

FRAMEWORK FOR PACIFIC REGIONALISM – REGIONAL INITIATIVE TEMPLATE

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1. Contact Details –

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2. Name of Initiative

Pacific Sport Compass: Providing direction on Sport for Development in the Pacific

3. Background and Rationale

As the global development agenda transitions to the Sustainable Development Goals, there is increasing focus on addressing inequality and ensuring no one is left behind. Sport for development refers to the intentional use of sport, physical activity and play to attain specific development objectives, including the Sustainable Development Goalsⁱ. The right to sport is enshrined in the International Charter on Physical Education and Sportⁱⁱ, in the Olympic Charter and reflected in numerous international human rights instrumentsⁱⁱⁱ to which the Pacific countries are signatories.

The Pacific region has a strong governance framework for sport at the regional level that is highly regarded for maximising resources and harnessing the strengths of Pacific Island nations with leadership from the Oceania National Olympic Committees (ONOC), Commonwealth Games Federation, Organisations of Sport Federations in Oceania (OSFO) and Oceania Regional Anti-Doping Organisation (ORADO).

In public policy, sport and its many dimensions align under an eclectic matrix of portfolios across the region. Sport can make significant contribution to outcomes in many sectors including health, education, youth development, culture and heritage, and economic development. Across the region, a high proportion of Pacific Island Countries lack a comprehensive sport policy framework and the information to ensure that sport contributes to development through focused outcome-oriented actions. Significant gaps exist in sport policy, regional support mechanisms, and monitoring and evaluation frameworks. Pacific Island countries are also facing challenges surrounding:

- Equity and access to inclusive, sustainable and safe sport and physical activity
- Quality physical education coordination and delivery
- Threats to the integrity of sport including doping, corruption, match-fixing and the manipulation of sport competitions.

A Pacific Sporting Needs Assessment conducted by the Australian Sports Commission (ASC) in 2004 explored 14 country case studies in the Pacific and identified three key issues:

- National sport policies
- Sport education programs
- Physical education and school sport programs

The need for better sport education programs has been addressed with the Oceania Sport Education Program (OSEP) currently delivered under ONOC. Significant challenges still persist across the region in the exclusion and removal of physical education in schools and a lack of national policy direction on physical education.

The international sport for development and peace movement has seen rapid expansion, growth and sophistication. This is evidenced by high-level partnerships and collaboration, a maturing evidence base^{iv}, and a suite of monitoring and evaluation tools^v. Selected case study reports include reference to Pacific countries and data on sport policy development.^{vi,vii, viii}

International instruments and landmark reports inform this submission:

- UN Task Force Report: Towards Attaining the Millennium Development Goals through Sport 2003
- UN Resolutions on Sport for Development and Peace
- Olympic Charter
- IOC Agenda 2020
- IOC The Contribution of Sport to the Sustainable Development Goals and the post-2015 Development Agenda
- UNESCO International Charter on Physical Education and Sport 1989
- UNESCO – MINEPS V Declaration of Berlin 2013
- UNESCO Quality Physical Education Benchmarks

A rapid survey of existing sports policies in Pacific countries revealed:

Australia	Play.Sport.Australia. Australia's Winning Edge National Policy on Match-Fixing in Sport National Sport and Active Recreation Policy Framework	2015 2012 – 2022 2011 2011
Fiji	National Sports Policy	2012
New Zealand	Community Sport Strategy Policy on Sport Match-Fixing and Related Corruption High Performance Sport New Zealand Strategy	2015 - 2020 2014 2013 – 2020
Samoa	National Sports Policy	2010 - 2015

Of the few sport policies that exist – Australia and New Zealand have the most comprehensive policies and strategies. Papua New Guinea, Solomon Island and Vanuatu’s sport policy recently expired, and Kiribati and Tuvalu have a sport policy under development in 2015. Based on the initial rapid survey, 18 of 22 Pacific Countries **do not** have a Sport Policy.

Description

The Pacific Sport Compass is a new initiative to promote sport as an effective development tool. Through the focus areas of sport **policy** and **education**, the Pacific Sport Compass will build partnerships between sport stakeholders and the wider development community to ensure that sport makes an active contribution to the well-being of Pacific peoples.

Pacific Sport Compass initiative aims to:

- Better understand the contribution of sport to development through collection of evidence and analysis of impact
- Review and enhance national sport policy across the Pacific countries
- Develop a series of sport policy models for the Pacific
- Support national governments in setting policy priorities in sport for development
- Inform the coordination and delivery of quality physical education in the Pacific
- Enhance the delivery of sport education and sport management in the Pacific
- Develop a measurement framework to support regional sport policy implementation

The plan of action consists of four stages:

STAGE	ACTIONS	TIMELINE
1. Preliminary Research	<ol style="list-style-type: none"> 1. Secondary Data Research 2. Establish Pacific Sport Research Consortium 3. Consolidate sport, physical education and physical activity resources 4. Full proposal development 	31 December 2015
2. Pilot Countries	<ol style="list-style-type: none"> 5. Consultation with key regional stakeholders 6. Pilot study on 5 target countries 7. Publish preliminary report 	Jan – Mar 2016 April 6, 2016
3. Policy, Evaluation, Resource Development	<ol style="list-style-type: none"> 10. Source project delivery funding 11. Design sport policy models and resources 12. Develop indicators & evaluation framework 	30 June 2016 31 December 2016 31 December 2016
4. National Roll-out	<ol style="list-style-type: none"> 13. Support national governments with sport policy development 14. Establish national sport education systems 15. Publish final research report 	Jan – Dec 2017 April 6, 2018

ONOC will lead the initiative through its new Sport for Development Working Group chaired by ONOC President. In-kind support has been committed by; Working Group members, administrative

support from ONOC Secretariat, technical assistance from UNESCO (including a UNESCO intern in 2015) and UNICEF for a 12 month period. Pacific Sport Ministers will be called upon to nominate country focal points for this initiative. Donor funding will be sought to support the operational costs of the first phase of the project while a rigorous costed proposal for action will be developed for implementation from 2016 – 2018.

A Pacific Sport Research Consortium will be established to bring together thought leaders in the Pacific to inform sport policy research expand evidence base at national and regional levels and include representation from; ONOC, UNESCO, UNICEF, WHO, Pacific Islands Forum Secretariat, Oceania Sport Information Centre and leading academic institutions^{ix} in the region.

To develop flexible models that can be used across Pacific countries with differing legal systems, populations and levels of development, the countries and territories were examined for a series of key factors:

System of Government	Population	Development Status	ONOC Members	Forum Members
American (COFA)	< 50,000	Least Developed	Full Members	Full Members
French	50,000 – 500,000	Lower Middle Income	Associate Members	Associate Members
Commonwealth	> 500,000	Upper Middle income	Non members	Non members

They were then categorised in five groups and from these groups five countries will be selected for the initial pilot phase:

Group A	Group B	Group D	Group D	Group E
Small American-affiliated	Large Commonwealth states	Medium Commonwealth states	Small and micro Commonwealth states	French affiliated
American Samoa	Australia	Kiribati	Cook Islands	French Polynesia
Federated States of Micronesia	Fiji	Samoa	Nauru	New Caledonia
Guam	New Zealand	Solomon Islands	Niue	Wallis & Futuna
Marshall Islands	Papua New Guinea	Tonga	Norfolk Island	
Northern Marianas		Vanuatu	Tokelau	
Palau			Tuvalu	

Given the volume of potential stakeholders a time cost is anticipated for effective and inclusive regional consultation. Integrating an evaluation framework and a regional support mechanism in tandem will help reduce the risk the policy development comes without national implementation. Operational funding may take time to secure. Whilst in-kind support already committed will enable the first phase of the project, human resource allocation will be critical to ongoing funding bids.

Outside of the Pacific region a number of complementary projects underway including:

- Development of an international methodological framework to monitor the implementation of the Declaration of Berlin across four indicator categories; covariate, input, output, and outcome indicators led by UNESCO^x.
- The Latin America and Caribbean region hosted the first MINEPS V regional follow up meeting in October 2013 and are progressing with a Caribbean Sports Observatory and MINEPS V indicator suite.

4. Alignment to Regional Vision, Values and Objectives

Sport is a platform that cuts across culture, language, background, education level, gender and age. It has the ability to unite people and harmonise the spirit across generations. Sport contributes to healthy living and touches the body, soul and mind. Sport in the Pacific and its regional governing bodies are committed to coordination, cooperation, collaboration and harmonisation of its sport for development goals and outcomes.

Sport will help achieve the Pacific vision of HARMONY that all People can lead HEALTHY and PRODUCTIVE lives. This proposal is to formalise the regional sport organisations commitment to work across the region with existing national partners to improve our governance of sport at all levels of sport in the Pacific.

The lack of national sport policy demonstrates that governments are not fully aware of the potential of sport to contribute to meeting their domestic development goals, societal challenges and reducing public costs across a plethora of areas.

The Pacific Sport Compass seeks to address and embrace good governance, promotion of human rights, gender equality and commitment to just societies. It aims to strengthen governance systems in national sport environments and development for economic social improvements to the livelihood of the Pacific people. It will inform national governments on the direction of strategic resource allocation and maximise the benefits of sport, physical education and physical activity across the region.

Through this national sport policy regional approach:

1. It will set the rules to improve the coordination and harmonisation of the roles, responsibilities and resource allocation of national organisations supporting holistic sport for development in so far as social participation or recreational sport, development and high performance is concerned.
2. It will encourage access to social participation and high performance sport by people of all ages, sex, ability and income level status

3. It will coordinate the sharing of policies, procedures, processes and best practice to national sport partners on sport governance, transparency, reporting and integrity
4. It will harmonise economic integration through the platform of a pacific sport industry via the standardisation of sport training courses, continuous professional development opportunities and establishment of formal sport career pathways
5. It will harmonise the pacific through the movement of people across the region to share expertise and knowledge due to agreed regional standards for sport volunteers and professionals.

Sport is a broad policy domain that crosses many ministerial portfolios. Oversight from Pacific Leaders is vital to the establishment of a comprehensive and collaborative regional sport policy framework that aligns with national and regional policy agendas and development priorities under the Framework for Pacific Regionalism.

5. Additional Information

The ONOC Working Group on MINEPS V will deliver a presentation to the Pacific Sport Ministers at their 4th Meeting in conjunction with the 2015 Pacific Games in Port Moresby.

Please find attached a briefing paper that will be delivered at the Pacific Sport Ministers meeting by:

Dr Robin Mitchell President, ONOC

Dr Sue Vize Regional Adviser for Social and Human Sciences in Asia-Pacific, UNESCO Bangkok

Hon Joyleen Baklai Temengil Minister of Community and Cultural Affairs, Government of the Republic of Palau & Secretary General of the Palau National Olympic Committee

ⁱ The Contribution of Sport to the Sustainable Development Goals and the post-2015 Development Agenda, IOC, 2015.

http://www.olympic.org/documents/olympism_in_action/sport_contribution_to_post_2015_agenda-eng-feb.pdf

ⁱⁱ UNESCO International Charter on Physical Education and Sport

ⁱⁱⁱ Human Rights instruments; United Nations Convention on the Elimination of all Forms of Discrimination against Women, the United Nations Convention on the Rights of Persons with Disabilities, the United Nations Convention on the Rights of the Child, the UNESCO Convention against Discrimination in Education, and the UNESCO International Convention against Doping in Sport.

^{iv} Sport-for-Development: An Integrated Literature Review (2015) – In Press. Nico Schlenker, Emma Sherry, and Katie Rowe

^v Comic Relief Review: Mapping the research on the impact of Sport and Development interventions, 2011.

^{vi} Sport for Development and Peace: Governments in Action, 2008

<http://www.righttoplay.ca/moreinfo/aboutus/Documents/Governments%20in%20Action.pdf>

^{vii} The Commonwealth Guide to Advancing Development through Sport, Commonwealth Secretariat 2014

http://www.un.org/wcm/webdav/site/sport/users/melodie.arts/public/Commonwealth%20Secretariat_2013_The%20Commonwealth%20Guide%20to%20Advancing%20Development%20through%20Sport.pdf

^{viii} Strengthening Sport for Development and Peace: National policies and strategies, 2014

<http://books.thecommonwealth.org/strengthening-sport-development-and-peace-paperback>

^{ix} Including for example: La Trobe University's Centre for Sport and Social Impact, and The University of Sydney's WHO Collaborating Centre in Physical Activity, Nutrition and Obesity.

^x UNESCO Intergovernmental Committee for Physical Education and Sport (CIGEPS) Ad-hoc Working Group

5. Additional Information

Pacific Sport Compass: Providing direction on sport for development in the Pacific

Background

The contribution of sport to national development and wellbeing have long been recognised, but it is only more recently that sport is playing a more prominent role as a tool for achieving sustainable development.

Access to sport is a fundamental human right.^x The right to sport is mandated in UNESCO's International Charter on Physical Education and Sport^x, in the Olympic Charter and reflected in numerous international human rights instruments.^x During the last decade, the international sport for development and peace movement has seen rapid expansion, growth and sophistication. This is evidenced by high-level partnerships and collaboration, a maturing evidence base^x, and a suite of monitoring and evaluation tools^x. Last year the United Nations and the International Olympic Committee formalised their partnership and introduced a new International Day dedicated to celebrating Sport for Development and Peace.^x

Sport has undoubted health and social benefits, for the Pacific tackling the crisis of non-communicable diseases (NCDs) is of particular concern. The WHO estimates that NCDs account for 70-75% of deaths in the Pacific, many of which are premature and preventable. The Pacific now fills all global top 10 places for incidence of diabetes. Lack of physical activity is one of the causative factors. Sports and physical activity also plays an important social role in communities, from teaching children how to play together to major events that promote national identity. Sport for development aims to harness these and other positive benefits of sport for community well-being and sustainable development.

Some of the positive regional initiatives include ONOC's Oceania Sport Education Programme^x, the Pacific Youth and Sport Conference^x and UNESCO's recently released Quality Physical Education Framework^x (footnote links to each of these). The Australian Government's investment in two major initiatives, the Pacific Sport Partnership program and the Australian Sports Outreach program have made an impact on health, gender equality and social inclusion in the Pacific. DFAT is set to launch a new Sports Diplomacy strategy in June 2015 to expand their investment in sport for development. These are complemented with many initiatives at the national and community level.

There are however, still some negative influences connected with sports. Sometimes the effort and resources for sports focuses on a small group of elite athletes and the benefits to the wider community are not as great as they could be. Of greater concern is the presence of corruption through match-fixing and doping. Fourteen Pacific countries^x are now signatories to the International Convention Against Doping in Sports, showing the commitment of the countries in the Pacific to address issues. Yet few countries have comprehensive sport policies or strategies that provide clear direction for sport, both in capitalising on the positive aspects to achieve greater outcomes and addressing the negative aspects through alignment of legislation and action with commitments such as anti-doping.

A rapid survey of existing sport policies in Pacific countries has identified the following results:

Country	Policies	Year
Australia	Play.Sport.Australia Australia's Winning Edge National Policy on Match-Fixing in Sport National Sport and Active Recreation Policy Framework	2015 2012-2022 2011 2011
Fiji	National Sports Policy	2012
New Zealand	Community Sport Strategy Policy on Sport Match-fixing and related Corruption High Performance Sport NZ strategy	2015-2020 2014 2013-2020
Samoa	National Sport Policy	2010 - 2015

Based on the initial rapid survey, 18 of 22 Pacific Countries **do not** have a Sport Policy. Sport policy is a tool that can be used to identify priorities and strategic direction to capitalize on the benefits of sport and systematically address corruption and other issues. The preliminary data collected suggests that sport policies have not been used very often to guide direction to the sporting community at national level. Key organisations such as ONOC have strategic plans, but many organisations, including government, do not.

Prioritising sport on the regional development agenda

The world of sport is an industry. Sport provides employment opportunities in schools, National Olympic Committees, international federations, national sport federations and organising committees of major international events^{x,x}. International studies have indicated that every US\$1 million spent on sport and physical activity generates a saving of US\$3.2 million in national medical costs^x. This is an estimate for developed countries as economic benefits of sport, physical education and physical activity are not well defined in developing countries. In Australia and New Zealand, for example, the latest strategies indicate:

- *Australia*: Sport has a workforce of 2.3 million volunteers, 100,000 paid workers and generates more than 12.8 billion in annual income
- *New Zealand*: Sport contributes \$5.2 billion to the New Zealand economy (2.8% of GDP), 50,000 people work in sport and recreation, and the 50 million hours worked by volunteers is worth \$728 million. Households spend \$1.3 billion on sports goods and equipment

Sport for development and peace activities can also reduce public costs which is difficult to measure without disciplined data collection and evaluation. For example, increased physical activity levels can lead to reduced health care costs associated with chronic diseases and mental illness, and reduced costs to individuals from lost work and health care expenses incurred due to illness.^x The design of good sports policy needs better evidence to inform the selection of priorities, and more importantly the best investments in sports. There are many existing data sources including health and education statistics, sports participation data, doping results from Pacific Games and other events, government budgets (investment in sports) that will help to identify the importance of sports but also to highlight the gaps in our knowledge. A regional approach to sport policy and education will promote better data collection, comparative analysis and national planning.

Sport Ministers take the lead with the Declaration of Berlin

The Fifth International Conference of Ministers and Officials of Sport (MINEPS V) held in Berlin, Germany in 2013 is a landmark in driving the agenda of sport for development. One hundred and twenty one Member States were represented, along with representatives from the IOC, sporting federations and other community organisations. Over 100 experts from government, academia and

the sports movement worked to prepare a comprehensive set of recommendations on driving a cohesive global agenda for sport to be considered at this conference, leading to the Declaration of Berlin.

The Declaration of Berlin identifies three key areas to focus the strategic development of sport as a tool for development for which there are more than 70 detailed commitments made by the Member States within three topics:

- a) Access to sport as a fundamental right for all
- b) Promoting investment in physical education and sport programs
- c) Preserving the integrity of sport

As a follow-up plan for MINEPS V, UNESCO is working with partners around the world to host workshops to develop regional and local plans of action for implementation. The first of these was held in Colombia in late 2013.

Oceania consultation on MINEPS V

In April 2015, the first workshop on MINEPS V for the Asia-Pacific region was sponsored by ONOC and UNESCO. The workshop and the ONOC General Assembly following, reaffirmed the recommendations in the Declaration of Berlin and mapped out an action plan for the Pacific to implement these recommendations. The action plan has two key components:

Recommendation 1

The development of a model for comprehensive sport policy in the Pacific that would go through the following phases:

- Reaffirmation of the Declaration of Berlin by the Pacific Sport Ministers Meeting
- Research on the contribution of sport to sustainable development in the Pacific – making the case for investing in sport and understanding issues faced in delivering quality sport outcomes for the region
- Development of a model Pacific Sport Policy that could be adapted by countries developing new policies or set a standard for other countries when revising their policy that would cover:
 - o Building partnerships across different sectors including health and education, as well as between government, sporting bodies and community
 - o Providing a good governance framework that could be introduced through national legislation and provide accountability
- Capacity building in all key partners from schools, universities, and government, to sporting organisations
- Implementation of a pilot project and development of toolkit that can be used for replication in other countries

This would be achieved through the establishment of a working group under ONOC to lead the process, commencing with a resolution of the ONOC General Assembly and presentation of a proposal to the Pacific Sport Ministers meeting to be held at the Pacific games in July 2015. Following the workshop it was proposed and agreed that the development of the MINEPS indicators should also be part of this activity.

Recommendation 2

Building on the existing educational initiatives, some of which were presented in the workshops, but could be expanded by further sharing of successful initiatives in the Pacific countries. Specifically, the following activities would be included:

- Use the existing programs developed by OSEP to link the efforts of government and NOCs as partners in educational initiatives
- Build more in country capacity using the OSEP training modules, especially with current and future physical education teachers
- Share the models developed by the ASC which are varied and provide many options for tackling issues of access, education and integrity in sport
- Improve the connections between the health and education sectors through an evidence-based whole of society approach (which links to recommendation 1)

The ONOC General Assembly reaffirmed the Declaration of Berlin, endorsed the recommendations and appointed a Working Group to take forward the development of the Action Plan.

Pacific Sport Compass Initiative

The ONOC Working Group has developed a new initiative to promote sport for development through a strategic regional approach based on sound evidence, consultation and partnership. Through the focus areas of sport **policy** and **education**, the Pacific Sport Compass will provide a structured process to build the partnership between sport stakeholders and the wider development community to ensure that sport makes an active contribution to the well-being of Pacific peoples.

The Pacific Sport Compass initiative aims to:

- Review and enhance national sport policy across the Pacific countries
- Develop a series of sport policy models for the Pacific
- Support national governments in setting policy priorities in sport for development
- Inform the coordination and delivery of quality physical education in the Pacific
- Enhance the delivery of sport education and sport management in the Pacific
- Develop a measurement framework to support regional sport policy implementation

The plan of action consists of four stages commencing in 2015 with a three year vision:

1. **Preliminary research** stage – desktop review or secondary data sources and basic primary data collection through surveys. Collate resources, tools and evidence on a central website that be accessed by all stakeholders.
2. **Pilot countries** stage – conduct sport policy and education research in five pilot countries.
3. **Policy, evaluation & resource development** - design sport policy models, develop regional evaluation framework and education resources.
4. **National roll-out** - Support national governments with sport policy development and establish national sport education systems.

ONOC made a submission in June 2015 to the Pacific Islands Forum Secretariat for a Regional Initiative under the Framework for Pacific Regionalism.

Target Countries

As the purpose of the action plan is to develop flexible models that can be used across Pacific countries with differing legal systems, populations and levels of development, the countries and territories were examined for a series of key factors outlined below.

System of Government	Population	Development Status	ONOC Members	Forum Members
American (COFA)	< 50,000	Least Developed	Full Members	Full Members
French	50,000 – 500,000	Lower Middle Income	Associate Members	Associate Members
Commonwealth	> 500,000	Upper Middle income	Non members	Non members

They were then categorized in groups as follows:

Group A Small American-affiliated	Group B Large Commonwealth states	Group C Medium Commonwealth states	Group D Small and micro Commonwealth states	Group E French affiliated
American Samoa	Australia	Kiribati	Cook Islands	French Polynesia
Federated States of Micronesia	Fiji	Samoa	Nauru	New Caledonia
Guam	New Zealand	Solomon Islands	Niue	Wallis & Futuna
Marshall Islands	Papua New Guinea	Tonga	Norfolk	
Northern Mariana's			Tokelau	
Palau		Vanuatu	Tuvalu	

From these groups five countries will be selected to participate in the initial pilot phase.

Developing partnerships and resources

There are already several organisations at the global, regional and national level involved in activities that will complement this action plan. It is important to build strong relationships between these, share information and develop a common agenda.

International	Regional	National	Community / Non-Government
IOC	ONOC Oceania Australia Foundation Pacific Islands News Association	National Olympic Committees	Aid & development agencies (World Vision, Save the Children, Child Fund, Red Cross)
	Pacific Games Council	Sport Ministries Sport Commissions, Local Councils and Academies	Civil societies Sport Matters ACHPER-SD
Commonwealth Games Federation		Commonwealth Games Associations	Youth and church groups Human rights commissions
International Sporting Federations	Regional Sporting Federations	National Federations	Youth-led and church organisations and networks

	Secretariat of the Pacific Community (NCD work)	Health Ministries	Pacific Island Association of NGOs
UNICEF, UNESCO, UNDP	Pacific Islands Forum Secretariat	Education Ministries University of the South Pacific	Pacific Disability Forum
WADA	ORADO	National anti doping agencies	Youth and Community agencies
	Development partners (Australia, NZ, Japan, China, USA)	Law & justice sectors (integrity, anti-corruption, anti-doping)	
Commonwealth Secretariat	University partners	Human rights commissions	

The ONOC Working Group will be responsible for further developing this proposal including detailed actions and costing, wider consultation and partnerships. A UNESCO internship will support the first phase of the project in 2015 and is expected to run in parallel to the development of a rigorous costed proposal for implementation in 2016 and beyond. The ONOC Working Group includes:

- Dr Robin Mitchell (Chair) President, ONOC
- Luatua Seumanatafa Semi Epati Assistant CEO – Sports,
Ministry of Education, Sports and Culture, Samoa
- Lorraine Mar Secretary General & CEO, FASANOC, Fiji
- Terry Sasser Secretary General, Marshall Islands National Olympic
Committee
- Yvonne Mullins Executive Director, Oceania Athletics Association
- Sainimili Talatoka Oceania Sport Education Program Coordinator
- Dr Sue Vize Regional Adviser for Social and Human Services in Asia-
Pacific,
UNESCO Bangkok
- Jackie Lauff CEO, Sport Matters