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PUBLIC SPORT GOVERNANCE IN THEORY AND PRACTICE: MANAGING AND ORGANIZING PUBLIC SPORT SECTOR WITH A COMPARATIVE ANALYSIS OF BALTIC STATES AND SCOTLAND

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Abstract

Contemporary public sport governance takes place in a very different context than that of past decades. The public sport governance is comprised of a variety of basic aspects that build its managerial basis - legislative base, funding allocation and long-term strategic development. The research problem presented is the seeming ambiguity of the variety of theoretical aspects of public sport governance that define the real-life practice of various public sport governance systems across countries. The aim of research was to examine and analyze the theoretical aspects of public sport governance and to determine the practical differences through the comparative analysis of the public sport governance systems of the Baltic States and Scotland. The research was conducted using monographic and content analysis method to research the variety of theoretical aspects, while the comparative analysis method was applied to compare the public sport governance cases of the chosen countries. The main results of the research present that the available theoretical aspects of public sport governance enable a practical research to be conducted on a wider and detailed scale. The results proved that even the slightest difference between countries within their legal framework could prove its intention in furthering sport sector's promotion. A definition of the term "public sport governance" was developed and proposed. It could be used in further research of the conceptual and practical understanding within the public governance, policy, sport management, economics and sport law fields as crucial part of the overall public sport governance within the national, regional and international economic framework.

Keywords: Sport Governance, Public Sport Governance Structure, Public Sport Management

1. Introduction

Contemporary public sport governance takes place in a very different context than that of past decades, especially in the European Union (EU). The sport sector and its governance are EU's supportive competence. Within the framework of all EU competences, this is an area where the EU can only issue recommendations to the Member States on the promotion of sports governance and its related actions. Sport sector is very specific as sports organizations are guaranteed special autonomy and decision-making and action-taking independence where the public administration might get involved, be it at a national, regional and international level. However, the EU as a

supranational organization tries to promote a tight cooperation between the national sports organizations and Member State's public administration to support the further development of the sport industry and its organization while following the good governance principles. While the state governments are trying to weigh the high expectations from their involvement with sport, including the prospects that it will generate economic growth, decrease health expenditures, promote social integration and develop national identity as stated by Sam (2009).

Given the variety of public sport governance organizational structures with their historical and cultural traditions within the EU Member States (MS), EU aims to strengthen the overall organization and governance of sport in Europe while the European Commission's approach is to support it as much as possible and to provide the necessary added value to get the work done within national sport sectors. The structures of how sport is managed on public administration's level are as various as different in their mentalities are the MS and third countries in contrast to the EU. Namely, every decision made, every major sporting event taking place and how the country positions and presents itself on the international sport arena should be managed and organized in a certain way in a collaborative network of national sport sector stakeholders. The public sport governance consists a variety of basic aspects that build its managerial basis - the legislative base, the funding allocation and the long-term strategic development. In addition, the historic background should not be forgotten, as it has an enormous impact on the way state manages and develops public sport.

Lately, the interest of researchers and scholars in the amount of research on sport governance and sport management have grown - either on a business management level, e.g. a professional football club (be it is because of its popularity or the fact that it is a money-making machine), or how a sporting organization such as International Football Federation (FIFA) should be governed (be it because of the numerous corruption scandals or match-fixing issue that still persists). Thus, according to Pielke (2016) it is safe to say that as a big money machine sport, also requires a sound and accountable governing system on multiple levels – municipal, regional, national and international.

Public sport governance of each country are just as vital as the management of an international sporting organization or a major sport league. No matter the size of the country, there are always issues of managing and organizing the sector that is fiercely autonomous and yet so dependent on public administration's decisions both within the sector and the economy as a whole. In general, the application of governance to the sport context sensitizes the way sport organizations and systems are steered and controlled. Namely, central to the concept of governance is the notion of power, where power lies within sport organizations and systems, and the extent to which power can possibly shift or can do in the future (Dowling *et al.* 2018). Public sport governance exists in perfectly balanced relationship between state, sport governing bodies and citizens. It all cannot take place without the co-production of citizens acting together with federations in developing and implementing service provision, for example, volunteers actively involved with organizing local level initiatives and activities, while co-management exists when federations work together with the state stakeholder and citizens in the daily management of their sport governance role. It is brought together in co-governance, where all three parties are involved in creating public policy and practice. Groeneveld (2009) supports this position of relationship between state, sport governing bodies and citizens. Thus, it emphasizes the very essence why sport sector is as specific as it is, and the fact that it cannot exist in a vacuum without considering the national and international economic and political governance framework it exists within.

Thus, the aim of the research is to examine and analyze the theoretical aspects of public sport governance and to determine the practical differences through the comparative analysis of the public sport governance systems of the Baltic States and Scotland. The research was conducted using monographic and content analysis method to research the variety of theoretical aspects, while the comparative analysis method was applied to compare the public sport governance cases of the chosen countries.

The main results of the research present that the available theoretical aspects of public sport governance enable a practical research to be conducted on a wider and detailed scale, including to assess every country's stand on public sport policy-making and the overall level of stakeholder involvement (legal, managerial and organization) to understand its core public

intention in furthering the development of the sector. It was also proven that even the slightest difference between countries within their legal framework could prove its intention in furthering sport sector's promotion. A definition of the term "public sport governance" was developed and proposed. It could be used in further research of the conceptual and practical understanding within the public governance, policy, sport management, economics and sport law fields as crucial part of the overall public sport governance within the national, regional and international economic framework. This also elevates the contribution of this research as it defines the real-life practice of various public sport governance systems across the EU, Europe and third countries, and it provides a more in-depth look how the public sport is organized and managed. It also shows how the analysis of various best practice case studies could enable the EU MS and/or third country public sport stakeholders to learn from each other if any kind of improvements are considered to be carried out.

To achieve the set aim of the research, this paper is divided into five content related parts. This paper's literature review is presented in Section 2, while the methodology is described in Section 3. The discussion of the research is set out in Section 4 where the theoretical aspects of public sport governance are examined and analyzed. The results of the comparative analysis performed in the Section 5 determine the practical differences of the chosen countries – the Baltic States and Scotland – thus assessing the various ways states manage public sport on a national level. Finally, the main conclusions and the limitations of this research are presented in the Section 6.

2. Literature review

This paper is based on various research discussions and academic books by various authors and scholars about public governance, sport governance and various theoretical aspects that pertain them. It is stated in the research by Dowling *et al.* (2018) that central to the concept of governance is the notion of power, where power lies within sport organizations and systems. At the same time, Parent and O'Brien (2018) in their research describe the notion that the very essence power of corporate governance contains three main approaches – corporate and strategic management, and organizational behavior – and they are vital for the mere existence of sport governance. Hoyer and Cuskelly (2007) list the basic characteristic functions that could be observed in all sporting NGOs, e.g. some of them are the following: 1) to develop and implement a vision / strategy for the sport, 2) to promote the spread of the sport, 3) to manage the compliance with international sports regulations, including the anti-doping rules etc.

The author follows it up by reviewing the level of involvement of public administration in the sport governance described by Coakley (2001, pp.386-394), as there are reasons that are placed as common ground for mutual collaboration between sport governance and public administration, and some of them are the following: 1) maintain public order, 2) maintain physical health and abilities of the population, 3) promote country's image in the world etc. It deems as a foundation for further distinguishing the existing approach models of public sport governance and legislation, namely, interventionist v. non-interventionist approaches, defined by Andre-Noel Chaker (2004). Author further reviews articles and research papers on the reasons and models of the implementation of public sport governance that have been discussed by the *VOCASport* (2004) group research, led by Jean Camy, on the typology of sport governance systems developed and in place across the European Union. This discussion is further supported by Ian Henry (2013) in his research on the link of the *VOCASport's* defined four types of systems to a two-dimensional matrix of public administration services' access developed by Newman (2001).

These theoretical aspects are further applied in the comparative analysis performed in the Chapter 4, while the case study analysis of the public sport governance systems of Latvia, Lithuania, Estonia and Scotland are based on the public information found on the official websites of involved sport sector stakeholders, e.g. Ministry of Education and Science of the Republic of Latvia or Ministry of Culture of the Republic of Estonia, or sport sector governing agency in Scotland, as well as national legislation and public sport policy planning documents of the chosen countries, e.g., Sport Law and Sport policy guidelines of the Republic of Latvia.

3. Methodology

To solve the presented research problem, the author used various research methods, such as the monographic method to analyze the theoretical aspects of the public sport governance discussed in the scientific literature. The content analysis method is used to research the public sport governance principles of the countries researched, whilst the comparative analysis method is used to carry out the comparison of the public sport governance systems of the three Baltic States – Latvia, Lithuania and Estonia – and Scotland. In order to perform the comparison of the short case studies of the aforementioned countries, it should be noted that the ground they were chosen as because the three Baltic States have common history, as well as endless mutual competitive spirit on the sport championships of variety championships. Despite the competitiveness, the public sport governance in all countries is organized seemingly differently. The choice of Scotland as one of the case studies was based on its independent public sport governance structure and development, while acting independent from the decisions made within the framework of the overall United Kingdom's (UK) sport governance and taking into account the specifics of the UK legal system that is in complete contrast to the public sport governance models of the Baltic States, as well as that Brexit has already taken place, the UK, including Scotland, is now a third country to the EU.

We chose to carry out the comparative analysis by using six criteria based on the theoretical aspects and scientific definitions determined within the public sport governance framework discussed by various research fellows, public governance and sport science experts. The criteria are the following: 1) the public sport governance and legislative model; 2) the type of public sport governance system; 3) reference of sport in the Constitution of the country; 4) existence of a Sport's Law within the national legal framework of the country; 5) the source of public sport governance; and 6) the existence of a national long-term development strategy document. The theoretical discussions of the first four criteria are described in the Section 3, while the fifth and sixth are implied within the theoretical discussion of public sport governance system typology, while descriptions of public sport governance systems of Latvia, Lithuania, Estonia and Scotland, the comparative analysis and its results are presented in Section 5, with main conclusions listed in Section 6.

4. Discussion

To fully comprehend the terms and definitions used within the duration of the article, we discuss and analyze the theoretical aspects of the public sport governance concept, its processes, models, public administration's role in its foundation and implementation and the variety of public sport governance system typology. The theoretical notions described and analyzed will set the framework used in the comparative analysis of the public sport governance systems of the Baltic States and Scotland in the following sub-sections of this article.

4.1. The analysis of theoretical aspects of public sport governance concept and process

In recent years, governance has become a popular topic of discussion, while back in the 20th century topics of governance, let alone sport governance received little to no attention (Lam, 2014). In its broad meaning, governance is the exercise of power in the management of an organization. While the notion of sport governance and the very understanding of it is a relatively new and for the most part underestimated and undeveloped concept within the scientific discussion, the beginnings of it could be traced back to the end of 18th to middle of the 19th century when the very first sport clubs and associations were founded. For a club and association to be founded it should have had developed its own governance model by taking into account the distinct features of each sport it represented, e.g. the regulations included the admission procedures of new members and payments of membership fees. The application of governance to the sport context sensitizes the way sport organizations and systems are steered and controlled (Dowling *et al.* 2018).

Over the years, there has been a common understanding of how the club or association is organized in practice, however, a general consensus at the international academic level has still not been found due to the various readings and understanding of the sports governance notion by different researchers around the world. Those are based on the descriptive theoretical aspects of the sport governance that are found upon the corporate governance theories.

Corporate governance contains three main approaches that are all vital for the mere existence of sport governance in the first place, and those are: 1) corporate governance, 2) organizational behavior, and 3) strategic management (Parent and O'Brien, 2018). In the meantime, the ever-changing and developing management of professional sports clubs and large sports organizations is described in terms of corporate governance, since professional sport has become a source of profit and revenue for many entrepreneurs over the last couple of decades (Yeh and Taylor, 2011).

According to the International Olympic Committee's (IOC, 2020) principles, every sport organization is independent and autonomous in its management, namely, the national government does not interfere in the organization's governance processes. Yet, it is also clear that sport is shaped by people and policies from outside the Olympic movement (Krieger, Pieper and Ritchie, 2020), including the public sport governance. As the public sport governance plays an important role in the process from setting the children and youth sport as priority public sport policy that lead athletes on the path of international high performance sport.

However, it is not that simple to divide the two, as the most of the managerial processes of national sports organizations are part of the overall public sports governance and organizational structures. That is to say – they are subject to national legislation and often directly dependent on state budget funding allocations in accordance with each country's policies and organizational structure.

By combining two governance models and the contents of their concepts – sports governance and public administration – it results in a seemingly easy-to-understand-and-comprehend term *public sport governance*. It brings together all possible stakeholders – the state, municipalities, non-governmental organizations and sports schools. However, there is no generally accepted definition of the term. Sport sector in every country is organized and managed differently, but there are unifying factors and characteristics that make it possible to build the understanding of the term.

The basic understanding of the concept of sport governance is formed by putting together the separate knowledge of public, corporate governance and non-governmental organizations (NGO) management concepts. Independent of the size, the first two models of governance determine the aim and the existence of the organizations that allows to compete in the market financially and societally, as well as to continue further development and adjustment to the needs of the public and policies.

However, in the context of sport governance, the public sport governance, especially, the previously mentioned forms of governance and management are complemented by the third one – the NGO's management. Within the structure of the public sport governance, the biggest number of sport sector stakeholders are founded as NGOs, as not-for-profit associations, and are not directly accountable to public authorities, yet their operational processes are taking place within the respective specific sector and thus is closely collaborating with the relevant national level regulatory authority (Miezaine, 2003). In the case of the sport sector, it is the Olympic Committee (OC) in each country. OC are closely linked to the common national sports policy and overarching sport governance. As mentioned before, the managerial processes are taking place within the national legislative frameworks. The NGO status also enables the society to take an active part in the processes.

The involvement of an organized society, namely, a NGO is a vital part of public administration, the national policy-making, decision-making and law-making processes. NGOs are invited to be present as a group of societal needs and interests that can provide in-depth insights into a particular issue. It is believed that such public involvement in the policy-making process must be on the agenda of all public administration stakeholders of all developed countries. All civil societies have their NGOs that exist with their own purposes and functions to unite citizens in groups to defend their interests, demand openness and participatory

opportunities in policy-making from their national governments. The beneficiaries of such participation are both the policy-recipients, namely, to whom it may concern, as well as the policy makers and implementing stakeholders – responsible public authorities, as it can guarantee the sustainability and higher legitimacy of the policies developed.

In accordance with Hoye and Cuskelly (2007), all sporting NGOs have nine characteristic functions. They are the following: 1) to develop and implement a vision / strategy for the sport; 2) to promote the spread of the sport; 3) to manage the compliance with international sports regulations, including the anti-doping rules; 4) to manage sport officials and judges; 5) to establish and maintain mutual relations with the international sport governing body/federation; 6) to encourage and organize sport competitions in different age groups of the population; 7) to develop sport talent succession; 8) to develop high achievement athletes, and 9) to organize and host international sport competitions.

It should be noted that not all sport clubs are NGOs, but they partake in the policy-making processes in line with other involved stakeholders. By taking into consideration the theoretical concepts and information described above, we assume that the public sport governance concept could be defined as follows: Public sport governance is the establishment of a network of public sport governing bodies, sport non-government organizations and processes that are facilitated by the development of a common legislation, national policies and regulations, as well as the allocation of state funding to promote and implement an ethical, democratic, effective and accountable sport governance.

This mutual network of inter-organizational and international relations within sport governance is also formed between amateur and professional level sport, as well as supply and demand of other sport-specific services and the involvement of professional from other economic sectors.

4.2. The reasons and models of the implementation of public sport governance

As the importance of sport as a popular social activity grows, so does the increased government involvement. Many sports require a structured organization, infrastructure and financial support in order to organize a sport and its development at the national or regional level. It is believed that the lack of resources, including infrastructure, administrative and financial, are just some of the reasons why sport-governing bodies are building tight relationships with the institutions of public administration. Thus, it is not only important for the government stakeholders to be involved, but it is highly necessary.

The level of involvement of public administration in the sport governance may vary from country to country, from region to region, but there is a list of general reasons that apply to all countries. Coakley (2001, pp.386-394) counts seven reasons that are placed as common ground for mutual collaboration between sport governance and public administration. Those are the following: maintain public order, maintain physical health and abilities of the population, promote country's image in the world, promote the sense of identity, belonging and unity, promote the values set by the public sport policy, support national economic development, and promote government policy support.

Each state implements its own public sports governance approach, the aforementioned reasons held as the guidelines, while also adjusting the public sport governance to one nation's historical, political and cultural outlook. Yet there are two approach models of public sport governance and legislation, namely, interventionist v. non-interventionist approaches (Siekman and Soek, 2010). Chaker (2004) adds that these models / approaches are considered by observing the existence of the legal act regulating the sport sector and its management procedures in the regulatory acts of each nation-state.

The non-interventionist legislative and, thus the public sport governance model does not mean that the public administration does not get involved in the overall sport governance and the general sport policy development and implementation. It is far from it. This model represents more of an approach how the sport sector is managed and described in the national legislation. Namely, what it does suggest is that sport federations cannot do everything they wish without following the procedures established by the state, e.g. organization of sporting events or preparation of national

sport team for a regional or world championship by using the state budget allocated funding. While the interventionist model does not reflect the large-scale and unrestricted intervention of public authorities in the overall management of the sport sector and all of the sport governing bodies involved, as the autonomy of sport governing bodies is one of the concepts held in the highest regard when efforts are being made to politicize sport. Nevertheless, it should be noted that it still is done across the world. The sport federations are legally established and for the most part do their work as NGOs – either associations and/or foundations. Thus, the freedoms and rights of NGOs within this model of sport governance are in no way restricted by the set procedures of public administration (Chaker, 2004).

The described approaches of public sport governance present how the sport sector is governed and supported at the national level. Each of the approaches has its advantages and disadvantages. The interventionist model within the public sport governance is an opportunity to introduce responsibility for the implementation of possible sport policy and its management, as well as to regulate the activities of the main stakeholders involved in the sport management, while basing every single process and procedure on national legislation. Thus, the inclusion of key stakeholders in sport governance process, the interventionist approach is a useful tool for the further sport development and governance, as well as determining the responsibility for promotion of the sport movement at the national level. E.g., this model allows the creation of a single federation for a particular sport at the national level that further ensures a stable and more structured movement and development of one or another sport in the country. For the most part, the interventionist approach is often adopted and implemented for historical, political and cultural reasons.

On the other hand, one of the main advantages of the non-interventionist model is the ability to quickly adapt to the current needs of the public sport governance. The facilitated adaptation within this approach is manifested through the ways that public administration and NGOs can change to their co-operation agreements or arrangements without going through the legislation amendments process that usually is a very long and tedious bureaucratic process. Within this approach, adaptation-type policies can enable those stakeholders involved in the governance to react swiftly to the development within the national sport, as opposed to strict procedures for introducing / amending new / old articles in existing sport laws. However, there is also a possibility to incorporate such a “quick reaction” article into the national sport legal act, even if the public sport governance is managed through the interventionist model.

As each country has its own unique sport governance history, culture and traditions, as well as the general political system and its culture, each country's public sport governance is shaped by its own characteristics, but the main reasoning for the development of an effective public sport governance system is similar for all countries one way or another.

The afore-described models of intervention proves that organized sport and its governance have long been to public administration. Public administration and politics are closely linked to all possible interrelationships and organizations, including those directly involved in the sport sector. Sport and its governance policy are inseparable concepts, especially when it comes to sport at national level, its governance and politics will certainly be mentioned. Sport is deemed of the main causes of national identity and patriotism in most countries of the world. Coakley (2001) admits that the sociology of sport proves that most people across world will not even think twice to proudly display the colors of their national flag or sing the national anthem at an international sporting event. It brings sport as a tool that helps to develop and improve international political relations and to enhance the country's image, but, above all, public policy and sport governance mean something more than just a tactical game that is played on the grand stage of politics.

At the public administration level, this means ensuring measures such as the control of measures and results within the sport governance, the drafting, implementation and amendment process of legislation etc. The public sport governance and the stakeholders involved – federations, unions, associations, councils – are units of the political government with different levels of power over the people of their country.

Apart from the connection with politics, sport has a strong influence on the very basic unit of any society, namely, the family, no matter its format and/or size it is the place where passion

for sport is born. One cannot disregard the socio-economic impact of sport sector, where it can create both jobs and profits and revenues for local businesses during international sporting events, while also being one of the main topics causing quite the media storm. Thus, it not only contributes to the national recognition of the country's name, but also increasing the level of pride among the people of the country, but also promotes the sense of national belonging.

4.3. The reasons and models of the implementation of public sport governance

In 2004, a group of *VOCASport* researchers, led by the French sociology Professor Jean Camy, published a report on the typology of sport governance systems developed and in place across the European Union. The research group clearly outlined the four ideal national sport management system type. The systems were typologically divided. It was done in accordance to the following four parameters: 1) the role of public authorities, in particular the cases of countries with a ministry responsible for sport sector, 2) the level of coordination and involvement of the stakeholders involved in the public sport governance that might be defined in the legal framework or simply de facto knowledge of the roles of various stakeholders, 3) the level of interrelation of the roles of non-governmental organizations, public administration and the business sector in the overall provision of the sport services, and 4) the adaptability of sport governance systems to changes within the market demand.

There are four types of public sport governance systems proposed by *VOCASport* (2004). The breakdown of public sport governance systems types is the following: 1) *Bureaucratic system* that exhibits high degrees of state involvement, including a developed legal framework for the specific sector; 2) *Entrepreneurial system* that is characterized by a high level of involvement of market forces, both in terms of direct provisions, but also through contractual engagement by the state in the management of publicly available infrastructure; 3) *Missionary system* incorporates those states for whom the voluntary sector acts with delegated powers by using their dominant presence and the ability to engage the sport movement in decision-making with a high degree of autonomy; and 4) *Social system* builds on involvement of civil society, ensuring a particularly close connection and cooperation between partners at all levels – trade unions, non-governmental organizations and entrepreneurs.

Henry (2013) links these four types of systems to a two-dimensional matrix of public administration services' access developed by Newman (2001). The vertical axis of the matrix points to the role of the state: centralized versus decentralized management, while the horizontal axis represents the fostering of innovation and competitiveness at one end (involving business and/or NGO sector in the provision of sport services) and on the other end – continuity (application of national legislation) and sustainability (the wider participation of the society). The afore-described matrix is reproduced by the author in Figure 1.

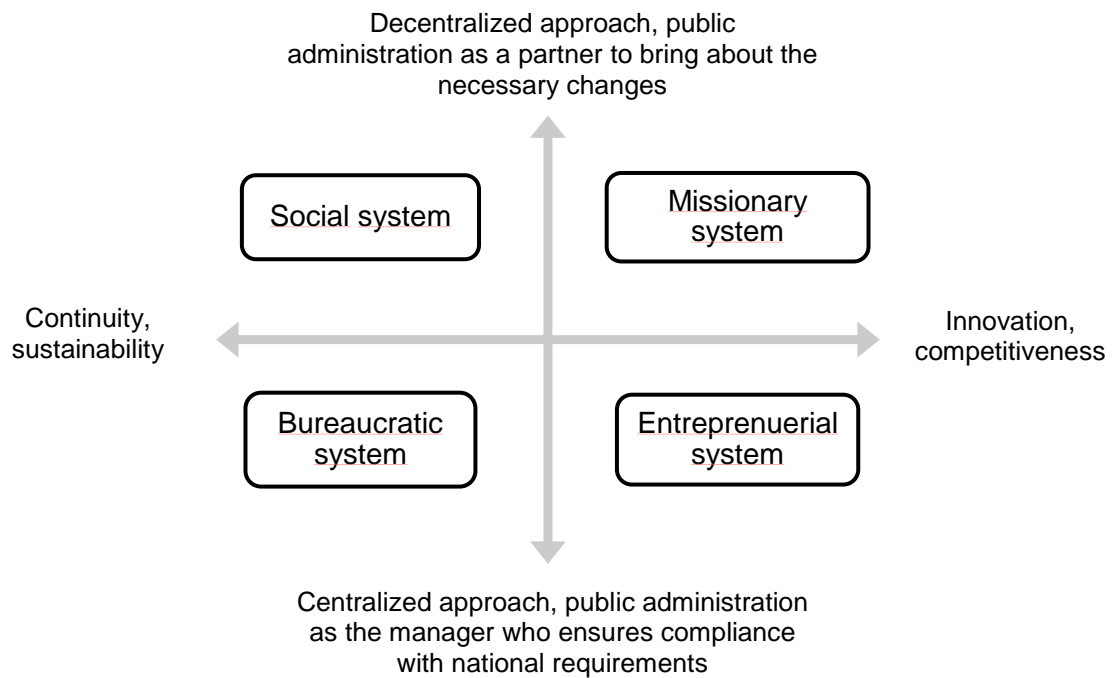


Figure 1. Interrelation of the types of public sport governance systems identified in the VOCASport study within the two-dimensional matrix of the public administration sector service approach developed by Newman (2001)

Source: Figure created by the author based on Henry (2013)

Each of these types of public sport governance systems has its own focus processes. In a bureaucratic system, the system focus is on a compliance and management of all activities with the set legislative requirements, while the public stakeholders carry out the maintenance of an appropriate level of responsibility in monitoring compliance with the standards and the performance of processes. In contrast, the entrepreneurial system approaches public sport governance with focus only on results, in particular when public authorities are involved and, for example, audits of investment and maximization of immediate results are demanded, especially if the result has not been favorable for the investor or, conversely, the results have been unexpectedly good. The missionary system of public sport governance focuses on broad social short- and medium-term outcomes in the development of a healthy non-governmental sport sector, in turn the social system of public sport governance focus processes are implemented through long-term commitments to promote wider social, political and economic inclusion by building social capacity in each sector as multilateral policy can lead to a more sustainable public sport policy development and implementation. A more detailed overview of the focus processes of the listed systems is presented in the Figure 2.

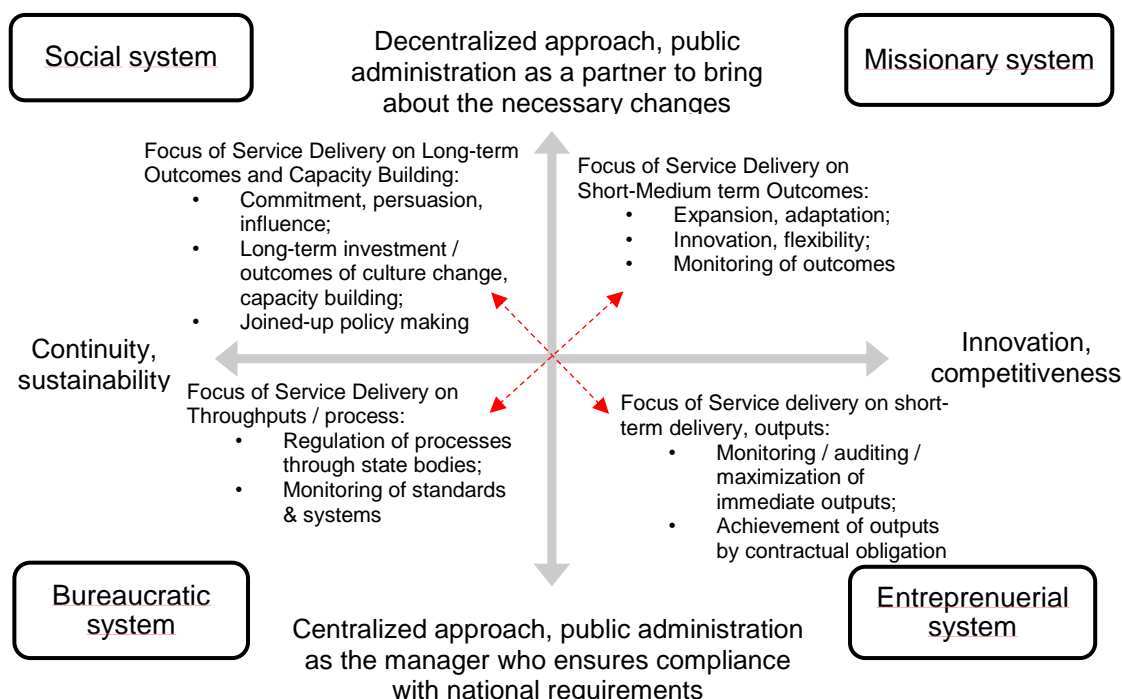


Figure 2. Interrelation of the types of public sport governance systems and their main processes identified in the VOCASport study within the two-dimensional matrix of the public administration sector service approach developed by Newman (2001)

Source: Figure created by the author based on Henry (2013)

Figure 2 also displays the main objectives of public sport governance systems. Namely, for the bureaucratic system it is the accountability of all activities and processes performed in accordance with the legal framework and standards, while the missionary system's main objective is the contrary, as it is incredibly flexible as it adapts to the events, circumstances and state-led policies of the society it exists within. The objectives of entrepreneurial and social systems is to achieve the most effective results, with the difference being that within a social public sport governance system it is more related to the provision of social benefits to the society, while the entrepreneurial point of view representing efficient and financially profitable results is just as vital. Of course, there is a possibility that some countries manage their public sport policy by combining some of the systems described and presented above; however, one of them is the dominant one and could not be easily overlooked.

5. Research results

In this section, we present the public sport governance framework overviews of the countries listed based on the research methods described in the Section 2. The main touching points in the description of each country are any relative reference of sport in the legislative framework of the country (mention in the Constitution, existence of separate Sport Law / Act), followed by the overall public sport governance and legislation model and systematic types (including the source of primary funding for the public sport governance activities) based on the theoretical aspects presented in the Section 4. For any sector and policy field to be efficient in the long-term, it is required for a long-term strategy to be developed, thus the author also decided to have this aspect of public sport governance included in the country overview presentation. In the next paragraphs, we present a short description of Latvian, Lithuanian, Estonian and Scottish public sport

governance frameworks and the main aspects of them to establish the main similarities and differences and carry out a comparative analysis of the reviewed aspects afterwards.

5.1. Case studies of Latvia, Lithuania, Estonia and Scotland

Sport in modern Latvia is a vital part of every person's life – be it through doing it, being a fan of it or both. The modern public sport policy in Latvia is managed by several public administration and non-governmental organizations. The main aspects of public sport governance is described in the Sport Law in force since 27 November 2002 (last amendments made on 1 July 2018), while there is no reference to sport governance, its policy and/or sport law in the Constitution (Likumi.lv, 2021ab). This legislative act is interconnected with many others within the Latvian legislation framework, e.g. Law on the Safety of Public Entertainment and Festivity Events. In accordance with the current Sport Law in force, the public sport sector is managed and administered by six ministries, the main one being the Ministry of Education and Science, as well as Ministries of Welfare, Interior, Defense, Justice and Health. Other organizations highly involved in the governance and implementation of the public sport policy and overall governance structure are the Latvian National Sport Council, Latvian Sport Federation Council, Latvian Olympic Committee, Paralympic Committee and other sport governing bodies. The main public sport sector regulating legislation also sets the preconditions of public sport governance, namely, that each year funding should be allocated to the support of the public sport sector, e.g. such public sport infrastructure bases as Olympic centers. All of the national governing bodies and other sport sector stakeholders are involved in the governance and implementation of the public sport policy, they are also responsible for the development of an appropriate public sport long-term policy implementation paper for seven years (the next seven-year term paper for the period 2021- 2027 is being developed, as the topicality of the previous one for the period 2014-2020 has changed). That is not a strategy, but more of a guideline type of government level document that everyone involved is trying to follow and uphold. The general guiding principle of sport policy of the currently developed public sport policy long-term document stays unchanged from the previous one, namely, "Sport for the quality of life!", while now placing the sole priority on the development of children and youth sports (Ministry of Education and Science of the Republic of Latvia, 2021a, b). This high level of public administration of sport sector proves the Latvian public sport governance to be structured and managed in accordance with the interventionist public sport governance and legislation model structures while also being governed through the aspects bureaucratic type of public sport management

In Lithuania, sport has a special place in the lives of the country's population, especially basketball, where it has been identified as a priority sport supported by the state-led sport policy and governance, thus promoting its popularity and gaining the title of "second religion" in Lithuania. The main public administration institution responsible for sport sector is the Ministry of Education, Science and Sport of the Republic of Latvia (2021). The main legal act regulating the public sport governance is the Law on Physical Education and Sport adopted on 20 December 1995 that describes the principles of physical education and sport, competencies of state administration, municipalities and NGOs, provision of physical culture in educational institutions, provision of training processes for athletes, development of competition systems, basic conditions for the development of professional sport and other managerial aspects of public sport sector. It should be emphasized that the vital role of sport is referenced in the national legal act of all, namely, the Constitution, that in Article 53 provides that the State must promote the development of physical culture and sport (as a policy field) should be supported (E-Seimas, 2021a, c). The public sport governance of Lithuania also consists of the National Council for Physical Education and Sport that aims to encourage the involvement of all public administration institutions and NGOs in the promotion of physical education and sport and encourage their active and effective co-operation. Primary financial resources, as per the sector-specific Law mentioned before, for physical education and sport is allocated from state and municipal government budgets, incomes from national lotteries and other legally obtained funds. Through the rigorous and incentive promotion of sport, it should not be a surprise that Lithuania does have a national level sport sector development strategy (the previous strategy developed was for the time period 2011-2020,

with the next one being discussed) that also is ever-present in state's commitment in promotion sport and physical education (E-Seimas, 2021b). The main attention of the previous strategy was set on the social role of sport and the opportunity it serves to promote the inclusion of various social groups in public activities through physical education and sport activities. Thus, the Lithuanian public sport governance is being administered according to the non-interventionist public sport governance and legislation model structures, while also being managed through the aspects of a bureaucratic system.

Sport has always been popular in Estonia; the number of amateur athletes and people who do sport on a daily basis is constantly growing. Estonian national government's main sport policy goal is to promote public interest in sport by ensuring the presence of sport infrastructure in all regions. The Estonian public sport governance is decentralized, as none of the national sport federations are under the authority of any Estonian public institution; all of them are NGOs, autonomous in the decision-making process. Since 1996, the public sport governance in Estonia has been under the management of the Ministry of Culture, where it compiles the general sport sector statistics, organizes and presents annual national sport award ceremonies, as well as carries out sector-specific international dialogues with other countries. The Sport department within the Ministry is also responsible for the organization of work of the Estonian Sport Council and the Estonian Regional Sport Council that have also the role of advisory bodies to the Estonian Government and the Ministry itself on the matters of sport (Ministry of Culture of the Republic of Estonia, 2021). The first Sport Law was adopted in 1998, it described the basics of organizational and regulatory enactments for the further governance and development of the sector, as well as the funding allocation procedure. The renewed legal act regulating the sector came into force on April 6, 2005, including e.g. the specific requirements of sport event organizational aspects, while the national Constitution does not have any references to sport governance and/or policy (Riigi Teataja, 2021a, b). Since 2015, the long-term sport policy planning document "Estonian Sport Policy Guidelines until 2030" are in place that lists the main principles promoting the further development of national sport policy (Ministry of Culture of the Republic of Estonia, 2015). To support the national sport policy, Estonian government allocates funding from the annual state budget, especially supporting recreational, professional and youth sport, thus encouraging the Estonian population to engage in sport and physical activities. Public funds is also allocated from other public administration institutions, such as the Ministry of Education and Research and Ministry of Social Affairs. Further development of sport and physical activities is also funded by the Estonian Cultural Endowment, Estonian Olympic Committee and Gambling Tax Council. Estonian public sport is managed in accordance with the non-interventionist public sport governance and legislation model, while also administering as the bureaucratic system.

For one to describe the public sport governance of Scotland, it is first necessary to have at least a slight understanding of the structure of British public sport governance. The governance of public sport policy on the United Kingdom's level is managed by the Department of Digital Affairs, Culture, Media and Sport which finances all activities and functions related to the public sport governance, while the common public sport governance and its development is ensured by the main public sport governance institution *UK Sport*, while the Great Britain's Olympic association *Team GB* is associated with the preparation of all athletes to the Olympics (Team GB, 2021; UK Sport, 2021). Yet every constituent country of the United Kingdom organizes and manages its own public sport policy, its governance and overall active sport life. It is organized thus, because the UK –does not have a single legal act that would determine the governance of public sport system. There is also no single specific public sport development document / strategy, instead long-term strategies and corporate plans of every constituent country's responsible public sport agency are being developed and specific goals are pursued to promote the further development and growth of the sport sector, as it would be done within any commercial company's strategic development framework. There is no reference to sport in the British Constitution, as it does not exist. In the UK, Scotland included, state budget funding of public sport is organized in a specific way, namely with part of the funding going from the national tax revenues, while other part is allocated from the revenues of the UK National Lottery. The public sport funding budgets are planned taking into account the Olympic 4-year cycle and timely planning by including the opinions of all partners and funding demands. All results are measured

by medals won and top places scored. In many international sport competitions, Scotland is participating with its own national team, but e.g. at the Olympics Scottish athletes represent Great Britain. Scottish public administration has always been very independent, and its public sport governance is no exception. Scottish public sport governance is managed by the national agency *SportScotland*. Its main is to provide citizens with access to sport, to promote sport through awareness as part of healthy lifestyle, societal movement and all-around positive influence for everyone involved. This agency operates independently of any public authority, but is directly subordinate to the Scottish Parliament and operates as a commercial company in accordance to a business plan that measures revenue, expenses and profits (SportScotland, 2021). Thus, this quick case analysis presents that the public sport governance in Scotland and the UK overall is organized and managed in accordance with the non-interventionist public sport governance and legislative model with entrepreneurial system aspects in place.

5.2. The comparative analysis of public sport governance structures and its main founding aspects

Based on the comparative analysis of case studies of the chosen countries' (Latvia, Lithuania, Estonia and Scotland) public sport governance structures performed above, the general overview of the main conclusions is presented in the Table 1 created by the author based on the monographic analysis carried out in Section 3 and content analysis performed in Section 4.1.

Table 1. The comparison of public sport governance structures and its main founding aspects in Latvia, Lithuania, Estonia and Scotland

Title	Sport mentioned in Constitution	Existence of Sport Law	Public sport governance and legislation model	Public sport governance systematic type	Public sport governance primary funding source	Existence of public sport long-term development strategy
Country						
Latvia	No	Yes	Interventionist	Bureaucratic	Direct from state budget	No, only 7-year sport policy paper without strategy
Lithuania	Yes	Yes	Non-interventionist	Bureaucratic	Direct from state budget	Yes, strategy document up to 10 years
Estonia	No	Yes	Non-interventionist	Bureaucratic	Direct from state budget	No, but only by name, long-term sport policy paper until 2030
Scotland (the UK)	No	No	Non-interventionist	Entrepreneurial	Indirect, from National Lottery and tax revenues	Yes, but separate for each of the constitutive countries

Source: Author's own preparation based on the results of the comparative analysis performed

The comparison of the legal frameworks of the public sport governance shows that three (Latvia, Estonia and Scotland) out of four Member States do not have reference of sport in the Constitution, in this analysis only the Constitution of the Republic of Lithuania has got it recorded in it. In turn, a Sport Law is present within the legislative framework of all three Baltic States, while in Scotland it does not exist at all. However, in the case of Scotland and United Kingdom overall, it must be said that they do not have an explicit Constitution thus also explain the absence of the reference to sport in it. Similarly, the UK does not have a common public sport development

strategy of policy planning document, but each of the constituent countries are enabled to develop its own public strategy or even some sort of business development strategies or plans for the further development and growth of the sport sector that corresponds with the entrepreneurial public sport governance system, as the results of athletes and the funding allocated are closely monitored through the so-called aspect of funding programs where money follows the athlete.

The overview of the comparative analysis points out also the difference of public sport governance and legislation models, namely, that Latvian model is the sole interventionist one, while the others apply non-interventionist model when managing their public sport. This means that the Latvian government is more involved within the overall public sport governance than its Baltic neighbors or the Scots / the British.

Despite the different public sport governance and legislation models, public sport in the three Baltic States is managed by applying the characteristics of the bureaucratic public sport governance system where sport is accounted for as one of the public policies, while in Scotland and the United Kingdom in general, the entrepreneurial approach is applied. It is manifested also by knowing the primary source of public sport governance funding. As sport is state-supported policy sector in all three of the Baltic States, it is included in the state budget planning process, and it has direct state funding and grants allocated to individual sport sector organizations following a specific purpose to achieve. At the same time, the primary source of funding for public sport governance in Scotland (the United Kingdom) is allocated from the National Lottery and Tax Revenues, as well as various charitable foundations, grant and private donors, to whom the sport organization are required to report regularly through the form of audit reports.

6. Conclusion

It should be concluded that there is no common definition of the term “public sport governance”, yet there is an understanding what it accumulates, namely, theoretical and practical aspects of three governance / management types – organizational, corporate and NGO. Based on the researched aspects of the aforementioned governance types, we propose and develop the following definition of public sport governance: “Public sport governance is the establishment of a network of public sport governing bodies, sport non-government organizations and processes that are facilitated by the development of a common legislation, national policies and regulations, as well as the allocation of state funding to promote and implement an ethical, democratic, effective and accountable sport governance.”

The monographic analysis of various theoretical research and scholarly discussions in regard to public sport governance revealed that there are seven reasons why public sport governance should be implemented, and some of those are the following: maintaining public order, promoting the growth of the national economy and supporting other public policies, e.g. health enhancing physical activities. During the research, it was also deduced that there are two main approaches about how public sport could be managed – the interventionist and non-interventionist models of public sport governance and legislative framework. Public sport governance could also be grouped in four types of systems – bureaucratic, social, entrepreneurial and missionary.

The comparative analysis of public sport governance structures of the Baltic States and Scotland provided the practical insight how the managerial side of public sport is conducted, where one of them is now a constituent country of a third country to EU. The main deductions of the comparative analysis are that between the countries compared, Latvia is the only one where public sport governance is organized following the interventionist approach. At the same time, Scotland (thus, also the UK) is the only one where public sport is conducted in accordance with the entrepreneurial public sport governance type's aspects. During the comparative analysis of public sport governance legal framework, it is presented that only the Constitution of Lithuania has a reference of sport, while all three Baltic States have a sort of Law on Sport / Sport Law, yet Scotland has neither the Act, nor the reference in the Constitution, as there is no Constitution. Just as important is the strategic development and implementation of the public sport policy that is described either in a long-term strategy document as in Lithuania, mid-term to long-term sport policy guidelines as in Latvia (mid-term) and Estonia (long-term), while in the UK there is no such

document at the national level, but each of the constituent countries develop them, often referred to as corporate / business / action plans. The types of public sport governance for most part also determine the primary funding source, the bureaucratic type public sport governance allocated funding directly from the state budget, while the entrepreneurial type public sport receives its funding indirectly from various sources, such as National Lottery revenues.

As limitations of this research should be noted the geographical coverage, as it only covered three EU Member States, while comparing to only one constituent country of a third country to the EU. Yet, it would be stimulating to perform not only an overview, but full and detailed comparison of all EU Member States and include some third countries to flash it out and show that the researched theoretical aspects presented of prominent sport sociology scholars and researchers could be applied to analyze any country and region, as it was compiled and done by the author. Such research would provide a more in-depth look how the public sport is organized and managed, while also further enabling the EU Member States and/or third country public sport stakeholders to learn from each other through best practice cases if any kind of improvements are considered to be carried out.

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