

DRAFT

COMPREHENSIVE SPORTS POLICY 2007

1 INTRODUCTION:

1.1 Sports, games and physical fitness have been a vital component of our civilization, as is evident from the existence of the highly evolved system of yoga and a vast range of highly developed indigenous games, including martial arts. The intrinsic linkage between sports and games and the human quest for excellence was recognized ever since the inception of human civilization, reaching its epitome in the ancient Greek civilization, which was the progenitor of the Olympic movement. As stated in the Olympic Charter, Olympism is a “*philosophy of life, exalting and combining in a balanced whole the qualities of body, will and mind*”. So also is yoga based on the complete control of body and mind. Blending sport with culture and education, Olympism seeks to create a way of life based on the joy of effort, the educational value of good example and respect for universal fundamental ethical practices. Olympism recognizes the practice of sport as a human right, to which every individual must have access without discrimination of any kind.

1.2 In modern times, there has been increasing recognition of the role of Sports in Development. The International Charter of Physical Education and Sport, UNESCO, 1978 states that

“Every human being has a fundamental right of access to physical education and sport, which are essential for the full development of his personality. The freedom to develop physical, intellectual and moral powers through physical

education and sport must be guaranteed both within the educational system and in other aspects of social life.”

The United Nations adopted the theme of “**Sport for Development and Peace**” in its Agenda in 2001, which demonstrated the close linkage between Sports development and Youth development, and Youth development and the achievement of the Millennium Development Goals. It may be particularly noted that seven out of the eight Millennium Development Goals have outcomes with a direct or indirect bearing on young people, namely:

- poverty eradication,
- universal primary education,
- gender equality and women empowerment,
- reduction of child mortality,
- improvement of maternal health,
- combating HIV/AIDS, and
- developing a global partnership for development.

The United Nations General Assembly celebrated 2005 as the “Year of Sport and Physical Education” thereby emphasizing the need to integrate sport and physical education into the overall development agenda. This initiative highlighted sports as:

- (i) being integral to quality education with mandatory physical education as a necessary pre-requisite to foster education, health and personality development;
- (ii) improving the health standards of people;
- (iii) achieving sustainable development through inclusive growth; and
- (iv) building lasting peace.

1.3 The **World Development Report 2007** entitled “**Development and the Next Generation**” published by the World Bank conveys a categorical message to governments and policy makers across the world that

“Investing in young people is essential for development, as today’s young people are the next generation of workers, entrepreneurs, parents, active citizens, and leaders.”

The Report emphasizes that

“countries need to seize this window of opportunity to invest in the future before the ageing process closes it.”

Countries like India, which are experiencing a sharp rise in their youth population, enjoy a major advantage over others in terms of lower dependency ratios, which would enable them to spare more resources for investing in the future. Based on studies by renowned economists Jeffrey D. Sachs, David E. Bloom, Jeffrey G. Williamson, David Canning and Pia Malaney, the Report says “*the rise in the ratio of the working population to the non-working population during the demographic transition*”, of the kind India is now experiencing, “*can boost economic growth*”:

“The strongest evidence comes from East Asia where between 25 and 40 per cent of the rapid growth between 1965 and 1990 in Japan, Hong Kong (China), the Republic of Korea and Singapore has been attributed to the higher growth of the working age population.”

However, the point that should not be lost sight of is that this “demographic dividend”, as it is sometimes characterized, is only transient in that the rise in our youth population is expected to peak between 2010 to 2030 and would cease to exist once the death and birth rates stabilize at low levels leading to low, zero, or even

negative population growth, as in the case with developed countries. Even some developing countries like China that have experienced an early transition to low fertility are now approaching an ageing population, which puts a huge pressure on their resources for social security for the aged. The time, therefore, to put substantial national resources into sports and youth development is, therefore, now – before the window of opportunity closes. And the Prime Minister has, in recognition of this, given the “assurance” that:

“our government will do all that is within our power to exploit the vast untapped potential that undoubtedly lies in this area”.

The World Bank report discusses priorities for government action:

“across five youth transitions that shape young people’s human capital, namely, learning, working, staying healthy, forming families, and exercising citizenship”.

It emphasizes Expanding Opportunities for youth through Enhanced Capabilities. It is in this context that youth development through sport development assumes immense relevance, as it contributes to bringing youth together; overall personality development; and making youth more confident, focused, productive, and conversant with team-work. It is these attributes that are essential to national development process.

1.4 Prime Minister Dr. Manmohan Singh has repeatedly emphasized from several forums the key role of youth in national development and the contribution of sports to youth development. Thus, first at the launch of the Knowledge Commission on August 2, 2005, and again in his acceptance speech at the Moscow State University on

December 5, 2005, he set out his approach to youth development in the following words:

“The 21st century will be predicated on knowledge, as much as the 19th century was based on access to raw materials and human labour, while in the 20th century it was all about industrialisation. Nation-States will compete in the knowledge domain and hence the development of human resources acquires ever-increasing greater relevance. Thus, demographic characteristics, the ratio of the young population to the ageing and the reproductive index will acquire a greater strategic significance.”

The single most important comparative advantage which India has over others is that right through the first half of the 21st century, India's youth population will be burgeoning while the developed world and even China will have to increasingly bear the burden of an ageing population. At the same time, this comparative advantage can be availed of only if we nurture our youth, educate them and impart to them the required skills. Again, in his Independence Day speech on August 15, 2006, the Prime Minister highlighted the point that

“India is a young nation. India is a nation of young people. Our youth are ready to work hard for a bright future...They want to build a new India of their dreams. I want every one of our youth to walk shoulder to shoulder, and walk forward with us in building a new India. Every young person must have faith in our future. To know that this country will create opportunities for all for the full expression of their talent and skill.”

Recently, while inaugurating the Indian Olympic Bhawan at Delhi on 28 April 2007, the Prime Minister specifically mentioned that “*As a country of young people, India has great potential in the world of sports and games*”. He added that “*We are yet to fully harness the talent of our youth in this vast field.*” To this end, he proposed

“a new social compact involving all stakeholders to launch a nationwide movement of youth in sports ... and unleash a new wave of sports consciousness and sports development.”

The Comprehensive Sports Policy aims at securing this objective.

1.5 In India, the integration of physical education and sports with formal education was emphasized in the First Five Year Plan itself. The Lakshmbai National Institute of Physical Education (LNIPE) at Gwalior and the National Institute of Sports (NIS) at Patiala were established in the Second Five Year Plan. The National Coaching Scheme and the Rural Sports Programme were started in the Third Five Year Plan and expanded during the Fourth and Fifth Five Year Plans. Talent spotting and nurturing was emphasized in the Sixth Five Year Plan. The Seventh Five Year Plan focused on the creation of sports infrastructure. The development of Rural Sports through a Special Area Games Approach was the thrust of the Eighth Five Year Plan. The Ninth Five Year Plan emphasized the need for modern sports infrastructure. The Tenth Plan sought to promote both the broad-basing of sports and the promotion of excellence in sports.

1.6 However, these high and ambitious objectives could not be realized in significant measure both because of policy lacunae and because

of the inadequacy of budgetary support to sports from the Union Government and State Governments. While after the 1982 Asian Games, the Union Government's Sports budget was dramatically increased nearly nine times from Rs. 26.54 crore in the VIth Five Year Plan to Rs. 207.45 crore in the VIIth Five Year Plan and later to Rs. 1145.36 crore in the Xth Five Year Plan, the fact is that the current fiscal year's allocation to the Sports budget works out to a mere 0.073 per cent of the total Union Budget, and this, in turn, amounts to only a third of the 0.217% allocation made to Sports in the total outlay for the Seventh Five Year Plan. Moreover, a quarter of this year's allocation of Rs. 500 crore is for the Commonwealth Games rather than the generic promotion of sports as an integral component of youth development leading to overall national development. The investment made by most States in sports has been negligible, although a few States have shown the way to according a higher priority to sports. In consequence, we have not succeeded in providing universal access to sports, or creating a national sports culture, thus also impairing excellence in sports. It is estimated that out of a population below 35 years of some 77 crore, only 5 crore or so have any access to organized sports and games, to the neglect of nearly 72 crore of our children, adolescents and youth.

- 1.7** Serious concern at this state of affairs has been expressed in various Parliamentary Committee Reports. **The Standing Committee on Human Resource Development in its Thirty Fourth Report (1995)** on India's performance in International Sports made wide-ranging observations and recommendations, including the following:

- “...it should be our objective to see that every child takes part in sports and games...”
- “... coupled with the absence of sports consciousness and culture in the country, there is almost total lack of sports infrastructure at the grassroots level all over the country”
- “...the Government should plan the development of sports in a phased manner so that necessary infrastructure is built up over a period of time...”
- “ In view of the decentralization of resources to Panchayats, Government should ensure that there is a sports complex in each Panchayat which should also hold sports competitions and championships periodically”
- “There is also need for scouting talent at an early age and select them on scientific basis....Panchayat bodies should take up this responsibility”.

Despite the passage of more than a decade since these observations were made, there has been little progress made in taking organized sports and games to children in rural India or in involving Panchayats in the promotion of such sports and games.

1.7.1 The Parliament Standing Committee on Human Resource Development studied a wide range of issues concerning Sports in **1998** and emphasized the need for bringing about reforms in sports management and governance in order to make it more dynamic, responsive, responsible and result-oriented. Some of the major problems identified by the Committee include

- the lack of sports culture in the country;
- the non-integration of sports with the formal education system;

- the lack of coordination between all stakeholders;
- the inadequacy of sports infrastructure;
- the inadequate participation of women in sports; and
- the lack of effective sports systems for talent identification and training and fair selection of teams.

Notwithstanding some progress in filling these lacunae, the validity of these observations remains and much more needs to be done towards fulfilling these objectives.

1.7.2 Against the background of Government's decision with effect from fiscal year 2005-06 to shift the responsibility for financing rural sports infrastructure entirely to State Governments, the **Department Related Parliamentary Standing Committee on Demands for Grants (2006-'07)** of the Ministry of Youth Affairs and Sports, in its 176th Report laid in Parliament, pointedly recommended that the Ministry should provide “*funding for rural sports infrastructure development to patronize the rural sports under its direct supervision*”.

1.7.3 This recommendation was similar to the recommendation of the **Working Group on Youth Affairs and Sports for the Formulation of the Xth Five Year Plan** which, while referring to thrust areas for the Plan, observed that “*There is an immediate need to create a network of basic sports infrastructure throughout the country*” and ensure proper access to it “*to enable more people to participate in sports thereby broadening our base for scouting of talent.*”

1.7.4 The same point was elaborated upon by the **Working Group on Youth Affairs and Sports for the Formulation of the XIth Five Year Plan** which emphasized the need to strengthen the

institutional framework for the development of sports in the country. It states that

“In order to develop a comprehensive framework for the development of sports in a holistic manner, it would need to be seen in a three fold perspective – the development of sports and physical education as an essential ingredient of youth development and the promotion of a sports culture in the country; broad-basing of sports in the context of the new dimensions that sports as an activity, per se, has acquired and the opportunities that it would provide for our youth; and promotion of excellence, particularly with reference to competitive sports at the international level.”

1.7.5 Most important of all is the national recognition accorded to **Sports for All in Rural and Urban Areas** (point 13; item 48) in the revised Twenty-Point Programme proclaimed in 2006.

2 EVOLUTION OF NATIONAL SPORTS POLICY:

2.1 Entry 33 in the State List of the Seventh Schedule to the Constitution reads as follows:

*“Theatre and dramatic performances; cinemas subject to the provisions of entry 60 of List 1; **sports**, entertainment and amusements”* (emphasis added).

It will thus be seen that at the time of the formulation of our Constitution, “sports” were seen as a form of recreation and little more, on par with “entertainment and amusements” As outlined in Section 1 above, drawing on the Indian and world experience of development over the last six decades, the role of sports in national development requires to be redefined to accord to sports that

critical role in youth development which is the prerequisite of accelerated and inclusive national development. Earlier attempts, outlined below, have not adequately addressed the issue. Hence the imperative need of a new Comprehensive Sports Policy.

2.2 Physical Education and Sports have been receiving support under successive Five Year Plans, but received attention as a subject of *policy* only after India hosted the IXth Asian Games in 1982. The **National Sports Policy, 1984** was the first move towards developing a conducive policy framework for the development and promotion of sports in the country. The policy emphasized the need to develop sports infrastructure and make physical education and sports an integral part of the school curriculum. This resolve was reiterated in the **National Policy for Education (NPE), 1986**. In the context of preparations for the NPE, Prime Minister Rajiv Gandhi, speaking on 31 March 1986 at the National Primary Education Conference, had declared:

“Mere book learning does not develop character. It is formed through different regulated activities, through sports and playing in a team or playing by oneself.”

The 1984 National Sports Policy recognized that mass participation in physical education and sports cannot be achieved without the creation of basic sports infrastructure at the grassroots level. Accordingly, it emphasized the need to have a time-bound programme for the creation of basic minimum sports infrastructure and the preservation of existing playfields and safe open spaces for sport activities, if necessary by suitable legislation. With regard to the promotion of excellence in competitive sports, the policy underlined the importance of institutional support, international

exposure and incentives to sportspersons. The Sports Authority of India (SAI) was created in 1984 to spot and nurture talent and promote excellence in sports. In 1992, an Action Plan was devised in the shape of the National Sports Policy, 1992 to move towards realizing the objectives of the 1984 Policy.

- 2.3 However, the experience of implementing the 1984 Policy has not given the anticipated outcomes. While sports infrastructure in the capital received a boost on account of hosting the 1982 Asian Games in Delhi, and SAI has expanded the network of sports training facilities in different parts of the country, there has been little impact on the creation of sports infrastructure at the grassroots level. To some extent, some States have added to rural and urban sports infrastructure and the earlier Centrally Sponsored Rural Sports Infrastructure Scheme (dropped since fiscal 2005) have contributed to some marginal addition in sports infrastructure, but whether in urban India, and even less in rural India, the priority objective of the National Sports Policy, 1984 – namely, *the creation of basic minimum sports infrastructure and the preservation of existing playfields and safe open spaces for sport activities, if necessary by suitable legislation* - remains far from being realized. There is a severe shortage of sports infrastructure everywhere in the country. Therefore, as a matter of the highest priority, the Comprehensive Sports Policy aims at filling this gaping lacuna within a time-bound framework, for in the absence of infrastructure no other objective of predecessor Sports Policies or this Policy can be achieved.

- 2.4** With regard to sports infrastructure in schools and colleges, which was another key objective of the National Sports Policy 1984 and the National Policy for Education 1986, information secured from the University Grants Commission indicates that only 30 million of a total of about 210 million school and college-going children, adolescents and youth are provisioned with facilities for physical education, sports and games. The seventh All-India Educational Survey has estimated that less than half of our schools have any sports facilities at all. Thus, while some progress has been registered, a great deal still remains to be done.
- 2.4.1** As regards children, adolescents and youth who are not in educational institutions, it has been estimated that not more than 20 million have any access to sports and games through youth clubs, sports clubs, mahila mandals and the like. Given that the total population of those below the age of 35 is of the order of 77 crore, of which only around 5 crore have access to organized games and sports facilities, the magnitude of the task to still be accomplished comes into bold relief.
- 2.4.2** As regards the provisioning of space for playgrounds and the preservation of existing playgrounds, the National Sports Policy 1984 emphasized the importance of this and recommended legislation, if necessary, to secure this objective. No such legislation has been brought on the statute books and, in the meanwhile, the use of existing open spaces for purposes other than sports and games, as also the severe shortage of land for sports and games, especially in urban areas, has become a serious issue calling for rectificatory action. It may be particularly noted that the seventh Survey has underlined the decline in schools of 5-9% between 1978 and 2002 in playfields and access to outside sports

facilities. In contradistinction, China, which has emerged as a leading-edge sporting nation over the past few decades, has 37 per cent of its population, which comes to about 480 million citizens, actively participating in physical education and sports activities. There are over 3,50,000 popular sports instructors. Even as far back as the year 2000, for which information is readily available, China had over 40,000 grassroots level sports associations, 3854 urban community associations, 2000 community sports institutions, and over 1,00,000 part-time sports instructors, besides an incredible 6,20,000 sports facilities spread across the country. Even a small country like Cuba, whose population of about 11.5 million is comparable to that of NCT Delhi, boasts approximately 2 million athletes, of whom 23,000 are in the high performance category in 38 different sports disciplines at the national and international level. The Cuban Sports Model is built on the belief that physical education and sports serve to develop the social, mental, physical and intellectual dimensions of an individual; and in doing so enable the individual to contribute on a sustainable basis to the development of the state and the nation. With the sports culture permeating every aspect of Cuban society, national athletes are folk heroes and receive national recognition and lifetime financial support. Retired athletes receive a high salary for life and other support and they, in turn, contribute to the national sports system as sports activists or volunteers. Currently, there are over 1,20,000 retired sportspersons, apart from another 48,000 professionals, engaged in delivering sport and physical education at home, community, school and college, and workplace in Cuba. Cuba spends about 13 per cent of its national budget on sports and related activities. The outcome in terms of excellence in sports is

starkly measured by comparing the number of medals in absolute numbers and the number of medals per ten million of the population won by Cuba, China and India respectively at the most recent Olympics and Asian Games put together (and, in the case of Cuba, the latest Olympics and Pan-American Games – covering both North and South America - put together):

<u>Country</u>	<u>No. of medals</u>	<u>Medals per 10 million pop.</u>
Cuba:	179	157.2
China:	379	2.8
India:	55	0.5

2.5 In contrast to the slow progress in financing sports infrastructure for all in rural and urban areas, there has been a considerable increase in Government funding, particularly by the Central Government, of activities by SAI and the National Sports Federations to promote excellence in sports. This has resulted in some, if uneven, improvements in medal tally in international sporting events but not nearly as significant as it might have been had more attention been paid to widening the base and augmenting the national reservoir of sports talent. This imbalance is sought to be addressed by the Comprehensive National Sports Policy.

2.6 The **National Sports Policy 2001** was focused on the twin objectives of “Broad-basing of Sports” and “Achieving Excellence in Sports”. On the broad-basing front, the policy emphasized that the primary responsibility for the creation of sports infrastructure at the grassroots level and the promotion of rural sports lies with State Governments. The policy also underlined the role of Panchayat Raj Institutions (PRIs), Local Bodies and Local Clubs in promoting sports culture at the grassroots level. As regards the

promotion of excellence in sports, the policy emphasized the role of the Indian Olympics Committee (IOC) and National Sports Federations (NSFs) in strengthening talent identification, athlete development and competition systems. The policy explicitly stated that the Union Government shall only play a supplementary role in regard to promoting excellence in sports, the primary responsibility vesting in IOA and NSFs. The policy also referred to the promotion of sports tourism and innovative resource mobilization efforts for sports, especially from corporate houses, through an appropriate package of fiscal incentives.

2.7 In spite of these policy statements and the efforts made so far, we are still lagging far behind in emerging as a sporting nation. Compared to China, for example, or even Cuba, sports in India is neither broad-based nor significant in terms of proven excellence. This is a matter of great concern, especially since India is a country of young people with children, adolescents and youth accounting for about 77 per cent of the total population. The way forward is to have a Comprehensive National Sports Policy backed by the provision of adequate financial and institutional resources to support the promotion of participative and competitive sports on a truly nation-wide basis covering all those sections of children, adolescents and youth (and even adults and the elderly) who have remained so far outside the pale of organized sports and games. The earmarking of resources for this national purpose should be viewed in the perspective of the critical role that youth development based on sports development must necessarily play to leverage our single most significant human resource comparative advantage in the race to accelerated and inclusive growth. A

Careful analysis of what has been done so far and what remains to be done in the field of sports clearly brings out the gross inadequacy of basic sports infrastructure at the grassroots level and the low priority accorded in governance to promoting the development of physical education and sports in the country. This is mainly explained by the absence of a holistic and integrated policy approach to building sporting excellence by broad-basing sports facilities and partly explained by the consequent low level of resources allocated to sports by the Union Government as well as the State Governments, and the lack of support from the corporate sector (excepting to a few glamorous sports like cricket that have a huge commercial appeal).

3. Comprehensive Sports Policy 2007: An Outline

3.1 The **Comprehensive National Sports Policy 2007** aims at building on previous sports policies with a view to accomplishing the unfinished agenda and addressing the emerging challenges of India in the 21st century, most particularly the national goal of emerging as a global, yet inclusive, economic power in the near future. The 2007 Policy fully recognizes the contribution of physical education and sport to personal development, especially youth development, community development, health and well-being, education, economic development and entertainment; and in the promotion of international peace and brotherhood, which is the spirit of Olympism. It, therefore, recognizes the need for sport to permeate all sections of society and become a way of life. As underlined by the Commonwealth Advisory Body on Sports (CABOS), empirical evidence based on research work undertaken in several countries shows that increased sports activity results in better academic

performance besides leading to a significant reduction in crime, growth in leadership and team spirit and greater social inclusiveness and cohesion. These findings apply equally to India. Similarly, the benefits of sport and other forms of physical activity on health are also widely acknowledged, as they reduce the risk of cardiovascular diseases, strokes, diabetes, and obesity, which is becoming an increasingly serious problem among the urban middle-class population in India. The contribution of excellence in sports to national pride (and the collapse in national pride when excellence is not achieved) hardly needs to be emphasized. Finally, the impact of sports development and sports excellence on economic development is also gaining wide acknowledgement.

3.2 The arena of competitive sports has, over the years, undergone a sea-change in terms of the number of sport disciplines covered under international competitions, the manner in which games are played, the growing sophistication in terms of infrastructure needs and scientific and technical support, the increased visibility of competitive sports due to the media explosion, and the emergence of sports as a serious business proposition. There are also other challenges that have to be addressed. India, in recent years, has been making proactive efforts to host several mega sporting events. After hosting the Afro-Asian Games in 2003 at Hyderabad, the World Military Games are to be held this year (2007) at Hyderabad. The Commonwealth Youth Games will be held next year (2008) at Pune, which will be followed by the Commonwealth Games in 2010 at Delhi. There is talk of India making another bid for the Asian Games and seeking to host the Olympics. And the President of the Indian Olympic Committee has floated the idea of

Formula One motor racing on 700 hectares in the vicinity of the capital. However, the economic, social and cultural benefits of hosting mega sporting events have to be weighed against the huge opportunity costs involved and needs to be clearly evaluated in the specific context of each country. While the hosting of such mega events undoubtedly gives a boost to the image of the country in the sporting world and makes the promotion of sporting excellence an important agenda, these can be reduced to very short-term benefits unless they are part of a well-formulated and comprehensive long-term vision which aims at Sports for All and includes among the highest of our national priorities the development of a National Sports Culture. Moreover, the nation must win more medals in many more sports disciplines, ending the six-fold gap between India and China which arose at the recent Doha Asian Games. Moreover, the direct economic benefit in terms of the creation of international standard sports infrastructure and facilities too would have limited impact unless this is backed by proper legacy planning. The indirect spin offs, which include the upgradation of urban infrastructure and increase in sports tourism, are also important, but there should be a robust strategy that would ensure that these benefits have a maximum spread effect and are not confined only to a few cities and limited segments of the population. Also, given the size of Government funding required, the Union Government should invariably be involved from the earliest stages in the bid process and the organization and management of such mega events. There are also problems related to sports such as doping and corruption in sports that need to be combated effectively. Providing enhanced training and sports medicine support, the promotion of sports among disabled and

removal of gender disadvantages for participation in sports are other challenges that need to be addressed.

3.3 The Comprehensive National Sports Policy 2007 aims at making the framework for sports in India more effective and inclusive with the full ownership and involvement of all stakeholders. The Policy aims at adopting a holistic approach to sports development taking into account the health benefits, recreation benefits, educational benefits, social benefits, economic benefits and source of national pride that it offers. This would require a realignment of responsibilities between the Union and State Governments, on the one hand, and, on the other, between Government and the Indian Olympics Association, the Sports Authority of India, the National Sports Federations and their affiliated bodies at the state and district level, and corporate bodies. This in turn might require Constitutional changes and the elaboration of a suitable legal framework. The Policy shall endeavour to achieve a shared vision amongst all stakeholders that would be realized through convergence of their efforts. Special emphasis will be laid on mobilizing corporate support in the field of sports. The participant/athlete shall occupy centre-stage in the Comprehensive National Sports Policy, with all other stakeholders playing a promotional, supportive and convergent role towards achieving the goals of mass participation, expansion of the talent pool, enhanced performance in competitive sports, and the emergence of India as a vibrant leading-edge sporting nation in the world through transparent and effective sports systems. In other words, the policy would provide a conducive framework within which sports can develop and thrive.

4 SUMMARY ASSESSMENT OF DEFICIENCIES THAT NEED TO BE ADDRESSED:

4.1 The Comprehensive Sports Policy seeks to address the following deficiencies in the country's sports development system:

- access to sport and physical education opportunities still remains highly inadequate, especially in rural areas and the poorer parts of urban areas;
- in consequence, the levels of participation in sport and physical education at home, school, college, the community level and the workplace are abysmally low;
- the participation of girls and women in physical education and sports is far below that of boys and men;
- persons with disability have hardly any access to sporting facilities and most of the sports infrastructure is not disabled-friendly;
- indigenous sports and games need to be brought centre-stage in the promotion of a national sporting culture;
- education remains highly academic-centric with a definite trend towards reducing school sports and extra-curricular sports;
- India's performance in international sport needs to be significantly enhanced through a holistic and sportsperson-centred cradle-to-grave sports policy;
- to this end, and within the framework of the Olympic Charter, the Sports Authority of India, the Indian Olympics Association and the National Sports Federations need to be revamped, rejuvenated and reoriented to function in an open, democratic, equitable, transparent and accountable manner;

MINISTRY OF YOUTH AFFAIRS AND SPORTS

- as there is too much concentration of resources and public support on too few team sports like cricket, there is need to popularize other sports, especially medal-intensive individual sports disciplines such as athletics, gymnastics, and swimming;
- sports medicine and sports science need particular attention;
- the scientific and technical support systems for high performing athletes are insufficient;
- the disgrace of sportspersons and athletes resorting to drug abuse needs to be ended as a matter of priority with strict adherence to the Copenhagen Declaration adopted by the World Anti-Doping Authority (WADA) and the UNESCO Convention against Doping in Sports;
- public as well as private and voluntary support for participative/recreational and competitive sport has been highly inadequate; and
- there is not enough synergy, coordination and purposive follow-through
 - within the Union Government
 - between the Union and State Governments
 - between State Governments and units of local self-government, that is, the Panchayats and Municipalities;
 - between Government and the Corporate Sector;
 - between Government, on the one hand, and the National Sports Federations, the Indian Olympics Association and the Sports Authority of India, on the other.

All this calls for a fresh look at the Constitutional provisions for sports; the legislative framework for the regulation of sports and games at the national and, possibly, the state level (including

the conditionalities and enforcement of conditionalities agreed through Long Term Development Plans negotiated between Government and the NSFs); and the need for a Sports Regulatory Authority.

4.2 The Comprehensive National Sports Policy 2007 attempts to address these issues through a robust **Vision** and a coherent set of **Principles, Objectives and Strategies**.

VISION

5.1 To make India a vibrant, leading-edge sporting nation in the world within the next decade in the conviction that promoting a nation-wide, all-embracing sports culture is not only desirable in itself but critical to securing accelerated, inclusive and sustainable growth through building our stock of young human capital by equitable, balanced and widespread investment in sports, besides promoting national integration, national harmony and national pride through excellence in sporting achievement. To this end, the Comprehensive Sports Policy dedicates the nation to:

- creating an enabling policy environment that encourages and assures mass participation in sports and physical education for health and well-being, personality development and recreation; and
- achieving excellence in sports by exponentially increasing the numbers of sportspersons and athletes who perform consistently well and excel in competitive sports at the highest national and international levels.

PRINCIPLES

6.1 The Union Government will adopt a more direct and proactive role to address the issue of inequality in access and opportunity in sports and games, and encourage State governments to do the same in association with Panchayati Raj Institutions, Municipalities and Metropolitan Corporations.

6.2 The Union Government, in association with State governments, the Indian Olympics Association and the National Sports Federations, as well as the Sports Authority of India, will aim at securing excellence in sports while ensuring that the autonomy of sport in the spirit of the Olympic movement is respected, safeguarded and reinforced.

6.3 The Union Government and State Governments, in association with the National Anti-Doping Authority, the Sports Authority of India and the National Sports Federations, will effectively counter the national disgrace of doping and corruption in sports.

OBJECTIVES AND STRATEGIES

I. Sports for All

7. Sports for All:

7.1 In response to the call of “Sports for All” within the framework of the revised Twenty Point Programme, 2006:

- provide universal access to sports and physical education for all classes of citizen, in all segments of society and across all age groups for physical well-being or recreation and personal or community development;
 - provide for substantially enhanced public investments as a fundamental requirement for the time-bound

establishment of basic but extensive sports infrastructure along with trained supervisors and organized sports management arrangements, including trained supervisors, in all rural panchayats and urban neighbourhoods throughout the country, leading to the establishment of a National Sports Infrastructure Grid extending from the community level in Panchayats and Municipalities to block, district, state, metropolitan and national levels, backed by sports medicine and sports sciences. The Sports Authority of India will be required to reorient its approaches by providing sports infrastructure support, talent identification and training support, coaching support and scientific and technical backup support to these endeavours.

- encourage the corporate sector, both public and private, and civil society in general, including charitable organizations, to participate in augmenting the sports infrastructure in rural and urban areas.

7.2 Universalize sports facilities in educational institutions:

7.2.1 Sports infrastructure within the school system is not only most inadequate, it has, in fact, been in serious decline. According to the Fourth All India Educational Survey conducted by the National Council for Educational Research and Training (NCERT) with 30th September 1978 as the reference date, 46 per cent of lower primary, 66 per cent of upper primary and 83 per cent of secondary and higher secondary schools had playfields. But, as per the latest Seventh All India Educational Survey with 30th September 2002 as the reference date, only 39 per cent of primary,

57 per cent of upper primary and 78 percent of secondary and higher secondary schools have playfields. If we look at the total numbers, out of 10.31 lakh schools in the country only 48 per cent have access to playfields (42.96 per cent have their own and the remaining 5 per cent access outside facilities). If we take into account playfields in usable condition, only 43 per cent of the schools have access to such play fields. Thus we find that between 1978 and 2002 the access to playfields has actually gone down by 7 per cent in primary, 9 per cent in upper primary and 5 per cent in secondary and high secondary schools. The availability of other sports facilities like indoor halls, gymnasias, equipment etc. is even less than the basic outdoor playfields. This is a very unfortunate development, which reflects the declining importance of sport and physical education in school education. The Comprehensive Sports Policy, therefore, reiterates the critical importance of sports and games in educational institutions to the achievement of the Policy's objectives and seeks to:

- get physical education and sports made an integral part of the curriculum up to the higher secondary level. This might be mandated through the national core curriculum with effect from the academic year 2010 to coincide with the hosting of the Commonwealth Games by India, thereby giving three years to all educational institutions to provide the required facilities, equipment and trained staff to meet the deadline and bequeathing the programme to future generations as a key legacy of the Commonwealth Games;
- The Navodaya Vidyalayas and Kendriya Vidyalayas will play a lead role in promoting the integrated model and

also organize school competitions, which others should emulate, in order to progressively integrate physical education and sports with education. An adequate number of trained physical education and sports teachers has to be assured through a time-bound programme and arrangements made for playfields. State Governments and Local Governments will be urged to engage physical instructors in schools and make available at least 1 acre of land for a primary school and 2.5 acres of land for an upper primary school for use as playgrounds. Guidelines may be put in place for the recruitment of physical education instructors, and provision of developed playfield and sports equipment, for recognition of schools and colleges;

- encourage the managements of educational institutions in both the public and private sectors to allocate adequate resources in a time-bound manner for infrastructure, equipment and trained staff to provide all students with a minimum prescribed standard of facilities for a minimum number of selected sports and games;
- encourage the managements of educational institutions in both the public and private sectors to optimally utilize their sports facilities by making them available on commercial terms during off-hours or week-ends or vacations to local communities/youth/sports clubs for regular practice, or to reputed players to run coaching academies, or to reputed organizations to conduct tournaments and other competitions.

8. *Sports facilities in rural areas:*

8.1 Although the Central and the State Governments have implemented several schemes to provide rural sports infrastructure, their reach and range has been limited owing to the constraint of resources for such a vast country. Further, maintenance has suffered over the years on account of low priority and lack of sustainable institutional arrangements. Another major constraint is the gross inadequacy of trained sportspersons who can coach the local villagers to take to sports and games in any meaningful manner. The upside is the tremendous variety of indigenous sports and games in different parts of the country. It is, therefore, important to balance the provision of infrastructure for internationally recognised sports and games with facilities for encouraging locally popular varieties. If judo, kung-fu and taekwondo can secure international recognition, we too should work towards so popularizing at least some of our indigenous sports as to secure international recognition for them.

8.2 We also need to note the insufficiency of active sports-related institutions at the grassroots level. Nehru Yuvak Kendras, who used to promote sports in their early days, have shifted their attention more to socio-economic and cultural programmes in the recent past. Moreover, a large percentage of Nehru Yuvak Kendras (NYKs) have become dormant for a variety of reasons. These need to be reactivated. For the NYKS, with a network of nearly 2,50,000 youth clubs, matching an equal number of village panchayats, has the potential of being progressively geared up to the challenge of meeting the sports administration goals of the Comprehensive Sports Policy in rural areas. Where NYKS is unavailable or inactive, encouragement needs to be given to youth clubs or sports clubs formed by civil society locally. NGOs focusing on promoting international or

indigenous sports should be given every encouragement. Panchayats, NYKS and other community-based organizations remain the most important and widespread institutional networks available for rejuvenating the sports culture in rural areas, supplemented by any support they might receive from corporate entities, public or private. Under the overall aegis of the Sports Authority of India, the State Sports Authorities will be enabled, through additional financial and human resources, to provide the back-up support required, especially with respect to coaching and training and the use of sports infrastructure for the broad-basing of sports.

8.3 All this calls for the introduction and implementation of a major initiative (the Panchayat Yuva Khel aur Krida Abhiyan) to provide sufficient resources, in convergence with appropriate existing schemes such as SGRY and NREGP, as well as incentivise MPLADS and MLALADS investment in such projects, to enable Panchayats to create the minimum sports infrastructure in every panchayat area to cover the whole country over a ten-year period. (Annexe I reproduces an illustration circulated by the Tamil Nadu government to Panchayats in the State covered under its Village Renaissance Scheme named after the founder and first DMK Chief Minister Thiru Annadurai—*Anna Grama Marumalarchi Thittam* - which shows what a vast range of sports facilities can be created at a capital cost of no more than a lakh of rupees or so in as little as an acre of land.) Apart from dovetailing Central and State schemes for rural infrastructure with the resources made available for this specific purpose by Union and State governments, Panchayats will be charged with the responsibility of identifying an active local institution, such as a Nehru Yuva Kendra or other local youth club, to be responsible for organizing and managing sports and games in the village. The scheme

will also provide recurring financial assistance to such local institutions for procurement/replacement of sports equipment and consumables (such as footballs) and maintenance of the grounds and facilities.

8.4 Appropriate steps shall be taken to provide sports infrastructure in areas that may have special requirements such as hilly areas, desert areas, island territories, heavy rainfall areas, snow-bound areas, and other difficult areas.

8.5 With a view to facilitating the availability of land for playfields, the Union Government shall issue guidelines to State Governments, which shall *inter alia* provide that where the State Government certifies that no other Government or Panchayat land is available for this purpose a special dispensation for diversion of reserved forest or any other category of forest for this purpose subject to a ceiling of one hectare at the panchayat level.

8.6 Each local institution will identify a few popular sports and games, including any special indigenous games, for which the basic facilities will be provided. The facility will specially take into account the requirements for sports preferences of girls, children and the physically challenged, as also proposals to improve existing facilities to be make them fully functional.

8.7 The Government of India contribution will be used to incentivize the convergence of other Union and State schemes that could contribute to the establishment of the required sports infrastructure, as also incentivise Panchayats and their associated local institutions to raise local public and private contributions for land and other inputs.

8.8 The Central and State Governments, in collaboration with the State and District Sports Associations, would identify and provide the relevant technical inputs for infrastructure and equipment, as well as

coaches and trained instructors, to enable the members of the local youth club or sports club or other institution to organise and manage facilities for rural youth to learn and practice their chosen sports and participate in local competitions.

8.9 Panchayati Raj Institutions will be encouraged and incentivised to remove barriers in the form of the lack of information, motivation and affordability to ensure the optimal utilization of sports facilities by boys and girls, young and old, and all segments of the village community.

9. Sports facilities in urban areas:

9.1 While the level of sports infrastructure in larger urban agglomerations is generally better than in rural and mofussil areas, land is at a premium. There are also wide disparities in access to sports facilities for different segments of society, the economically weaker sections being the most disadvantaged, along with girls, children and the physically challenged. While the local municipal bodies try to provide a reasonable level of parks and playgrounds, private institutions, sports associations and clubs tend to concentrate on indoor facilities and outdoor facilities only for commercially remunerative sports. In smaller towns, such facilities are far less in number and quality although land is more easily available and at reasonable prices. Also, because of the density of population, and frequent competitions, the requirements for spectator amenities is on the increase, especially in the bigger cities. Bearing these factors in mind, the Central Government would give priority to the following activities:

- Introduce and implement a major programme in urban areas, parallel to the Panchayat Yuva Khel aur Krida

Abhiyan for rural areas, to financially support the Nagarpalikas and other urban local institutions to provide basic safe places to play in poorer areas in convergence with the Jawaharlal Nehru National Urban Renewal Mission. The Nagarpalikas will need to provide the minimum prescribed extent of land on a realistic basis, and the financial assistance from GoI should be used as seed money to raise other contributions from the public and private entities for the creation of the basic sports infrastructure. The local municipal body will also identify an active local institution interested in working with the urban poor in the area for which the GOI will provide recurring grants for the required equipment and trained staff to enable the urban poor to learn and practice a few selected sports and games, with particular focus on the needs of women and children as well as the physically challenged;

- Encourage State governments, municipal bodies and private institutions to allocate more resources for investment in sports infrastructure, equipment and trained staff in selected sports and games in each urban area to make available sports facilities for the general public on commercial terms, with appropriate back-up from the Sports Authority of India;
- Conscious efforts shall be made with the stakeholders concerned to promote physical activity and sport in everyday context – at work and at home. All

organizations shall be encouraged to provide facilities to their employees to promote physical fitness.

10. Mass participation for sports culture and competitions

10.1 Serious and sustained efforts at providing universal access to sports facilities and social development through sports will create the required enthusiasm and motivation among the general public, and particularly the youth, to participate in sports activities. While the Central government will foster a pervasive sports culture in the country, it should be recognized that competition is the soul of sports. Accordingly, the Central government will take the following steps to institutionalize sports competitions in various disciplines to involve the proficient and build a healthy competitive environment to create opportunities for talent search and development:

- **Fostering a sports club culture:** Encourage and support the setting up in both rural and urban areas, with particular emphasis on poorer localities, of a variety of public and private sports and youth development institutions, as well as sports and health clubs, to enable the young and the old, men and women, the physically challenged and the children, casual players and serious contenders, employees and professionals, the health conscious and talented sportspersons, to find a suitable playing environment to meet their playing needs. These sports clubs would either create their own facilities or access public or private facilities through suitable 'pay and play' schemes for their members. They could also avail of the governmental programmes and schemes to provide the required facilities, equipment and technical support.
- **Promoting sports competitions:** Encourage and incentivize the National Sports Federations and their state, district and local constituent units, as also other sports administrative bodies like the Sports Authority of India and its counterparts in the States as well as the

States themselves, besides the sports control boards of the Railways and Defence services, the Association of Indian Universities (AIU), School Games Federation of India (SGFI) [etc.], to organize on a massive scale a wide variety of individual and team-based sports competitions in their respective disciplines to cover both area-based competitions at inter-village/block/district/State/national-level and between institutions such as inter-school/college/university/club/youth club/sports club, as well as community-based informal organizations. Such competitions would be organized from the village level upwards up to the All-India level for different categories of players like men, women, juniors and sub-juniors, veterans, and the physically challenged. Apart from annual knock-out tournaments at higher levels, the league format would be specially promoted for such competitions throughout the year at the local level. All participants in each category would be further sub-categorized into different grades in accordance with their performance levels so as to provide fair competition to everyone. The league format has the twin advantage of increasing the number of matches manifold and yet being extremely cost-effective for the organizers as the teams bear the small logistical costs of bilateral visits. The high number of matches sustains interest in the sport at the grassroots level as well as provides a fairer opportunity for every competitor/team to show their prowess for talent search.

11. Youth development and sports:

11.1 Introduce physical education and sports as a core activity in all youth development programs undertaken by the Nehru Yuva Kendra Sangathan (NYKS), National Social Service (NSS), Bharat Scouts and Guides (BS&G), and NGOs by

- providing specialized training in sports and games for youth coordinators and volunteers;
- organizing practice and competitions in sports and games at their national and other camps;
- using sports as an ‘entry point activity’ in community development programmes; and

- using role models from sports for inducing desirable behavioural changes.

11.2 Acknowledge and disseminate the value of physical education and sports for better academic performance, better health and well-being, improved life skills and leadership qualities, promotion of social inclusiveness, and growth of employment opportunities and economic development.

12. Advocacy of benefits of sports:

12.1 While the Ministry of Youth Affairs and Sports will bring about greater convergence in the programmes and activities of its Youth Bureau and its Sports Bureau, and make use of their synergies for the effective delivery of results, it will also play a pro-active role in advocating the benefits of sports and physical education among a variety of major stakeholders such as other key Ministries, State governments, local bodies, NGOs and private enterprises, and in encouraging them to use sports and physical education as key instruments of public policy and programme activities. Specifically, this advocacy will cover the following areas:

- ***Health and well-being:*** To disseminate the wide range of physical, social and mental health benefits, and how sports can contribute to strategies to improve diet; discourage use of tobacco, alcohol and drugs; help reduce violence; enhance functional capacity; break down stigmas attached to diseases like HIV/AIDS; and promote social interaction and integration. This would lead to reduced health care costs, increased productivity, and healthier physical and social lifestyles and environment.

- ***Education and Sports:*** To show how sports can help in personal and social development, improve academic performance in key skills such as numeracy and literacy, reduction in truancy, and re-engaging young people in education and retention in schools, improve social behavior and reduce anti-social and criminal tendencies.
- ***Leadership and team-work:*** To highlight sports as a powerful tool for ice-breaking and engaging the whole of a community in a common activity; promoting personal development, leadership and team-work skills; fostering volunteering through coaching and sports administration; and developing community responsibility and involvement.
- ***Building inclusive communities:*** Promoting social cohesion through sports to help build communities and a sense of belonging among all members of the community, enhance the self-image of individuals and the community as a whole, empower women and other weaker sections to promote their independence and self-confidence, and adopt an inclusive approach to the welfare of persons with disabilities.

13. Promotion of Indigenous Sports:

13.1 We have a vast array of indigenous sports and games which are integral to the civilizational inheritance of this country and its people. These include: *Gulli-danda* and bullock-cart racing, popular just about everywhere; *Asol Aap* (Canoe racing, popular among the Nicobarese tribals); *Asol Tale Aap* (Canoe racing on sand); *Vallamkali* (boat race in Kerala); *Hiyang Tannaba* (boat race in Manipur); *Ibuan* (wrestling in Mizoram); *Dhopkhel* (traditional ball game in Assam); *Insuknawr* (rod-pushing in

Mizoram); *Kabbadi* in North India, which is known as *Chedugudu* in South and *Hadudu* in East; *Khokho*, which has caught on virtually everywhere; *Khong Kanjei* (hockey in Manipur); *Mallakhamb* (Gymnast's pole – Maharashtra and Gujarat); *Kirip* (Nicobar wrestling); *Sagol Kanjei* (polo in Manipur); *Kalari payattu* (martial art – Kerala); *Thoda* (archery in Himachal); and *Silaambam* (staff fencing – Tamil Nadu). The list could be indefinitely lengthened. This list is merely illustrative.

13.2 Therefore, a key element of the overall strategy of the Comprehensive Sports Policy must include securing national and international recognition for indigenous games in which we have a natural cultural and civilizational advantage, an activity which advances community pride and self-confidence, where expertise and facilities for training/coaching are, by definition, locally available, where local spectator participation is assured, where domestic and even international rural tourism is likely to be generated, and where some indigenous games can attain the kind of international recognition and support that indigenous East Asian disciplines like judo, karate, wushu and taekwondo have secured.

14. Promotion of sport among young girls and women:

14.1 Particularly in rural India, and many segments of urban society as well, there is significant gender discrimination in respect of even the limited access to organized games and sports. Moreover, social practices, and physical differences between the genders, usually make it imperative that separate but equal facilities be made available to girls and boys, men and women. Ensuring such an equitable bridging of the gender divide in sports

must be a key element of the strategy for implementing the Comprehensive Sports Policy.

15. Sports for persons with disability:

15.1 Government will make special efforts in promoting sports among persons with disability by raising awareness, removing barriers to access, enhancing participation and developing specialized systems for identification and training of talent. To this end, the sports infrastructure at all levels shall be made disabled friendly in a phased manner.

15.2 Conscious efforts shall be made through the NIS, Patiala for the adapting different sports disciplines to meet the needs of disabled persons. Further, different specifically created sports for persons with disability such as wheelchair tennis, curling, fencing, basketball, rugby, baseball, blind cricket and blind golf shall be promoted with the help of the States and the NSFs concerned.

15.3 SAI training centres, including the National Institute of Sports at Patiala shall be upgraded in a phased manner to include training of elite sportspersons with disability to achieve excellence at national and international competitions.

15.4 The recognition recently given to the Special Games Federation, and the growing popularity and spread of paralympics events provides the appropriate opportunity to focus on sports for the differently-abled as an essential component of the Comprehensive Sports Policy. The National Sports Federations representing Sports for Disabled will be treated at par with other Federations in grant of assistance. In addition, a separate scheme will be formulated to meet their specialized needs in the areas of

specialized training infrastructure, training equipment and coaching.

15.5 The Union Government in association with the States and NSFs shall make special efforts to have an organized competition structure for persons with disability at sub-district, district, state and national level, leading to a well established Disability Sports calendar.

15.6 The Scheme of Awards to meritorious sportspersons shall be made fully applicable to sportspersons with disability.

16. Sports and Physical Exercise for Senior Citizens

16.1 Special efforts shall also be made to promote physical activity and sport for senior citizens by introducing a scheme for Senior Citizens.

17. National Physical Fitness Programme

17.1 A National Physical Fitness campaign using various youth networks such as National Service Scheme (NSS), Nehru Yuva Kendras (NYK), National Cadet Corps (NCC) and Bharat Scouts and Guides (BS&G) shall be carried out to encourage people of all age groups to engage in physical fitness activity. A special programme of physical fitness shall be introduced in all schools through the Lakshmibai National Institute of Physical Education. The physical education curriculum shall be specially developed for this purpose. LNIPE shall be establish regional centres to strengthen this process in association with the States.

18. *Economic spin-offs:*

18.1 To highlight the impact of universal access to sports facilities and pervasive sports activity on the development of the sports goods industry, tourism and trade through major competitions and mega sports events; and employment generation through coaching, technical support services, sports medicine and physical education and sports administration.

19. *Development impact:*

19.1 As borne out by international experience, and as underlined by the World Bank report on Youth Development, leverage India's single most important human resource comparative advantage – namely its youthful demographic profile – to push India up to the highest echelons of the nations of the world by synergising Sports for All with youth development and youth development with accelerated and inclusive growth for all. And thus, as Prime Minister Rajiv Gandhi said:

“to restore India to its traditional position in the vanguard of the advancement of human civilization”.

II. *Excellence in Sports*

20. *Excellence in Sports:*

20.1 International competitive sports have become extremely expensive owing to investments required in equipment, participation in competitive events throughout the year, costly coaching and training services etc. In India, the Central government has been supporting high performing national sportspersons to represent the country and participate in recognized international competitions. For

all other purposes, the sportspersons have been left to their own devices. In many cases, corporate sponsors step in to provide resources to sportspersons to train and gain international exposures in return for commercial endorsements and brand ambassador duties for the sponsors. While this has been helpful in individual cases, the sponsors usually select glamorous sports and sportspersons. This may not always lead to the most desirable results or to the most deserving sportspersons.

20.2 Under the Comprehensive Sports Policy, the Central government commits itself to systematically providing the necessary financial and other support to outstanding sportspersons to give them the best chance to pursue their goals of winning medals in world-class competitions. The Central government, in association with the National Sports Federations, will identify outstanding sportspersons who have achieved benchmarked performances in individual or team events and have the potential to win Olympic and World Championship medals in their respective sports. Such sportspersons would not only be given specialized individualized coaching at the Centres of Excellence in India and abroad, but would also be financially supported to pursue their respective medal goals with strategic international exposures, personalized coaching and support staff, financial incentives and assurances of suitable employment and financial security at the end of their active sports careers. They will also be encouraged and financed to contribute to their sports by setting up academies to train other sportspersons, given recognition and rewards in terms of high public assignments etc. Corporate entities would also be encouraged to co-finance the training activities for medals or post retirement projects of such outstanding sportspersons.

20.3 To achieve the highest levels of performance at the highest levels of international competition, a well-formulated, target-oriented and need-based approach will be adopted incorporating the following elements:

- ensuring fair and reasonable opportunities to all talented young sportspersons, irrespective of economic background, social origin, gender or regional location, to fully realize their potential, and win laurels for themselves and glory for the nation;
- promoting a competitive sports culture by harnessing sports development to youth development and youth development to national development so that the culture of sports acts as a critical engine of accelerated and inclusive economic growth;
- providing for a sufficient number of sports competitions at all levels, from the village/urban neighbourhood level through the block/district level to the state level, to create a culture of mass participation in competitive sports, including indigenous games and sports, and extending to both genders as well as paralympic events. This would also enable sports administrators to cast their net wide enough to spot talented young persons of both genders in different age groups in different games and sports from all over the country;
- Excellence in the performance of the top sportspersons who win international honours for the country is largely the outcome of the following three factors:
 - Breadth and depth at the base of the talent pyramid
 - Rigour of the selection process to move up the pyramid
 - Quality of coaching and training facilities at the top.

Based on these three factors, the Comprehensive Sports Policy proposes to put in place the following structure for talent search and development, an endeavour shared between the Central and State governments, supplemented by the National Sports Federations and the Sports Authority of India and the

State sports authorities, as well as the corporate sector, both public and private:

- ***Talent scouting pool:*** SAI and every State government, educational institution and sports federation would be encouraged to create and maintain a pool of seasoned talent spotters to identify talented youngsters in different age brackets from the sub-district and district level competitions. Special emphasis would be given to identifying the disciplines that are most popular in certain areas or regions due to geographical or cultural reasons, including indigenous sports and games. Special camps would be held to identify children below fourteen years of age with special motor and speed capabilities or with particular bone and muscle structure that is suitable for certain sports or games. It would be ensured that the selection base is kept large enough to cater for drop-outs.
- ***Sports nurseries:*** Identified youngsters would be exposed to short-duration specialized coaching in sports nurseries in different disciplines to verify their potential and commitment, including the family support for a more structured and long-term training regime. Counseling for making a career in sports with a clear understanding on the financial and academic arrangements would determine the selection of the talented youngsters. The selected youngsters would then be admitted to specialised sports schools or academies which combine a strict sports regime with a normal academic curriculum, as detailed next.
- ***Sports schools and academies:*** Each state government will be encouraged and financially supported to set up one or more sports schools where high-end facilities and competent coaches in the selected sports would be provided along with residential accommodation for all the talented players. All common services like gyms, sports

doctors, trainers, masseurs, entertainment, extra-curricular activities etc. would be made available. Tutors and distance education would be provided to facilitate their academic pursuits in a flexible and convenient manner. The central and state governments will also give scholarships to the players to meet their living costs. The intake would be limited to 3 to 4 times the number required to represent the State in inter-State or national team competitions in each of the selected disciplines. Admission and subsequent continuation would be strictly on the basis of all-round commitment and performance in the chosen sport. In the event of termination or drop-out for genuine reasons, the State government and the sports school will make all necessary efforts to ensure financial and academic rehabilitation of the players within the sports sector by arranging for regular or part-time employment as coaches for beginners or volunteers to help mass participation activities in the villages or management of sports competitions etc. This would ensure that the public investments made in the sportsperson do not go waste. The corporate sector, public and private, would also be encouraged to set up similar sports academies in association with the Central and State governments, SAI and the National Sports Federations.

- ***Centres of Excellence in Sports:*** The Central government will financially support the Sports Authority of India (SAI) to set up several Centres of Excellence in various disciplines for the training of probable members for national teams. These Centres would have the latest state-of-the-art facilities and equipment on par with international standards. They will also have the flexibility to engage the best national or international coaches and other technical

support staff to provide the best services to the national teams and other probable players. Further, they will identify the most talented players in the country in the sub-junior category upwards and undertake their long-term development on the same lines as the State sports schools and academies. The selection of players for admission in this category would be done by SAI in consultation with the National Sports Federations. The regime at these centres would include regular institutional training at the centre, including short-term specialized training abroad, if required; participation in major national tournaments; and strategic international competitive exposures. Corporate entities will be encouraged, and given the required fiscal incentives and matching financial contributions, to invest in sports academies and centres of excellence in which special purpose vehicles would be set up to ensure that management is run on professional lines and they have an important role in decision-making.

- ***Coaches and other technical support staff:*** The conduct of sports depends to a large extent on the quality and number of coaches and other support staff like physical trainers, sports scientists, sports doctors, masseurs, sports administrators and managers, umpires, time keepers, technicians to operate and maintain sports equipment, groundsmen, trained youth coordinators, NSS volunteers etc. SAI and the State governments will assess the overall requirements for the country and each State and utilize some of its existing sports infrastructure to produce the requisite numbers of coaches and other support categories. Similarly, the Laxmibai National Institute of Physical Education (LNIFE) would produce physical education instructors. The sports universities would be

encouraged to produce the requisite number of sports medicine, science and management professionals. The State governments and private institutions would also be encouraged to produce other specialized technicians and support staff in sufficient numbers to meet the huge requirement for the country.

- ***National Sports Grid***: The existing sports infrastructure in the public, private and voluntary sector and that proposed to be created at the grassroots level will be integrated into a robust National Sports Grid, covering both infrastructure and training facilities, and comprehensively including rural sports and training infrastructure, urban community sports and training infrastructure, school and college sports and training infrastructure, SAI sports and training infrastructure, State-level sports and training infrastructure, national sports and training infrastructure, and specialized sports academies in the private and voluntary sector. This would be duly supported by a user friendly computerized database.
 - ***Diversification***: Diversifying from popular team sports into individual, medal-intensive sports disciplines such as athletics, gymnastics, swimming, and cycling;
 - ***Quality sports goods and equipment***: Government will enter into a dialogue with the Sport Equipment and Sports Goods Industry for making available quality sports equipment and sports goods at affordable prices. Standardization of sports equipment and sports goods shall be pursued with the help of the Bureau of Indian Standards.
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- strengthening scientific and technical support systems for high performance athletes. Sports medicine, which was earlier considered as essentially musculoskeletal

(orthopaedic) has now become highly complex and multi-disciplinary, which includes cardiology, pulmonology, orthopaedics, exercise physiology, biomechanics, traumatology, dermatology and endocrinology. In view of the crucial role scientific and technical backup play in enhancing the performance of sportspersons, the Union Government shall take necessary steps for the development of a strong sports medicine and sports science system in the country by establishing or assisting in establishing a University or Institute for Sports Sciences and Medicine and ensuring the availability of specialized sports medicine facilities at leading hospitals based on a multi-disciplinary approach that would include different specialists like exercise physiologists, physicians, physiotherapists, optometrists, dentists, podiatrists, psychologists, sports scientists, para medicals, teachers, etc.;

- making available sufficient high-end facilities, including appropriate nutrition, and trained sports instructors and sports scientists/doctors to develop the physical attributes and skills of the selected pool of talented youngsters, to make them worthy competitors at national and international events;
- hand-picking the most promising international medal prospects for complete and continuous support in terms of state-of-the-art training facilities, the best coaches and trainers, meeting proper nutritional standards, international competitive exposure with the promise of

due recognition and rewards, and financial incentives and livelihood security;

- preparing and supporting a large pool of talented sportspersons for gainful employment opportunities within the sports sector (rather than in low-paid Group ‘C’ and ‘D’ government jobs, as at present) after their active sports careers are over. Not only will this halt, or at any rate moderate the drift of successful sportspersons away from the sports sector, it would also lead to both parents and talented young sportspersons beginning to perceive a career in sports as an attractive career option;
- generating a huge demand for trained manpower in relevant sports disciplines as well as sports-related support services throughout the country by promoting universal access to sports facilities, mass participation in sports and extensive competitions. While talented and performing sportspersons will continue to get opportunities to pursue their sporting goals, there would be a very large number of sportspersons who will not make the grade for the next level in the pyramid. This Policy will endeavour to enable talented sportspersons at all levels to avail of special opportunities during and immediately after their active sports careers, to obtain educational or professional qualifications or skills or financial assistance to pursue their chosen avocation within the sports sector. This would entail identifying a variety of employment opportunities such as coaches, physical education teachers, sports administrators and managers, sports medicine, sports-trained youth

coordinators, NSS volunteers, sports volunteers, and also in service sector like health and wellness clubs, sports goods manufacturing, maintenance and marketing, event management etc. Coupled with individual and family counseling, it is hoped that more and more talented young persons and their parents will perceive sports as a worthy career option and gain satisfying employment in the sports sector and contribute to its growth;

- devising a scheme of sports pensions that rewards a wide spectrum of not only those who have secured international or national-level awards but also those who have represented the nation;
- providing special facilities for physically challenged or otherwise differently-abled youth to also access sports and games for recreation and physical fitness, as well as participation in paralympic competitions;
- keeping doping out of sports: High priority must be accorded to capping, reversing and eventually ending the scourge of doping in Indian athletics and other sports. The expectation is that with international accreditation likely to be awarded shortly to the National Dope Testing laboratory and the inauguration of the National Anti-Doping Agency as the apex body charged with test planning, result management, education, and the athlete outreach programme, India will emerge as a lead nation in the sincerity and effectiveness of its adherence to WADA norms and practices as embodied in the Copenhagen Declaration and the UNESCO Convention.

To this end, the Government shall take strong measures to prevent doping in sport, which would include:

- funding of anti-doping activities;
 - putting in place a suitable legal or administrative framework for dope control;
 - carrying out large-scale awareness programmes for athletes and their entourage on the harmful effects of doping and the need and desirability of promoting clean sport;
 - regulating the availability and use in sport of prohibited substances and methods by athletes, unless the use is based on therapeutic use exemption (TUE);
 - regulating the quality of multi-nutrition supplements;
 - assisting in setting up a WADA-accredited Dope Testing Laboratory;
 - if required, forging collaborations on a regional basis to set up a Regional Anti-Doping Organization;
 - withholding sport-related financial support from individual athletes or athlete support personnel who have been suspended following an anti-doping rule violation, during the period of their suspension; and
 - withholding financial support to sport organizations not compliant with the WADA Code.
- leveraging sports for national economic development by encouraging sports tourism, including adventure sports in the country, in close association with State Governments and agencies and NGOs promoting adventure sports such as rock climbing, rafting, snow skiing, paragliding,

rappelling, trekking, sea exploration, scuba diving, snorkeling and wild life safaris;

- pursuing a well-calibrated policy for holding major sporting events. A long-term strategy on bidding for major sporting events will be developed to address strategic and procedural issues concerning bidding, delivery and evaluation, and legacy planning, with the emphasis being on professional management of each of these stages of the process. The long-term strategy will also focus on attracting international sports federations to locate their headquarters in India;
- actively promoting cooperation with different sporting nations for pursuing mutually beneficial sports development programmes.

III. Contingent Constitutional, Legal and Institutional measures to operationalize the Comprehensive Sports Policy

21. Constitutional requirements: There has been under consideration in Parliament since the Twelfth Lok Sabha a Bill aimed at transferring the subject of “sports” from the State List to the Concurrent List in the Seventh Schedule. Consensus has been eluding this endeavour in the absence of a comprehensive and holistic approach to a national policy on sports. It is the intention of this Comprehensive Sports Policy to provide such a holistic and comprehensive approach. It is, therefore, proposed to pursue in Parliament the need to shift the emphasis on sports from its present Constitutional position where it is clubbed with “entertainments” and “amusements” to treating sports as a key instrument of youth

development for accelerated and inclusive national development, the overarching goal of the Approach to Eleventh Five-Year Plan endorsed by the National Development Council, a goal that clearly requires a concurrent effort by the Centre and the States.

21.1 During 2004-05, the Planning Commission had advised that funding of rural infrastructure for sports be shifted to State Governments primarily on the grounds that ‘sports’ being a “State subject” under the Constitution, it should be left to State governments to find the finances for such activities. Accordingly, virtually all Central funding for broad-basing sports was halted with effect from financial year 2005-06, substantially restricting Central funding of sports to expensive mega sports events such as the Commonwealth Games, 2010. However, it is clear that excellence in sports cannot be achieved without the broad-basing of sports and such broad-basing (as, indeed, the pursuit of excellence too) requires concurrent Central and State action. It is proposed to pursue the consensus required for effecting amendments in the Constitution on the basis of this understanding of the need for Centre-State cooperation to achieve the desired results.

22. Legal requirements: Meanwhile, as advised by the Ministry of Law and Justice, legislation under the residuary powers vested in the Union Government under Entry 97 of the Concurrent List may be considered for providing a legal framework for the Long-Term Development Plans that are the basis for cooperation between the National Sports Federations and the India Olympic Association, on the one hand, and Government/SAI, on the other, to achieve the goals of the Comprehensive Sports Policy. In the

absence of such legislation, Government is neither able to secure the required degree of accountability for its funding of NSFs/IOA nor ensure strict adherence to the conditionalities negotiated at the time of concluding LTD plans.

23. Institutional Measures:

23.1 Sports Regulatory Authority: It is neither feasible nor desirable that Government should take upon itself the burden of intervention when disputes arise within NSFs (as they do disturbingly often) or when complaints are received about inefficient or inappropriate deployment of funds, mistakes in management, non-accountability for results achieved or not achieved, prejudice or bias in the selection of national teams/athletes, undemocratic or unethical electoral practices, and lack of openness and transparency in functioning. To resolve such disputes and ensure the development of sports in keeping with the aims and objects of the Comprehensive Sports Policy (as amended from time to time, as it doubtless will be) and conformity to the principles of the Olympics Charter in the management and resolution of such issues, legislation is proposed to be introduced for establishing a Sports Regulatory Authority.

23.2 Special interest groups repeatedly seek recognition [outside the existing NSFs] for autonomously managing sports for women or for different varieties of the same discipline (e.g. 'beach kabaddi' as a discipline distinguishable from 'kabaddi' as such). Since the Olympics Charter permits the accord of National Federation status to only any one Federation for any one discipline, it is proposed that either autonomous wings may be created within each Federation for recognized special interest groups, subject to

approval of such arrangements by the proposed Sports Regulatory Authority. Indeed, in exceptional circumstances and for reasons to be recorded in writing, more than one Federation may be supported for developing and promoting a sports discipline, subject, however, to the approval of the proposed Sports Regulatory Authority.

23.3 Sports Authority of India and NYKS: Thorough revamping of the Sports Authority of India and the Nehru Yuva Kendra Sangathan to match up to the new and onerous additional responsibilities that would devolve on them for them to effectively fulfill their role in the realization of the aims and objectives of the Comprehensive Sports Policy.

24.4 National Sports Federations/IOA: Redefining their relationship with Government through the modalities, principles and criteria for negotiating and enforcing the conditionalities agreed upon in Long-Term Development Plans.

24.4.1 While ensuring full conformity to the principles of the Olympic Charter regarding the autonomy of IOA/NSFs, ensuring that NSFs/IOA function in an open, democratic, transparent and accountable manner by bringing the goals, procedures and practices of these organizations in consonance with the Vision, Values, Aims, Objectives and Strategies of the Comprehensive Sports Policy.

24.5 Convergence: As stressed by the Prime Minister, Dr. Manmohan Singh at the inauguration of the Olympics Bhawan on 28 April 2007, the convergence of the efforts of all stakeholders will be ensured through a sportsperson-centric sports development matrix with clear role delineation.¹ A National Sports Advisory

¹ A diagrammatic depiction of the sports development matrix is annexed to the policy document at Annexe III.

Council and Regional Sports Advisory Councils, with the representation of all stakeholders, will be established to forge close coordination between all stakeholders and convergence in their activities for the comprehensive development of sports in the country.

24.6 Monitoring and Evaluation: The Policy is expected to result in mass participation and enhanced performance in sports through effective sports development system, leading to the emergence of India as a leading sporting nation. Appropriate steps will be taken to monitor the progress of Policy at the levels of the Gram Sabha and the three-tier Panchayati Raj system as well as at the State and Centre, in association with all stakeholders concerned. Besides, the Union Government will engage independent agencies to evaluate the implementation of the Policy and place such evaluations periodically before Parliament to engender informed discussion and involvement in the national implementation of the Comprehensive Sports Policy, 2007.

“Our effort is to see that sports becomes a means for shaping the character of our youth. Through sports they must learn to excel as individuals. They must also learn to play together as a team. We must see that sports are for sport’s sake and not for winning or losing. Our endeavour should be to build healthy bodies through sports and make ourselves fitness-conscious.”

- Prime Minister Rajiv Gandhi

Children’s Day, 14 November 1985



SPORTS DEVELOPMENT MATRIX

(IOA – Indian Olympic Association; NSF – National Sports Federation; SSA – State Sports Association; AIU – All India Universities; SAI – Sports Authority of India; NYK – Nehru Yuva Kendra; VP – Village Panchayat; BP – Block Panchayat; GG – State Government; IGMA – Indigenous Games & Martial Arts; NSTCS – National Sport Talent Contest Scheme; ABSC – Army Boys Sports Company; TSTS – Talent Search & Training Scheme; STC – SAI Training Centres; SAG – Special Area Games; COX – Centres of Excellence; NSDF – National Sports Development Fund; NDTL – National Dope Testing Laboratory; NADA – National Anti-Doping Agency; SOB – Special Olympic Bharat; PCI – Paralympic Committee of India)