be included in the 'sports map' in Israel, and to expand and recruit sponsorships.
- The number of women who are coaches is only about 8 % of the total number of coaches.

Even different public committees that indicated the need for equal resource distribution between women and men in sport did not improve the situation, nor did the amendment to the Sports Law of November 2003, which stipulated mandatory "adequate representation to both genders in sports organizations in Israel".

Below are some examples of events that occurred in other countries in the last 30 years; countries that were in the same predicament as we are at present.

U.S.A. – Probably the Country We Are Most Acquainted With

TITLE IX is the law legislated in 1972, which was intended to cancel the prevalent discrimination in educational institutions in the U.S.A. The chapter relating to sports obliges every educational institute that receives public funds to ensure that female athletes receive scholarships which are equal to those granted to sportsmen, equal budget distribution; and equal help and care. The law required schools and universities to establish groups to enable female students to integrate within the different sports fields. A school or a university that failed to fulfil these conditions did not receive the dedicated allocation.

Enforcement and control were conducted by the Citizens' Rights Department of the Ministry of Education. As you can see below, the numbers rose at high rates in a relatively short time.

- In 1972, 4% of female high school students and 15% of female college students were athletes.
- In 1996, 39% of female high school students and 37% of female college students were athletes.
- In 1996, the U.S.A. football team won a gold medal in the Atlanta Olympic Games, played before an audience of about 76,000 viewers.
- 55% of the chief coaches in women's sport in universities are women.
- In 2015, the U.S.A. women's football team won the World Cup final in front of a full stadium and live T.V. broadcast.

In New Zealand

In 1985, a "Women's Sport Promotion Unit" was established. Laws were legislated to ensure adequate representation of women in sports organisations, and prioritised budgets for female athletes and women groups were introduced. In 1999, the number of female athletes in sports such as rugby, basketball, volleyball, field hockey, athletics, and football increased by about 40%. Therefore, it was clear that Israeli women's sport requires a change, a significant breakthrough that will change the trend and open a new way!

The Following Steps Were Taken to Consolidate an Action Plan

In March 2005, the government published, for the first time ever in Israel, its decision no. 3416, initiated by the Ministry of Sport, to promote women in sport through a plan with a budget of NIS 80 million for eight years (approximately €18 million). An initial plan was submitted and its principles were accepted.

The decision specified that a public council for the promotion of women's sport will be established for implementing the plan. The council established the professional unit for promoting women's sport, "Athena," to realise the plan.

Following are the Main Principles of the National Plan for Promoting Women's Sport in Israel, published in 2005:

The plan's vision is to develop the sport culture in Israel in a manner that will ensure full participation of young girls, teenage girls, and women in all fields and on all levels of sport.

Three main objectives were defined for the plan:

1. Establish a nation-wide qualitative infrastructure of female athletes:
 - a. Create accessibility to sport for every girl in Israel: create conditions for every young and teenage girl to participate in sport, at every place and achievement level, while emphasizing the expansion of the infrastructures in the periphery to the benefits of population groups that did not have an equal opportunity to join sport activities.
 - b. Develop a training and qualification plan for male and female coaches to coach women.

2. Create women's leadership in sport:
 - a. Implement and enforce the law for adequate female representation in sports organisations.
 - b. Open leadership courses and grant study scholarships in the sports management field.
3. Change society's attitude on women in sport
 - a. Educating and changing attitudes of society on the importance of sport as a significant and necessary factor and tool in the training and modelling of every young and teenage girl and in creating an empowering body image and self-confidence as well as achieving excellence and training leadership skills.
 - b. Increase exposure to women's sports through the different media.

The range of actions taken to date by the "Athena" professional unit for implementing the plan are detailed below:

- Conducted focused actions to locate young female athletes – detection circles, etc.;
- Funds were awarded to associations;
- Scholarships were granted to promote female athletes and female and male coaches;
- Scholarships were awarded for training and instruction courses;
- Excellence centres for girls were established with an emphasis on the periphery;
- Expanded the medical care for competing female athletes;
- The project "Athena Top Team" is a unique project which had been established for supporting the athletes of the Israel Olympic Committee through the Elite Sport Department, within the framework of the national project "Athena" is promoting women's sports in Israel. The project focuses on identifying and supporting a top athlete in individual Olympic sports, from the Cadet age to adulthood. These female athletes are the country's leading athletes in each sport field and some of them have the potential to integrate among the Olympic team.
- Investment in the Top Teen reserve;
- Conducted workshops and unique advanced learning courses for female athletes and all coaches;
- Athena Mobile Units travelled across Israel and offered a unique sport experience to girls;
- Convened dedicated conferences;
- Conducted marketing and encouragement activities for opening new groups and changing positions on all subjects related to sports and competition activities of girls and women;
- "Athena Active Break" program: Exposing schoolgirls to different sports actions, according to priorities of the Sports Department in the Local Authority and "Athena" coordinators. Target population, schoolgirls in third to eighth grades.
- Hold "Athena walks a long way" – popular sports events for women, emphasising active and healthy life style values, nurturing excellence, and promoting women's sport. The event aimed at relaying a message of pleasure in sport through a unique enjoyable activity, free of competitive elements, emphasising the "togetherness" feeling. Thousands of women participate in these events every year; in the last two years, different sports associations have participated in conducting these events, giving every girl the opportunity to be exposed to different sports activities, and leading them to strive for competitive sport.
- Athena Ambassadors Project – The female athletes/ambassadors are top female athletes active at present or in the past, who tell their personal story/journey in the sports world, aiming to create women's leadership in sports and role models in women's sport in Israel. Lectures are conducted for groups of girls in different ages in and outside school.

Implementation of the Law for Adequate Representation of Women in the Management of the Sports Association or Society

The Ministry of Culture and Sports initiated an amendment to the Sports Law (2003), requiring the different sports organisations to appoint an adequate representation of women in their management. Pursuant to a relatively long adjustment period, in 2009, the Ministry decided to enforce the law, in cooperation with the registrar of fellowship societies, and thus to deny the ability of societies and associations to receive a proper management certificate if they do not fulfil the requirements of the law.

“The number of women members in the management of the association or the society, compared to the total number of management members will be an adequate representation according to section 9a of the Sports Law and shall not be smaller than the relative number of the active female athletes out of the total number of active sportsmen active in that sport association or society, or will not be less than 30% of the total number of management members, the lower of the two and in any case, at least one female member in the management.”

This statement has become a threshold condition for receiving financial support from the Sports Administration.

In the financial aspect, budgetary priority is given to female athletes:

- Lubetzky Committee's Report – a public committee that issued a recommendation to the Ministry of Sport on the distribution of the Betting Board's funds to associations and groups:
 - An Association receives an addition of 10% to the support of a sportswoman, compared to a sportsman.
 - Women's groups receive an addition of 20% compared to groups of men.
- Financial support from the Ministry of Culture and Sports Administration of Sport:
 - Sports associations receive a bonus of 50% points, for female athletes, in order to receive financial support

Since this project began, women have been granted budgetary priority in every financing/funding aspect, usually one and a half times more than men in all fields and parts of Israel.

How Things Stand after 10 Years

Following Is a Summary

- Nurturing a cadre of distinguished female athletes – Top TEEN for teenagers and Top Team for adults;
- Over 250 new sports groups for female teenagers and adults were established;
- More than 10,000 women participate in the popular sports activity of “Athena walks a long way;”
- Professional programs in several sports associations were established;
- 10 large projects in societies, associations and sports clubs were started;
- 11 large projects in local authorities were started;
- Many women hold key positions in the sports world;

- In the 2012 London Olympic Games, the Israeli Olympic cadre included 37 sportspersons, of which 18 were female athletes (almost 49%);
- In the 2016 Olympic Games in Rio, we expect that Israel will be represented by 40 sportspersons, of which about 20 will be women.
In the 2004 Olympic Games in Athens, 39% of the Israeli Olympic cadre were women.
- In the sports season of 2014–2015, a total of 17,471 female athletes were active. This number is almost four times higher than the number of female athletes in 2005 (4,800).
- The increased support and reinforcement of women's sports in Israel since the establishment of the Women's Sport Promotion Council is noticeable.

Conclusion

Data gathered to date, in a study conducted by Prof. Veerle De Bosscher on the whole structure of competitive sports in Israel, show that women lead over men in their achievements in the Olympic Games, in world championships, and in European championships, while they constitute about 20% of the total number of sportsmen.

This data indicates that:

- a. Women's achievement potential is higher than that of men;
- b. Investments in the development of women's sports in Israel should continue;
- c. Prioritising sport fields with higher chances for international achievements, such as judo, rhythmic gymnastics, sailing, athletics, and more, should continue.

The state of Israel, through the Ministry of Culture and Sports, the Sports Administration, and the Women's Sports Promotion Council ("Athena"), has included the subject of women's sports in the agenda in recent years and, pursuant to the guidelines of the Minister of Culture and Sports, discussions are currently conducted for promoting the government's decision to provide extensive support to women's sports in the next five years.

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Access to Sport as a Fundamental Right for All – A World-wide Challenge

Gudrun Doll-Tepper

1. Introduction

In recent years, increased efforts have been made by governments, the International Olympic Committee (IOC), and other non-governmental agencies, as well as by the United Nations and their agencies, to draw the attention of the general public to the importance of physical activity, physical education, and sport. This is being done for various reasons: Practising physical activity and sport can contribute to social cohesion, to empowerment, and to improved performance as well as to the well-being and health of citizens and, as a consequence, to a reduction in health expenses.

Despite many initiatives at international, national, and local levels to fight the epidemic of physical inactivity, concerns are growing that these efforts were not successful enough and, consequently, a joint initiative was started in 2012 by the American College of Sports Medicine (ACSM), the International Council of Sport Science and Physical Education (ICSSPE), and NIKE, Inc. to share an evidence-based approach entitled “DESIGNED TO MOVE – A Physical Activity Action Agenda” (ACSM/ICSSPE/NIKE, Inc. 2012), reaching out in particular to children under age 10.

This framework for action is an important step towards an improved health status of citizens and accompanies many other important efforts, e.g. by the World Health Organization with their “Healthy Cities” programme (see de Leeuw/Green/Dyakova/Spanswick & Palmer 2015). In this article, however, the potential benefits of physical activity and sport in the context of health, academic performance, self-determination etc. will not be addressed, but the main focus here is given to access, participation, and opportunities, in particular for persons with disabilities.

2. Access to Sport as a Fundamental Right

When discussing access and equal rights, it is important to highlight these relevant documents and conventions:

- UNESCO International Charter of Physical Education and Sport (1978)
- UNESCO International Charter of Physical Education, Physical Activity and Sport (2015)
- United Nations Convention on the Elimination of All Forms of Discrimination against Women (1979);
- United Nations Convention on the Rights of the Child (1990) and
- United Nations Convention on the Rights of Persons with Disabilities (2006).

Another important document is the “Declaration of Berlin,” which was approved at the 5th International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport (MINEPS V), held in Berlin in May 2013 (UNESCO 2013).

Some of the specific commitments and recommendations will be highlighted here:

“...1.4 Recognizing that an inclusive environment free of violence, sexual harassment, racism and other forms of discrimination is fundamental to quality physical education and sport; ...

1.6 Highlighting the importance of gender mainstreaming that is guided by the concepts of diversity, freedom of choice and empowerment, when undertaking efforts to increase the participation of girls and women in and through sport; ...

1.8 Stressing the paradigm shifts in policy concerning persons with disabilities, from a deficit-orientated approach to a strength-based one, as well as from a medical model to a social one” (UNESCO, MINEPS V, Annex, Commission I, 3)

These are clear statements towards the full inclusion of persons who – in some countries and regions and for various reasons – are still facing barriers and experience exclusion.

3. Participation – Areas for Consideration

Participation can take place in a variety of settings, e.g. in schools, in sports clubs, in the community, etc. The reasons for participation can also be very diverse: for the pure joy of movement, for therapeutic or preventive purposes, as part of recreation, as part of education in schools, as an athlete – amateur or professional – in high-performance and elite sport or as a practitioner of traditional sport and games.

In many countries worldwide, there are huge challenges to offering adequate opportunities for participating in sport and to considering the needs of their populations. In Germany, sports clubs have a long tradition in providing sports activities at all levels and in transmitting values such as fair play and tolerance.

In the most recent “Sport Development Report 2013/2014,” Breuer & Feiler (2015) offer an analysis of the situation of sports clubs in Germany. “More than 91,000 sports clubs contribute significantly to public welfare in Germany. By that, the clubs represent an imperative foundation for the areas of elite, mass, recreational, and health sports” (Breuer & Feiler 2015, 7).

Over the past years, a growing area in the activities of the sports clubs has been related to persons with disabilities and to immigrants and, more recently, to refugees coming to Germany. This topic will be addressed later in this paper.

4. Participation in Sport of Persons with Disabilities

In December 2006, the UN General Assembly adopted the UN Convention on the Rights of Persons with Disabilities. Currently, many states are implementing the Convention in their respective countries with a focus on equality and inclusion. The articles of the Convention address various issues, e.g. non-discrimination, women with disabilities, children with disabilities, awareness-raising, health, education, recreation and sport etc. Two articles were selected for a more detailed description, because there is a close connection to physical education and sport.

In Article 24 entitled “Education” (UN 2006) it is stated:

“(1) States Parties recognize the right of persons with disabilities to education. With a view to realizing this right without discrimination and on the basis of equal opportunity, States Parties shall ensure an inclusive education system at all levels and lifelong learning directed to:

- a) ...
- b) The development by persons with disabilities of their personality, talents and creativity, as well as their mental and physical abilities, to their fullest potential.” (UN Convention 2006)

In a later part of the Convention, a special focus is again given to children with disabilities and it is stated that they should be given equal access to the school system (see UN Convention 2006). Controversial debates exist in many countries in which way such an inclusive approach can be realised.

Some selected issues of discussions about inclusion are:

- Accessibility to a barrier-free environment and communication;
- Teacher training at all levels with a focus on inclusive physical education and sport;
- Involvement of support staff;
- Curriculum time; and
- Cooperation with partners outside the school system. (see Doll-Tepper 2012; Hölter 2013; Fediuk & Tiemann 2015; Tiemann 2015).

In Article 30(5), entitled “Participation in cultural life, recreation leisure and sport” (UN 2006), it is stated that “... the State Parties shall take appropriate measures:

- a) To encourage and promote the participation, to the fullest extent possible, of persons with disabilities in mainstream sporting activities at all levels;
- b) To ensure that persons with disabilities have an opportunity to organize, develop and participate in disability-specific sporting and recreational activities ...” (UN 2006).

Similar to the education system, it is necessary to train persons in the sport system, e.g. instructors, coaches, or referees, appropriately so that they can work with persons with disabilities and to offer access to sporting and recreational activities. Moreover, it is important to encourage persons with disabilities not only to practice the sport of their choice, but also to give them the opportunity to take up positions in the sport system, such as instructors or referees, and in leadership.

5. Disability-specific and Inclusive Sport Activities

Access to sport for persons with disabilities can be provided either in a separate or in an inclusive setting. In the past in many countries, the sport systems for persons with and without disabilities were separate. However, since the 1970's, changes occurred mostly at the local level and sports clubs opened their programmes and facilities to all. Very often, the term “Sport for All” was used and is currently still used when emphasising the participation of diverse people; diverse with regard to their age, ethnicity, religion, abilities, gender, etc.

From an international perspective, it is interesting to note that the umbrella sport organisations for persons with disabilities are recognised by the IOC, but have structures and games nonetheless:

The International Paralympic Committee (IPC): The Paralympic Games; the Special Olympics International (SOI): Special Olympics World Games, including a “Unified Sports Programme,” and the International Committee for Sport for the Deaf (ICSD/CISS): Deaflympics.

Only a few exceptions exist where athletes with a disability participated in Olympic Games. Among them are athletes like Ray C. Ewry (polio) at the Olympic Games in 1900 in Paris, Lis Hartel (polio) in 1952 in Helsinki and the amputee sprinter Oscar Pistorius at the Olympic Games in 2012 in London (see Doll-Tepper 2011).

Despite the fact that separate structures exist in most countries, some national organisations have merged the National Olympic Committee, the National Paralympic Committee, and the sport federations. One such example is Norway, where The Olympic and Paralympic Committee and Confederation of Sport was established. Similar developments exist in South Africa and in the United States, although the sport structures in these countries differ so much that a comparison is almost impossible.

On the international level, it is remarkable to note that more and more sport events for athletes with and without disabilities are combined. This can be organised in such a way that athletes with disabilities compete in their own categories, but the event is included in the championships. This happened in 2013 in Bremen, Germany, when the World Karate Federation organised the World Championships for athletes with different disabilities as part of the World Championships for able-bodied athletes.

Another possibility of bringing together athletes with and without disabilities is practised during the Special Olympics World Games, when athletes with and without intellectual/learning disabilities compete in one team under the title “Unified Sports” (see Pochstein & Albrecht 2015).

6.A Call for Closer Cooperation

During the past decades, enormous changes towards equity and equality in sport have occurred in societies around the world. In order to achieve equal access and full inclusion for all persons, it is essential to create new networks and to cooperate more closely. An intense cooperation already exists between the UN and their agencies, such as UNESCO, UNICEF, WHO, etc. and the world of sport, especially the IOC, the International Sport Federations (IFs), ICSSPE, and other umbrella organisations. It is necessary to also include the industry and the corporate sector and there is a demand for new alliances with representatives of other sectors, e.g. economy, health, infrastructure, finance, education, and many more. All these efforts are necessary to ensure equal opportunity aiming at sustainable change.

There is clearly a need for solid scientific knowledge and adequate funding. It is important to overcome single ownership; instead cooperation is needed towards sustainable change, which has to be based on determination, commitment, vision, and endurance.

A very encouraging sign is the cooperation between the UN and the IOC. This is reflected in various initiatives, e.g. the implementation of a Special Advisor for Sport for Development and Peace to

the UN Secretary General, a position currently being held by Wilfried Lemke from Germany. On the occasion of the UN Sustainable Development Summit in September 2015 in New York, UN Secretary General Ban Ki-moon emphasised that the Olympic principles are United Nations principles and IOC President Thomas Bach made a clear statement that sport can help advance efforts to achieve the Sustainable Development Goals, in particular with regard to “Attainment of healthy lifestyles,” “Quality education,” “Peace-building,” and “Global Partnerships for sustainable development.”

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Policy Solutions to Oppose Illegal Betting, Match-fixing and Corruption – A German Perspective

Andreas Kowalewski

The essence of sports competition is a fair contest and the fascination with its uncertain outcome. Week after week, millions of people follow sports competitions because of this fascination. Sepp Herberger, the legendary coach of Germany's national football team who won the 1954 World Cup in the "Miracle of Bern," once so aptly said:

"People go to sport because they don't know who will win."

Match-fixing and corruption destroy the integrity of sport. They deprive sport of its positive effects for society.

What is Match-Fixing?

Article 3 (4) of the Council of Europe Convention on the Manipulation of Sports Competitions defines manipulation of sports competitions as:

"an intentional arrangement, act or omission aimed at an improper alteration of the result or the course of a sports competition in order to remove all or part of the unpredictable nature of the aforementioned sports competition with a view to obtaining an undue advantage for oneself or for others."

This definition covers two types of match-fixing:

1. sport-internal (manipulation aims at obtaining a sport-related advantage) and
2. betting-related (manipulation aims at illegally winning bets) match-fixing.

Sport-internal Match-fixing

In Germany, match-fixing for sporting reasons was first brought to public attention in 1971. At the end of the Bundesliga football season, the president of Kickers Offenbach, Horst-Gregorio Canelas, surprised his birthday party guests by playing a taped recording. The recorded telephone calls revealed that players and club officials had been bribed to manipulate the results of the matches in the struggle against relegation. These manipulations helped the clubs Rot-Weiß Oberhausen and Arminia Bielefeld to remain in the first league to the detriment of Rot-Weiß Essen, which dropped to the second league as a result. Overall, more than half a million German marks in bribes were paid. Many players and clubs were involved. This caused enormous damage to the image of German football: In the 1971/72 season, the number of spectators fell by about 800,000 and in the following year by 1.3 million.

Betting-related Match-fixing

However, manipulation is not limited to the actual sports competitions. Matches are also manipulated by organised crime groups in the context of sports betting. While bets used to be placed on win, loss, or draw of a team or athlete, current online betting schemes also allow betting on other events occurring during a competition, for example the number of goals and yellow/red cards. Live bets, which can be placed worldwide 24/7 all year round, continue to be very popular. The combination of live betting and the large variety of betting options is particularly prone to corruption. The risk of being caught is much lower.

In Germany, betting-related manipulation of sports competitions came to the public's attention during the football betting scandals in 2005 and 2009. In 2005, football referee Robert Hoyzer from Berlin admitted in court that he had manipulated matches in the Second Bundesliga, the Cup competition and the regional league to achieve the desired outcomes. This brought the Croatian betting mafia considerable financial gain.

Four years later, the police and public prosecutor in Bochum detected further betting-related manipulations (Bochum cases). The appalling track record also reveals the worldwide dimension of betting-related match-fixing:

- More than 600 football matches in Europe, Africa, Asia as well as North, South, and Central America may have been manipulated.
- More than 300 individuals from 15 countries may have been involved in the suspicious matches.

Across the globe, offenders bribed, threatened, or blackmailed players, referees, and club officials, collecting huge betting payouts and laundering illegal money. Organised sport cannot fight this global threat of manipulation of sports competitions alone, so all countries must support the sporting community.

Policy Solutions to Fight Match-fixing in Germany

In recent years, Germany's Federal Government has been very committed to fighting the manipulation of sports competitions at the international level. Germany was one of the first countries to sign the Council of Europe Convention on the Manipulation of Sports Competitions in September 2014. By now (06 November 2015), 21 countries have already signed the Convention, and the European Union plans to do so as well. The Convention may also be signed by countries that are not members of the Council of Europe.

The Convention aims at creating international standards to prevent, to detect, and to punish manipulation of sports competitions. In Germany, the Convention affects various responsibilities of the sporting community, betting agencies, and federal and state authorities. Implementing the Convention and thus efficiently fighting match-fixing can be successful only if all stakeholders work together. The Convention has four major fields of action:

The first is prevention (information and awareness-raising). No matter where in the world bets are manipulated, such manipulation always requires cooperation of someone actively involved in the competition (athlete, referee, or club official). This group in particular must therefore be informed and made aware of the workings, threats, and consequences of match-fixing.

In this context, the ongoing project “United against match-fixing” of the German Football Association and the German football league deserves special mention. The project is designed to inform young athletes and referees about manipulation and the abusive character of gambling. For this purpose, a sophisticated online information and training programme was developed. Other associations whose sport is vulnerable to corruption could emulate the prevention programme.

The requirements of the Convention are already being fulfilled also in its second field of action – good governance. Some associations prohibit their athletes from betting on their own sport, systems to monitor betting activities are used, and obligations to report to law enforcement authorities were introduced. The goal should always be to establish good governance principles that apply to all sports alike. For example, we could examine whether uniform good governance standards in sport associations should be a prerequisite for granting public funding.

One of the greatest challenges in implementing the Council of Europe Convention will be establishing a national platform (third field of action). Match-fixing must be identified as early as possible so that it can be prevented or limited from the beginning. Suspicious incidents and results must be fully examined. Sport associations, betting agencies and the responsible government bodies should therefore be able to quickly share all relevant information. A contact point has already been established at the Federal Criminal Police Office at the initiative of the Federal Ministry of the Interior. At this contact point, sport associations can obtain police advice and an initial assessment of suspicious cases, and they can establish contacts with the responsible local law enforcement authority. The future national platform is intended to strengthen this cooperation and serve as an information portal for the responsible national bodies, sports organisations, and sports betting agencies. At the same time, it should serve as a contact point for national platforms of other parties so that information about suspicious competitions can be forwarded to the countries concerned as quickly as possible. The information to be shared can be used for risk analysis, prevention work, and investigations, for example.

The Convention's fourth field of action is betting regulation. Unfortunately, Germany's betting industry is not regulated. Responsibility for regulation lies with the 16 federal states. Currently, courts are examining whether the procedure to grant 20 sports betting licences is in line with European law. Therefore, the procedure has been put on hold. In addition, the EU Commission raised legal concerns on the award of licences in Germany. If Germany cannot resolve these legal concerns, it could even face infringement proceedings. The large number of illegal sports betting agencies on the Internet is a particular cause for concern. Many betting agencies still operate without a licence on the German gambling market, so much remains to be done in this area.

Extending Criminal Law

Implementing the Convention is crucial to fight match-fixing, but we also need criminal provisions to create a strong deterrent.

The existing provisions on fraud in German criminal law do not cover all cases deserving of punishment.

- For example, law enforcement authorities have great difficulties establishing (and proving) the damage caused by fraud.
- Corrupt athletes and referees are usually only considered accomplices, not offenders.
- Since the government does not have the power to intervene, sport associations are limited when it comes to investigating match-fixing.
- Moreover, match-fixing not related to sports betting is not addressed in criminal law although it is just as harmful to the integrity of sport. In both cases, competitions are manipulated.

As a consequence, the Federal Ministry of Justice and Consumer Protection, which is responsible for drafting criminal law, and the Federal Ministry of the Interior have agreed to adopt more extensive criminal provisions on match-fixing. According to the initial draft, even agreements between an athlete, referee or club official and a third party with the aim of manipulating the course of a future sports competition should be considered a criminal offence. The new legislation would also impose more severe sanctions and allow for telecommunications surveillance in particularly serious cases.

The initial draft will be forwarded to the federal states and sport associations for consultation. In early 2016, the draft will be presented to the parliament.

Fighting match-fixing and corruption in sport requires an integrated approach, including various measures in the fields of prevention, law enforcement, investigation, and information exchange at the national and international level. All stakeholders – the sporting community, sports betting agencies, and responsible bodies – must work together towards this goal.

Israel Sports Betting Board – TOTO

Itzik Lary

Toto is entrusted with the management of sports betting in Israel, and acts as an organization with a clear business orientation.

Under legislation from 1967, Toto has sole rights to organize sports betting, and the profits earned are dedicated to the advancement of sport in Israel.

The directorate includes 11 members: representatives of the general public, government (Ministries of Sports and Finance) and sport.

The Chairman of the Board is a representative of the general public.

The profits, after awarding prizes (about 65 % of income) and operational expenses (about 15 %), are allocated for the advancement of sports in Israel.

> 2015 Expected Revenue: 3,000,000,000 ILS (670,000,000 EUR)

The Vision of TOTO is to creating an achievable, competitive and popular sports culture that encourages excellence and success, and improves the society.

Its values are Personal commitment, Customer first, Teamwork, Innovation and Integrity.

During recent years, Toto has undergone a marketing revolution with the intention to reposition itself as a major business player in the market, which makes a significant contribution to the community by promoting recreational and sports activities, as well as improving people's quality of life.

The marketing revolution's aim is to create a friendly marketing environment that enhances the betting and sports experience.

The basic innovations have been:

- The number of Points of Sale has grown and currently stands at 1,700.
- The website has been redesigned and constitutes 17 % of total income (includes the app which is responsible for 50 % of them).
- An increase in the means of payment, enabling internet betting during night hours, signing marketing and business agreements with the leading sports associations, and the release of new games.
- Rebranding and repositioning of TOTO as a major business

TOTO launched a New platform in August 2013 – Horse Race Betting (Racer), on Great British and Irish races (20–30 races daily). It now has various distribution channels: POS (380), website and app.

Responsible Gaming

TOTO has set up a public committee headed by a judge to formulate an ethical code of conduct, and acts according to its recommendations. It also meets the international standards of European Lottery and World Lottery Association “Responsible Gaming”:

- I. Credit: Sales agents are prohibited from offering credit facilities to players, excluding the acceptance of credit cards.
- II. Minors: TOTO practice “zero tolerance” towards minors’ gambling. Sales agents receive training that enables them to request validation of a person’s age through appropriate means.
- III. Online: Consumer registration requires a consumer to provide name, age, address and unique username and password. Third party verification systems are used to check information provided, and/or eligibility to play.
- IV. Training: Employees are trained in responsible gaming and are provided with insight into what might lead to problem gaming.
- V. All sales agents are provided with information materials (e.g. brochures, leaflets, posters etc.) in order to raise their awareness of responsible gaming.
- VI. Advertising and Marketing: TOTO does not direct advertising to vulnerable groups (in respect of age, social status, or gaming habits).
- VII. Treatment Referral: TOTO is actively engaged with organizations that specialize in responsible and/or problem gaming, treatment centers and/or health professionals.
- VIII. Research: in order to contribute to society’s understanding of problem gambling.

Leading the Fight for Sports Integrity

Helping sport protect its competitions from manipulations associated with betting is an issue which is currently at the top of the agenda of all European and international sport governing bodies and public institutions, including, the Olympic movement, UEFA, FIFA, the Council of Europe and the major EU institutions.

In case of suspicious sports betting activity, TOTO immediately alerts the public and sport authorities as well as police and/or law enforcement authorities in a transparent manner. Where the likelihood of corruption or abnormality is high, TOTO undertake the following:

- for odd-set games, immediately stop the acceptance of bets placed on the match in question;
- for pool games, we take the necessary action according to the specific rules.

TOTO participate in the European Lotteries Monitoring System (ELMS), which can be able to detect irregular betting patterns.

Since 2005, the ELMS has been monitoring sports events for UEFA, FIFA and the IOC with the objective of helping safeguard the integrity of sports against the threat of manipulation of sports events and strengthening the relations between important sport federations and lotteries.

The ELMS is the most up-to-date technology, offering global coverage on sports betting activity, serviced around the clock for 365 days a year, and producing automatic alerts on live betting.

Distribution of Funds

Expected Investments in sport 2015: 600 Million ILS (134 Million EUR).

The distribution of funds is as follows:

Allocations to organizations, associations, and sports teams according to criteria fixed by a public committee. The composition of the committee is determined by the minister responsible for sports. These allocations comprise over 80 % of the overall money given to sport.

Allocations for building stadiums, sports facilities, sports infrastructure and equipment are made by a Fund reporting to the directorate.

Sustainability in Sport Development



Sport Infrastructure as a Necessary Condition for Developing Grassroots Sports – The Example of ETV Hamburg

Frank Fechner

Among sport scientists, sports officials, and sports practitioners, it is considered indisputable that the main tasks of sports policy and sports development should be to promote the positive aspects of sport, to support active lifestyles as well as a meaningful sporting competition culture, and to get as many people as possible moving – preferably for a lifetime.

The positive effects of a physically active life are so comprehensive that I do not need to reiterate them here.¹ We have known for a long time that sport and physical activity promote not only physical health but also the learning abilities of children and adolescents. Sport also supports the mental health of all people, even of the very elderly. Our aim must therefore be to get people moving as early and as long as possible, as competently as possible, and to inspire them be active, following the motto: promoting lifelong sports.

My Thesis is Very Simple

A good sports infrastructure is an essential precondition for a good sports development, both in grassroots and competitive sports.

How do we do that?

In Germany, the non-profit gymnastics and sports clubs have adopted this task over the past 200 years. The oldest sports club in the world, the Hamburger Turnerschaft of 1816 (HT 16), which will celebrate its anniversary next year, was founded in Hamburg. The gymnastics clubs in Germany are on average 75 years old; the average age of all sports clubs in Germany is 50 years. Sports clubs are deeply culturally embedded in Germany. Most German gymnastics and sports clubs traditionally use local or municipal sports facilities, often in school gymnasiums or on local or municipal sports fields. Thus, the German state has supported a very valuable grassroots development for more than 200 years.

¹ See for example: Der Spiegel No. 5/2006, der Stern No. 16/2007, Die ZEIT Wissen No. 6/2007, Der Spiegel No. 32/2015, Der Spiegel Wissen May 2015.

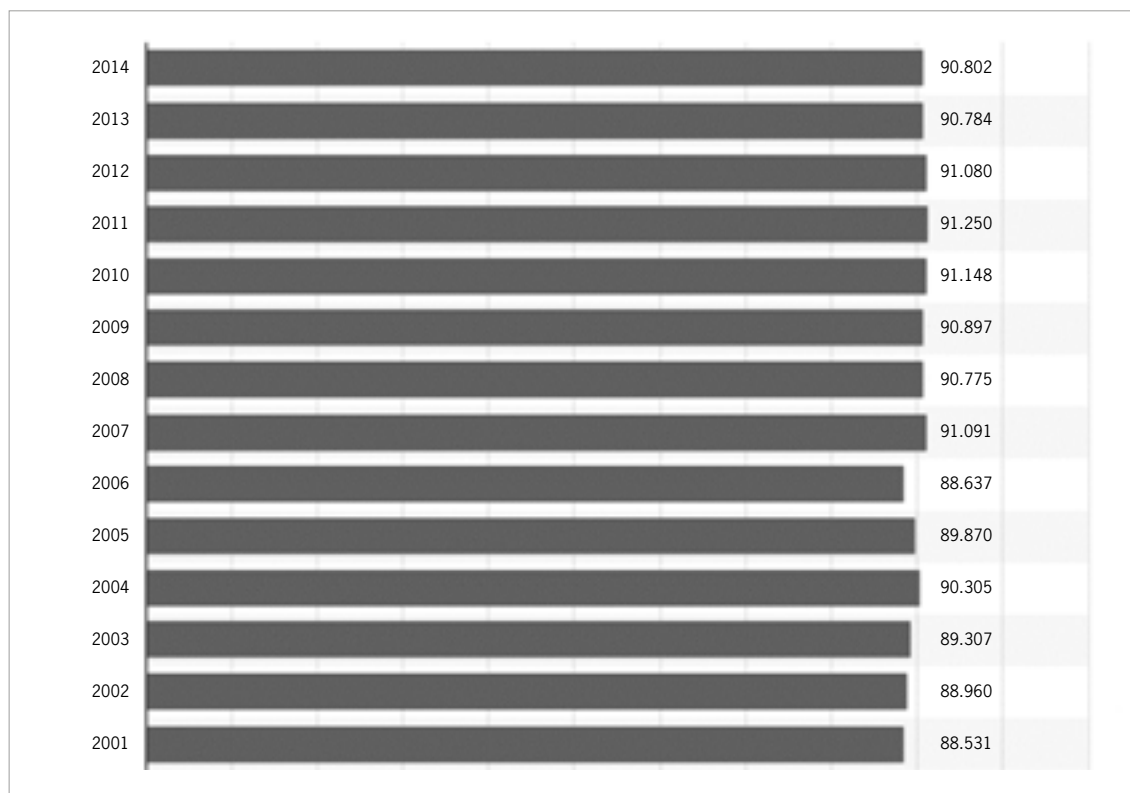


Figure 1: Number of sports clubs in Germany 2001–2014²

Throughout Germany, there are around 91,000 gymnastics and sports clubs with 23 million memberships. The gymnastic and sports clubs offer a cheap, low-threshold exercise and sports opportunity, which in this diversity is likely unique in the world. Statistically speaking, one in four Germans is a member of a sports club. We know that this is not entirely true, because there are many people with multiple sports club memberships. Nevertheless, the total number of club memberships is still rising slightly.

We must not forget that the gymnastics and sports clubs face a strong and often matching quality competition by private sports providers. Private gyms, personal trainers, private running clubs, yoga studios, and many other private providers draw more and more people with their special exercise programmes.

Sport and fitness have become an important part of the lifestyle in modern societies. Sport enjoys a tremendously positive connotation; fitness has become a value in and of itself. Therein lies a great opportunity. Sport pervades our surroundings more and more and is constantly becoming even more ubiquitous. Passive sports consumption, as a spectator in the stadium or on the television screen, is omnipresent. Powerful marketing efforts of the professional leagues in football, basketball, or baseball are being made. The major associations such as the FIFA and the IOC are bringing the sports world into the living rooms. However, sports providers want active athletes; they want to get people on the move. To this end, we need an infrastructure: land, premises, organisations, the media. We also need role models.

² see <http://de.statista.com/statistik/daten/studie/215312/umfrage/gesamtmitgliederzahl-deutscher-sportvereine/>

In Rural Areas

The competitive situation described between sports clubs and private providers does not concern the smaller clubs in more rural areas as strongly. These work on a non-profit basis and organise mainly through high volunteerism physical activity and sport offers that would not be commercially relevant. The councils and municipalities support their grassroots sports associations strongly through a low-cost or free provision of sports halls and swimming pools. The gymnastics and sports clubs in smaller cities and communities are social melting pots and meeting points, where social life takes place and is being organised. The clubs contribute not only to public health, but are also pillars of social cohesion. As long as there is voluntary work for the management and organisation of these clubs and sports, there will be a widespread, decentralised system with a wide range of high-quality sports and exercise programmes in Germany. However, the demands on sports infrastructure in the rural areas face comparison to the standards that apply in the major cities. Expectations and standards are set by professional sport teams and the media, especially by watching sports on TV. We experience this in practice more and more often: The kids, for example, who play basketball, expect their hall to look like the basketball arenas on TV.

In The Cities

The situation in the larger cities and metropolitan areas is different to that in rural areas. In cities such as Berlin, Hamburg, or Stuttgart, the larger non-profit sports clubs compete directly with commercial providers. Many have built gyms in their clubs; they allow temporary course memberships and run their own sports facilities at a high level. At the same time, many of these major sports clubs have given themselves a modern management organisation and offer good services to their members, which was rather rare in the traditional clubs. These clubs, which have come from a traditional club history, developed a modern club and sports environment many years ago. They are the dynamic – and successful – leaders of a grassroots sports development.

What Were the Triggers, What is the Recipe for Success?

Using the example of the Eimsbütteler Turnverband (short ETV Hamburg), I would like to explain the model and the success factors that contribute to a dynamic grassroots sports development with the initially stated aim of making lifelong sports possible. These factors may vary from club to club, but are structurally similar and comparable, for example, at MTV Stuttgart (8,700 members), ASC Göttingen (8,600 members), or TV 1848 Erlangen (approximately 6,500 members).

You will not find any of these traditional clubs in the weekly tables of the football leagues and also, unfortunately, rarely in other media coverage. Nevertheless, they are very successful. Here are a few success factors:

1. The clubs mentioned are multi-discipline clubs. Their broad offers of sport activities support the choice for lifetime use and accompany a sporting biography.
2. All of these clubs have their own sports facilities. Thus, they are not dependent on the disposi-

- on of the authorities over assignments and investments, but operate the facilities according to their very own requirements.
3. The clubs have a strong professional management and leadership. Some of them have full-time board members. Understanding of and access to the sports market is professional and the decision-making processes are short.
 4. The clubs offer much more than just competitive sport. Their main concern is health and fitness sports for all ages.
 5. The clubs open their fields of work to new demands of society: They cooperate with kindergartens and all-day schools, network with youth welfare services, offer refugee assistance, etc.

One of the triggers for the strong orientation towards fitness and health sports was the spill-over of the “aerobics wave” from the US to Germany in the 1980s. You may remember Jane Fonda, who can be regarded as the “international ambassador for aerobics.” At that time, some clubs doubled the number of members within 10 years, among them the ETV.

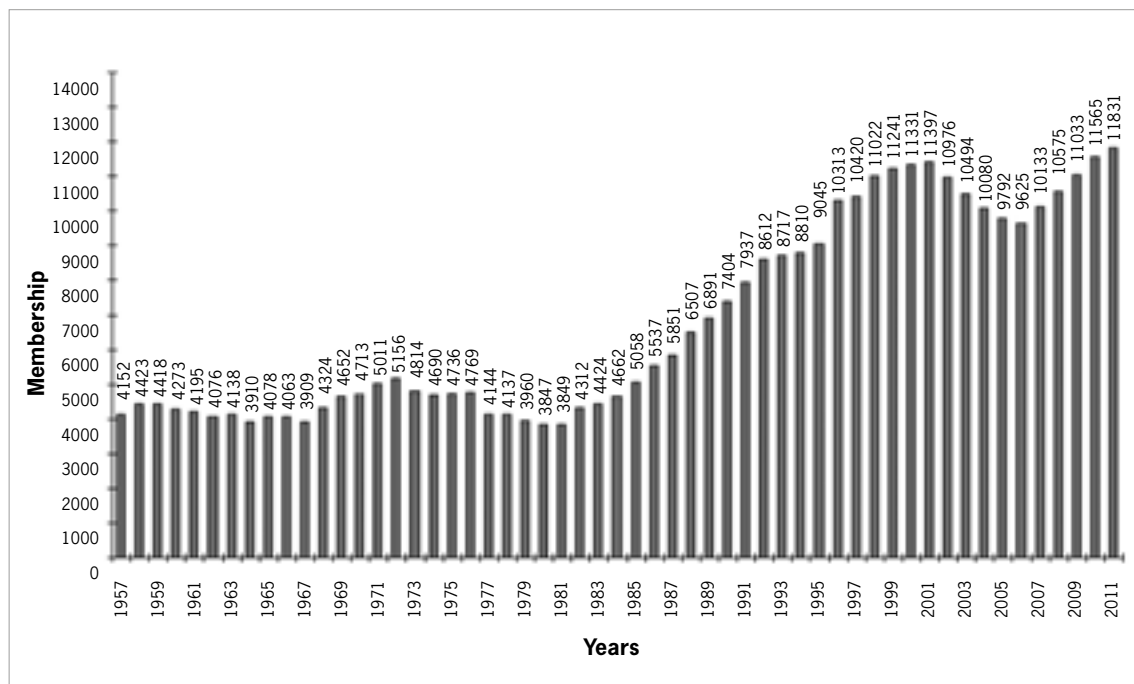


Figure 2: Membership Development ETV 1957–2011.

1982 approximately 4,000 members, more than 8,600 members in 1993, 1996 Construction of the club's own fitness gym.

Who is the ETV, Why the Example of ETV?

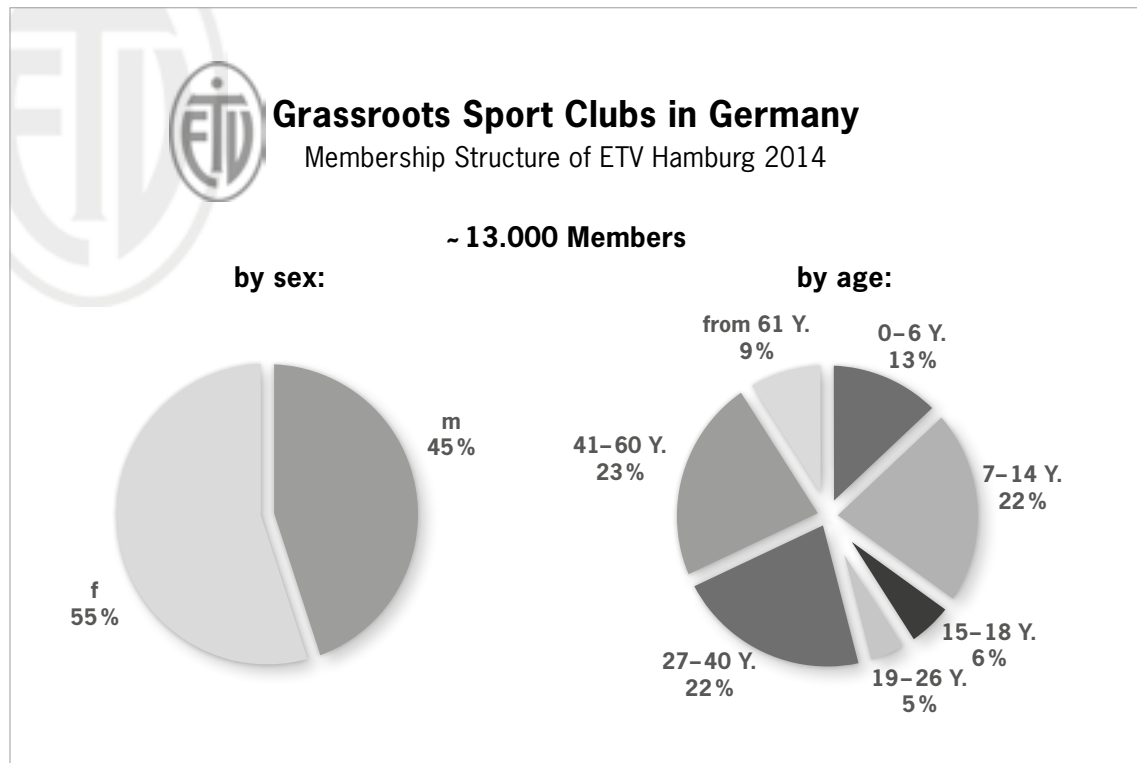


Figure 3: The membership structure of the ETV

With around 13,000 members, 23 sports departments, and more than 40 disciplines, the ETV is the largest of the traditional sports clubs in Hamburg today. Established in 1889 by the German national Turnerschaft in the bourgeois Hamburg district of Eimsbüttel, the club was able to build its own gym building with two halls, which was inaugurated in 1910.

A strong membership and good contacts to the political class forced its growth within the first 20 years of its existence. The agreements with the city of Hamburg stipulated that in return for the land, a neighbouring school was allowed to run its physical activity classes in the sports facilities of the club. This agreement was valid for more than 100 years. The club grew rapidly, both in disciplines and membership. After gymnastics, departments for swimming, fencing, football, tennis, and water sports were established, so that already in the 1930s, more than 3,000 members were registered. During the Nazi era, the club leadership collaborated with the Nazis, proclaimed “das deutsche Turnen” and at times also offered “Wehrsport.” During the Second World War, the Nazis used one of the two sports halls as a forced labour camp; in the meantime, gymnastics continued in the other hall. As opportunistic as the club’s management came through the Nazi era and the war, as half-hearted was the new beginning after the war. The building was repaired and expanded and new sports facilities were built, so that capacities for more than 4,000 members were created. However, the club suppressed reminders of the history of the ETV during the Nazi era, the forced labour camp, and the fate of the former Jewish members. It took until 2010 for the whole story to finally be fully worked up by a commission of historians – thanks to pressure from a citizens’ initiative. Since then, there have been two monuments and explanation boards at the sports centre of the club.

This first careless, then belated but very enlightening dealing with its own history has not damaged the image of the club – quite to the contrary. In the meantime, the very colourful, urban-liberal district of Eimsbüttel has reinforced its identification with the club. Most people were apparently happy that the club had lifted the veil of oblivion and taken responsibility for its history. The youth exchange programme with an Israeli sports club that is being carried out for the first time this year also resulted from the uncompromising confrontation with the history of the club.

What Role did Sports Policy Have?

Sports policy in Hamburg has been working as an important catalyst for the development of sport in the past years. Hamburg had first applied to become a Candidate City for Olympic and Paralympic Games in the early 2000s. In spite of Hamburg's good concept, the German Olympic Sports Confederation (DOSB) chose Leipzig as the national applicant city for the 2012 Games in 2003.

The reasons for the defeat in 2003 were intensively analysed and discussed in Hamburg. Although the city has a high degree of organisation in sports – at least 500,000 club memberships with 1.7 million inhabitants – and despite sporting highlights like the Hamburg Marathon or the Cycloclassics cycling race, Hamburg was not sufficiently perceived as a city of sports. The sports associations of the city, politics, the administration, the Olympic Training Centre, and also the Chamber of Commerce, representing the commercial sports providers, consequently worked out a Sports Development Strategy under the guidance of Professor Christian Wopp, which was completed in 2010.³

Referring to this strategy plan, the Senate of the Free and Hanseatic City of Hamburg recognised that “sports policy must be understood as a separate policy field, that sports policy should be understood as a municipal structural policy for the long term, bridging classical legislature and election periods and building a basis for sport and physical activity in all its diversity” (Decade Strategy 2011)⁴.

A “Commission on the Future Sport” made up of representatives of all political actors in the city formulated ten sport policy objectives which were summarised in the so-called Decade Strategy for Hamburg Sports: ten Decade objectives from “urban development through sport and physical activity” to promoting inclusion through sports to the development of competitive and high-profile sports, to be implemented within a decade, until 2020. Each year, the Senate must publicly report on progress in the Sports Development Report.

The Decade Strategy has sparked a huge boost in the development of sport in Hamburg. Additionally, the Decade Strategy is to make the city fit for each sports challenge that could come. For the first time, all major players in the field of sport have agreed upon a sports development strategy for the city, which is considered over several legislative periods and is supported by all parties represented in parliament.

³ See Download: <http://www.hamburg.de/2740878/sportentwicklungsplan/>

⁴ See Download: <http://www.hamburg.de/innenbehoerde/3091040/2011-09-29-bis-bt-zukunftskommission-sport/>

The city gained nationwide recognition and positive feedback for this. Indeed, the award of the DOSB for Hamburg as the German candidate city for Olympic and Paralympic Games in 2024 is very much attributable to the Decade Strategy. The city has made it clear that it knows what it wants, and that the city has a sports policy plan. It could, however, be argued that the decision for the Olympic Games in Hamburg in 2024 came almost too early, considering that the decade goals are supposed to be reached by 2020.

But what does the Decade Strategy have to do with Hamburg's grassroots sports and its sports infrastructure? The Decade Objective No. 2, "Investing in the future of sports facilities," is described as follows: "At the end of the decade Hamburg has redeveloped its state sports facilities. The sports facilities of the clubs have been renovated, supported by the city with grants. The sports facilities are barrier-free and available for both genders without any restrictions."

We – representing the sports clubs – now have great opportunities with the city's application for Paralympic and Olympic Games. The city's sports infrastructure can be lifted onto a new level within the next few years because the development and improvement of sports infrastructure is a clear political objective for the city of Hamburg. Sports facilities that are built or enhanced as training and competition venues for Olympic and Paralympic Games will be available for the clubs after the Games. This is the real and valuable Olympic legacy that we seek.

Therefore, I would like to formulate some key experiences that are of great importance for the development of grassroots sports infrastructure – irrespective of the Olympic bid and the efforts for that:

1. Schools, kindergartens, sports clubs, and sports facilities should be planned and developed with the greatest possible synergies. Multiple users of sport facilities promote positive effects for all users. Schools and sports clubs need to connect even more closely in the course of all-day school development and increasingly longer learning.
2. For school and competitive sports, we still need the standard sports facilities as we know them. However, sports halls are not all the same, just like sports fields are not all the same. In modern football, highly durable artificial turf surfaces have prevailed. Those who cannot provide such modern fields will stagnate or fall behind in the development of sport. For indoor sports competitions, we need equitable gyms that work well both in training mode and in competition mode. To meet all requirements and to give them adequate consideration, the users of sports facilities have to be involved early on in the planning.
3. For many sport offers in the fitness and health sports or for the elderly, there are no standard requirements. On the contrary, the standard sports hall is unsuitable for dancing or for back exercises. For prevention and health sports, we need multi-functional, nicely decorated rooms. Well-being is also important for successful sports. This includes lighting design, ventilation, colours, music, functional changing rooms, clean sanitary facilities, etc.
4. Sport is the biggest driving force for integration and inclusion. This can be proven by the development of the Paralympic movement. The efforts to integrate refugees are significantly supported by non-profit sports club. This justifies any government assistance such as good gyms and halls, financial subsidies, and an active sports policy.

To summarise: Where well-educated, good coaches and trainers offer qualified sports in nice sports spaces and rooms, these will be successful and attract more and more people. This is our goal.

Holistic Visions and National Views on Sport Programmes / Grassroots Sports

Dr. Uri Schaefer

On 1 January 2008, I was appointed as the new Sport Authority Director in the Ministry of Culture and Sport. After learning about the Authority and running a SWAT analysis, we realised that we first need to agree upon our vision. Following further deliberations, our staff agreed on the following vision:

“The Israel Sports Authority strives to implement the culture of sport in Israel as a part of the life cycle of every citizen and promote achievement-oriented sports excellence, aiming at attaining top sport accomplishments on the international level, while creating national pride and promoting ethical values and standards in sport”.

It became clear, based on the Ministry of Health’s database/survey (table no 1), that 30.4 % of the seventh-graders were overweight and/or obese.

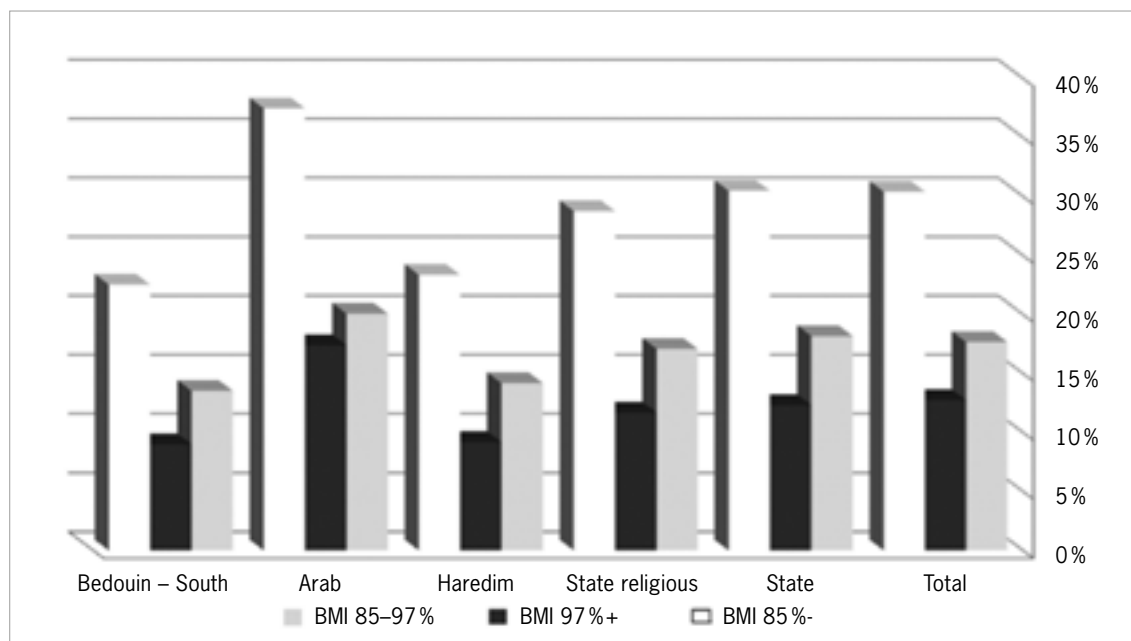
Table 1: Childhood obesity in Israel, 2012

	BMI		
Grade	Percentile up to 85	Percentile 85–96	Percentile 97+
1st grade	20.3 %	11.7 %	8.6 %
7th grade	30.4 %	17.7 %	12.7 %

The ratio of kids with BMI overweight (85–96%) increases with age. For 1st graders, the overweight percentage was 12 %, while for 7th graders it was 18 %. In total, 30.4 % of 7th graders were overweight and/or obese.

Furthermore (table 2), analysing different sub-populations of Israel, it was found that Bedouins, Arabs, and Ultra-Orthodox Jews suffer from higher obesity rates compared to secular Jews and the average population.

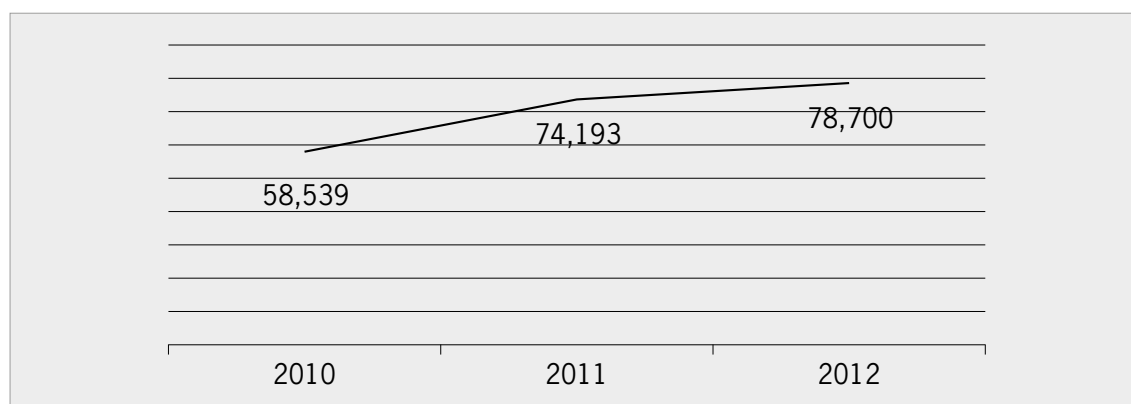
Table 2: Childhood obesity – 7th grade children, Israel (2013)



According to the Ministry of Health's data from 2010, it was found that nearly every second Israeli is overweight, while 1 out of 8 suffers from obesity. Furthermore, approximately 5000 death cases per year are caused by obesity and lack of physical activity. It is evidenced that chronic morbidity is the main cause for deaths in Israel (diabetes, cancer, heart diseases, etc). All of the above caused Israel to spend around the 9 billion NIS (about 2 billion Euros) annually, with 6 billion NIS, (about 1.4 billion Euro) on obesity and overweight issues alone¹.

Analysing the number of registered competitive athletes in Israel (age 13 and above), the rate was found to be among the lowest within the European countries². However, when looking at registered competitive athletes in 2010 (table 3), we can clearly see the increase in the number of registered athletes.

Table 3: Number of registered competitive athletes in Israel (Source: Sport Authority Database 2015)



¹ Source: Ministry of Health, 2010, <http://abush.health.gov.il/Download/pages/soceret251010.ppt#321,1>

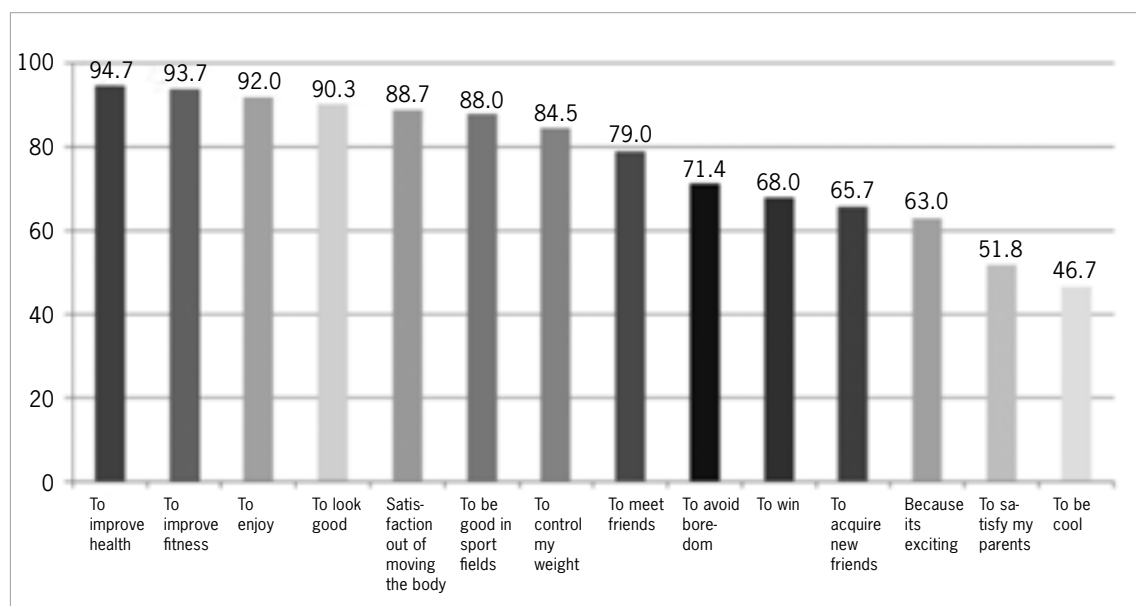
² Israeli Sport Authority Survey

Consequently, the Sport Authority initiated a survey, which was the first of its kind and under HBSC (Health Behaviour in School Children) guidelines, among 4000 students, from 6th to 12th grades in all sectors, based on a required international scientific protocol and mandatory questions and optional extensive questions which were filled out individually in class.

The results of the survey indicated that the level of physical activity (in the last seven days for 60 minutes at least per day) decreases over the years, that is, the older the student, the less he or she is involved in physical activity. The highest physical activity percentage was found among children in the 6th grade (23.8% for boys and 12.4% for girls), versus the 11th and 12th grades students, boys and girls, who were found with far lower physical activity percentages (9.5% and 4.7%, respectively).

Another indicator for engaging in sports relates to the motivation of the students. It was found that the most influential motive is to improve one's health (94.7%), fitness (93.7%), and to enjoy (92%), as presented in table 4.

Table 4: Most influential motives for engaging in sports (Source: Yossi Harel-Fish, et al., HBSC survey, 2015)



On the other hand, it was found that lack of time (31%), lack of enjoyment (24%), and injuries (13%) were the key reasons for not engaging in sports and physical activity.

All of this information – the low number of registered athletes, the high instance of non-communicable diseases, and the relatively high percentage of overweight and obese children in the school system as well as among adults – led us to understand that we need to develop a new strategy and come up with new initiatives in order to develop a solid sport culture and provide children with the opportunity to maximise their motor skills potential in the best possible manner. Toward this aim, we convinced our stakeholders – the Ministry of Finance, the Local Authorities, the National Governing Bodies of sports, (NGBs), and the Sports Betting Board – of the necessity to reach out to children across the country with a new concept named “Sport Flourishes.”

Under the leadership of our Sport Minister, in cooperation with the Ministry of Finance, the government came up with a resolution, Decision 1016 named “The National Plan to Promote Sport Among Children – Sport Flourishes.” It was for the first time that the government of Israel decided to enhance the engagement of children in sport and approve a total sum of 371 million NIS (about 84 million Euros) from the Ministry of Culture and Sport and the Sports Betting Board. As part of the resolution, a Steering Committee, headed by the Director General of the Ministry of Culture and Sport, and a Professional Committee, headed by the Sport Authority Director, were established.

The project's main goal was to increase the number of children engaged in competitive sports by 50,000 over the next five years by doing the following:

- Expanding the exposure of children to sport, and express and emphasise the principle of having fun and passion for sport.
- Encouraging children to engage in sport in twelve sport fields across the local authorities.
- Reducing the costs of participating in sports, and reducing the costs of operating sport clubs.
- Registering children in NGB's from the age of 10.
- Strengthening the cooperation between NGBs, the local communities and the Ministry of Sport.
- Opening new sport clubs, mainly in the periphery of Israel, in communities which will add these sports to their strategic plans.

The School Sports Federation was selected by the Ministry to run the project, according to the guidelines of the Steering and Professional Committees. Each director of a sport department across the communities in the country, who are the sport authority agents, was asked to register teams in one of the twelve sport disciplines that the project included (football, basketball, gymnastics, swimming, track and field, volleyball, handball, judo, sailing, cycling, and one non-Olympic sport, cable waterski), which were chosen as the preferred sports in Israel by a Public Committee.

Following the first year of the project, 2015, it was found that the plan was executed according to its aims, even though various difficulties, which were addressed, came up in one community or another. It should be emphasised that it was the first time that all the major stakeholders – the local authorities, the School System, the National Governing Bodies (NGBs), the Ministry of Culture and Sport and the Sports Betting Board – cooperated (and continue to cooperate) with one another in order to make this project a successful one.

One of the weaknesses found in the Israeli sport system relates to the fact that there was almost no continuity from the school level to the club level, that is, children who participated in organised sport activities in school did not register with the related sport association and become a registered competitive athlete. One of the project's aims was to ensure that children who engaged in the project will register within the relevant association at the very first stage, so that the association could follow through the socialisation process of the new and young potential athletes, while providing them with the right assistance whenever it is needed. As we can see below (table 5), the project was close to meeting its goal in the total number of registered athletes (6348, among them 3387 boys and 2961 girls), while the total registered School Association children reached 9083 children.

Table 5: "Sport flourishes" registration data as per the Israeli School Sport Federation (Source: Sport Authority Database 2014)

District	Boys groups	Girls groups	Boys athletes registered in school association	Girls athletes registered in school association	Total registered in school association	Boys athletes registered in sport federations	Girls athletes registered in sport federations	Total registered in federations	Percentage registered in federations out of total registered in school association
Jerusalem	60	43	675	541	1216	493	412	905	74.42 %
South	39	32	441	429	870	302	299	601	69.08 %
Center	71	59	792	694	1486	642	535	1177	79.21 %
North	85	65	971	882	1853	603	580	1183	63.84 %
Tel Aviv	70	70	873	851	1724	598	607	1205	69.90 %
Haifa	68	41	749	590	1339	441	383	824	61.54 %
Minorities	30	17	382	213	595	308	145	453	76.13 %
Total	423	327	4883	4200	9083	3387	2961	6348	69.89 %

One of the main aims was to establish sport clubs in one or more, of the preferred sport discipline, in order to expand the capacity of the given sport discipline across the country. As we can see below (table 6), following the first year of the project, 17 new basketball clubs, 21 gymnastics clubs, ten judo and tennis clubs, and 39 cycling clubs were established.

In analysing more success indicators of the project, we found that, out of the 253 communities in Israel, more than 180 registered and more than 150 were approved. And for the second year, the registration met its aim with nearly 10,000 new registered children. However, in football, the project did not begin since it was decided to have one leading football club in Europe that will be selected to lead the project. Unfortunately, the selection process of the football club was too long, while the Israeli national team performed poorly in the European Football Championship Qualification (Euro 2016). As a result, the Ministry of Culture and Sport, in cooperation with the Football Association, decided to hold the opening of the football project and look for an overall new plan for football in particular, which is under consideration as of today.

Table 6: "Sport flourishes" – New teams established in local councils (Source: Sport Authority Database 2015)

Fields	Local Councils with an existing association	Local Councils without an existing association	Potential % growth in number of association
Basketball	169	17	10.06 %
Handball	25	2	8.00 %
Volleyball	48	8	16.67 %
Athletics	21	8	38.10 %
Gymnastics	52	21	40.38 %
Swimming	45	7	15.56 %
Judo	30	10	33.33 %
Sailing	Number of councils with association	7	63.64 %
Tennis	169	10	17.24 %
Cycling	25	39	185.71 %

On the other side of the spectrum, the Ministry of Culture and Sports-Sport Authority initiated a national project with the Ministry of Health and the Ministry of Education in order to face the non-communicable diseases and the level of inactivity among the Israeli population. This resulted in a government decision on 8 December 2011 (Government Decision 3921), and the initiation of the National Program to Promote Active, Healthy Lifestyle among the citizens of Israel.

The National Program to Promote Active, Healthy Lifestyle requires a behavioural change by the individual, public institutions, the private and the labour sectors, the school system, and others, and aims to create the necessary supporting surroundings through a vast cooperation network on a national scale (today's life expectancy of women in Israel is 84, and men's is 80.2³).

The vision of the project is to create an environment that allows the population in Israel to remain healthy and keep tabs on weight through proper nutrition and physical activity and sport. The goals of the project include:

- To slow down the rising rates of non-communicable diseases.
- To improve the quality of life and health of the population in Israel through physical activity and proper nutrition.
- To prevent those who aren't overweight from gaining weight and to achieve a decline in the number of overweight people.
- To enhance the consumption of healthy food and to limit the salt and sugar consumption in various products.

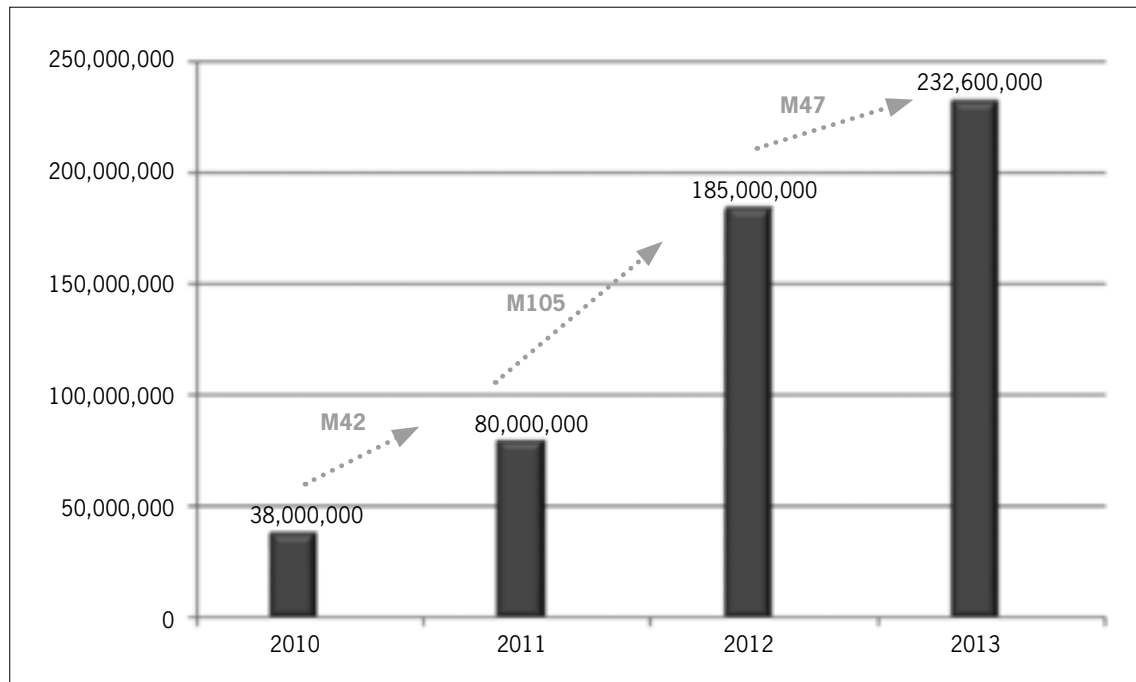
Following a pilot project among 13 communities in Israel, which was held for three years (2011–2013), it was decided to launch the project across all communities in Israel. The Sport Authority subsequently added within the existing “Sport Basket”, which is the tool with which the Sport Authority is financing the communities in Israel, a new article which defined what the community is required to accomplish in order to be eligible to receive extra funds for this purpose. The overall objective is to motivate the community to develop new sport facilities, cycling tracks, and walking/jogging tracks in order to enable more citizens to engage in physical activity and sport, regardless of age, gender, socio-economic status, and location. It took more time than expected to develop this evaluation sheet, so that it is expected that in the financial year of 2016 (and on), this tool will be implemented for the benefit of all involved.

Changing the sport culture in Israel inevitably depends a great deal on the existing sport facilities, which are open to the public, and their quality. Based on a survey which was conducted years ago, it was found that more than 2000 schools do not have any sport halls/gymnasiums. This, of course, is not conducive to a sport culture but rather deprives it. In addition, there were very few sport facilities that could host international sporting events. It is for this reason that, in 2009, we initiated the mapping of all sport facilities in Israel, both publicly and privately owned. Based on the mapping, the Sport Betting Board – with the help of the international companies Deloitte and Trigger-Foresight, conducted detailed research on the subject of upgrading sport facilities. The results and recommendations of this research were adopted by the Sports Betting Board and the Ministry of Culture and Sport, with the “2020 Facilities Plan” going underway. The goal is to build

³ Source: Database on World Health Statistics, 2014

100 new football pitches and 500 new sport halls/gymnasiums in this decade. So far, this project is yielding good results and is meeting the expectations, with a record investment, to this date, of over 1 billion NIS (about 220 million euros) by the Betting Board (as seen below in table 7).

Table 7: Investments in sport facilities (by the Sport Betting Board) (Source: Data – The Sport Betting Board 2010–2013)



In conclusion, the Sport Authority now has detailed database at its disposal, knowing where it stands and what needs to be done in the years to come. We are currently investing more efforts, energy, and money in competitive sport and sport for all than we ever have, hoping that by 2020 up to 42% of the adult population will take part in sport and physical activity (as opposed to 32.5% in 2012) as per the WHO recommendations. In addition, we will have 160,000 registered athletes, aged 13 and above, who will win two to four medals in the 2020 Tokyo Olympics. At the same time, we will continue to focus and to invest more than 240 million NIS (about 56 million euros) every year in building new sport facilities in cooperation with the local communities across the country, focusing mainly on the periphery. All of this will hopefully lead to significantly more children in grades 6 to 12 engaging in sport and physical activity in general, and on a daily basis in particular.

It should be mentioned and emphasised that the Ministry of Culture and Sport and the Sport Authority, based on a government decision of 2005, are focusing on the advancement of female athletes in competitive sports. Toward this end, a Public Council for the Advancement of Women in Sport was established in 2009, which in addition to all financial resources that were distributed among athletes – males and females – by the Sport Authority, received a budget of 80 million NIS (about 20 million euros) for 8 years to be invested in the development of female athletes in 3 main areas:

- Establishing new all-female sport teams.
- Developing women leadership in sport, including female coaches.
- Changing public opinion regarding female participation in competitive sport.

As a consequence of the new approach, female participation in organized sports has increased between 2009 and 2015, from 6% to 20% of the total number of registered athletes in Israel. Our belief that female athletes should be treated equally is paying dividends both in terms of results and ensuring the continuity of the project and the status of females in competitive sport in Israel. Furthermore, it is expected that the Israeli delegation to the 2016 Olympic Games will include 45–50% female athletes, and hopefully one of them will return with an Olympic Medal.