



Building Multi-Stakeholder Sports Ecosystems in India

Insights from Select State-level Case Studies

Report
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Foreword

Sports and Physical Activity (SAPA) plays a critical role in shaping health, learning outcomes, productivity, and social participation across the life course. Pathways for SAPA, spanning everyday movement, participation, and talent development, are shaped by governance frameworks, strategic approaches, and system design choices. They also depend on the availability of safe and accessible spaces, well-designed programmes, trained facilitators, and credible pathways into sport and recreational activity. As India increasingly positions SAPA within its long-term development agenda, including the aspiration of *Viksit Bharat 2047*, there is a clear need to examine how sports systems are designed and delivered. In this context, understanding multi-stakeholder approaches is essential, particularly given that sport is a State List subject and implementation responsibilities rest primarily with state governments.

Guided by the vision of the National Sports Policy (NSP) 2025 - “Sports for Nation Building: Harness the Power of Sports for the Nation’s Holistic Development” - this report examines how states have interpreted and operationalised sports development within their specific contexts. NSP 2025 calls for a whole-of-government approach and encourages states to align their policies with the national framework. It adopts a multi-dimensional strategy that spans infrastructure development, talent identification and nurturing, governance reforms, and the promotion of mass participation. In practice, delivery extends beyond government to a wider ecosystem that includes federations and associations, educational institutions and local bodies, private sector and corporate social responsibility (CSR) actors, and civil society organisations. Multi-stakeholder delivery is therefore best understood as a system design challenge, encompassing the allocation of roles, coordination mechanisms, alignment of resources, and accountability over time.

This report analyses policy documents and implementation approaches adopted by three states: Odisha, Telangana, and Meghalaya, to understand how multi-stakeholder arrangements for SAPA are structured and enabled within their respective contexts. Through these case studies, the study identifies a set of principles that may inform and guide similar efforts in other states. The objective is not to profile or rank states, but to generate transferable insights on the design and operation of SAPA delivery systems.

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The Need for a Multi-Stakeholder Model in SAPA

The sports ecosystem in India sits at the intersection of public policy, social development, and economic participation.

Today, our understanding of sport goes beyond competitive excellence, encompassing public health, physical literacy, youth development, inclusion, education outcomes, urban liveability, community cohesion, and livelihoods. The recent national policy direction, including the National Sports Policy (NSP) 2025, has reinforced this shift by positioning sports and physical activity (SAPA) as an instrument of wider national development. Essentially, this makes SAPA a multi-dimensional policy domain in which outcomes depend on how multiple institutions and actors coordinate across the continuum from grassroots participation to elite sport.

India's constitutional and administrative design makes this coordination challenge particularly salient. Sport is a State subject under the Constitution of India, and State governments, therefore, carry the principal responsibility for planning, investment, and implementation across the sports ecosystem¹ within their jurisdictions. National institutions and centrally supported programmes play an important enabling role by articulating policy direction and setting normative frameworks, alongside providing financial and technical incentives. However, SAPA outcomes depend largely on how effectively States translate these enablers into coherent delivery systems. In practice, constraints in SAPA development may tend to arise less from the absence of

policy direction and more from fragmented institutional mandates, limited inter-departmental coordination, and delivery arrangements that remain anchored in single departments or scheme-bound cycles. The absence of an integrated, system-wide governance architecture linking education, health, urban development, and community sport can further limit the sustainability and scale of SAPA-based interventions at the State level.

This context creates a clear need for multi-stakeholder models that enable and strengthen State leadership. A multi-stakeholder approach reframes the State's role from being the sole or dominant implementer to that of a steward and system architect that sets direction, protects public purpose, convenes actors, enables delivery partnerships, and sustains accountability across a complex ecosystem. The emphasis of this study is to understand how SAPA is governed and coordinated, rather than endorsing any particular institutional form.

Defining a Multi-Stakeholder Model

A multi-stakeholder model in SAPA can be understood as a structured governance and delivery arrangement in which multiple actors, including public, private, and community-based, participate in shaping, delivering, and sustaining SAPA objectives through clear roles and formal coordination

¹ This report uses "sports ecosystem" to refer to the broader, multi-stakeholder environment that shapes sport-led SAPA outcomes around and beyond the State system, including government, communities, educational institutions, civil society, and markets.

mechanisms, along with accountability pathways. Here, the defining feature is less about multiple actors being involved, but more about their interaction being designed rather than incidental. This design typically includes:

- **Role clarity:** who sets direction, who finances, who delivers, who operates assets, who regulates, and who is accountable for which outcomes.
- **Institutional coordination:** mechanisms that align departments, federations, local bodies, schools, and partners around shared priorities and operating routines.
- **Accountability and safeguards:** performance expectations, transparency norms, grievance/safeguarding pathways, and oversight that protect equity and integrity.
- **Sustainability:** structures that can outlast individual champions, short budget cycles, or one-off initiatives.

This distinguishes a multi-stakeholder model from a transactional or episodic engagement. For instance, sponsorships, one-time CSR grants, vendor contracts, or Memoranda of Understanding (MoU) can add resources or capacity, but they do not necessarily change the governance logic of the system. A multi-stakeholder model can reshape the logic, establishing a repeatable architecture for coordinated delivery across SAPA functions.

Why Multi-Stakeholder Models Matter for SAPA Delivery

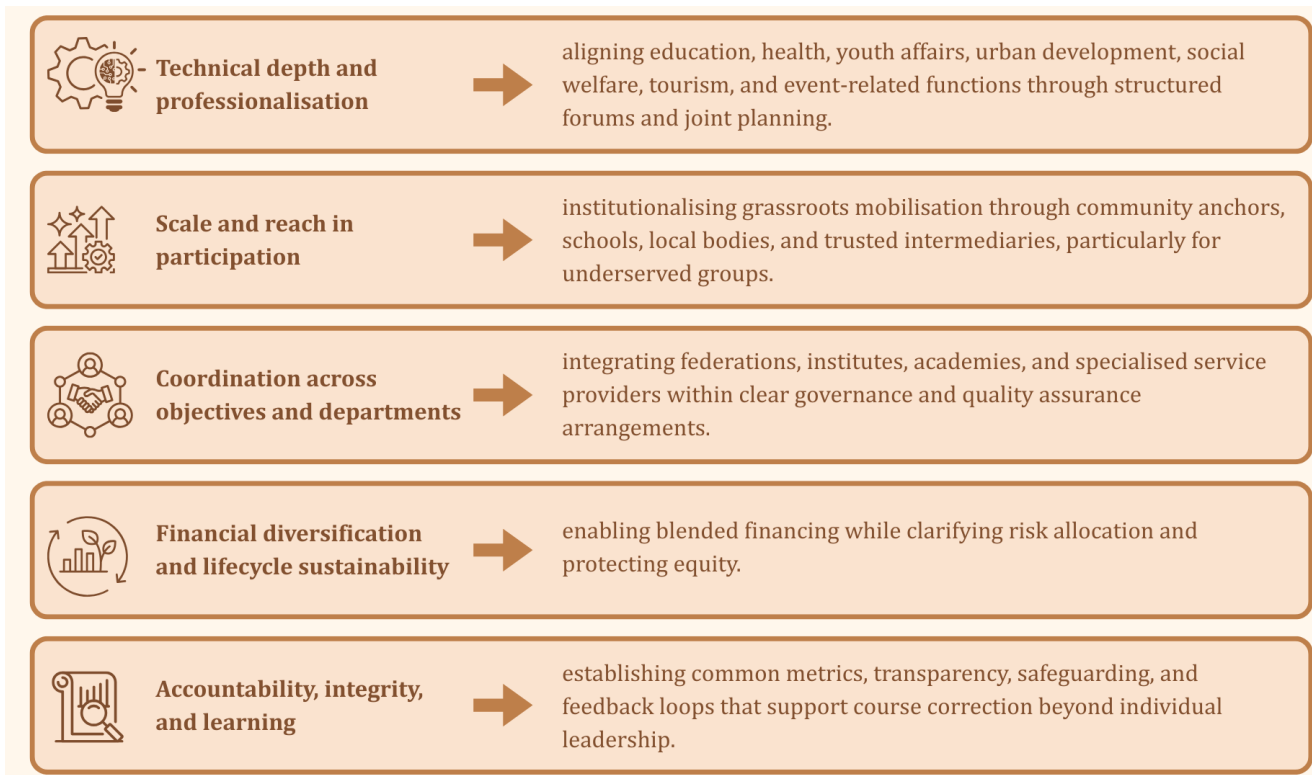
SAPA outcomes depend on capabilities that rarely sit within a single organisation.

Governments hold mandate, public financing power, and the obligations related to equity and access. Communities provide legitimacy, participation networks, and local ownership that sustain engagement. Markets contribute technical expertise, innovation, media reach, and operational capacity that can strengthen quality and utilisation. Where these capabilities are not aligned, sports systems² predictably exhibit under-utilised infrastructure, siloed programmes, uneven pathways, discontinuous participation initiatives, and short-lived institutional momentum.

As a result, SAPA interventions are most effective when designed through multi-stakeholder approaches that deliberately integrate cross-sectoral inter-linkages and extend beyond sport to education, health, and community, and other broader systems. Rather than treating school-sport linkages, recreational and leisure sport, Active-for-Life pathways, and participation-for-all as separate thematic priorities, this approach frames them as system design choices within ecosystem-building efforts. The design logic is sequential: stable, high-frequency delivery interfaces, particularly schools and community settings, enable routines; routines clarify roles; clearer roles enable coordination; and coordination enables scale and continuity beyond one-off events or stand-alone schemes. Consistent with NSP 2025's whole-of-government and multi-stakeholder approach, this platform-led delivery logic provides the rationale for the five critical system functions summarised in Figure 1.

² In this report, "sports systems" refer to the State-led institutional and delivery arrangements through which State governments organise, finance, and implement SAPA functions.

Figure 1: Critical system functions enabled by a multi-stakeholder model



International experience shows that different countries adopt varied partnership and coordination models for delivering these functions, often through deliberately designed multi-stakeholder arrangements (guided by national frameworks) involving government, private actors, and communities (see Table 1 below for illustrative examples).

Table 1: Global examples of multi-stakeholder models (illustrative)

Country	Role of the state	Key coordinating organization(s)	Partnership model
Australia³	Shares responsibility for sport policy and programmes across federal, state, and territory governments along the participation-to-performance pathway	Australian Sports Commission – the Australian Government agency that supports and invests in sport at all levels, oversees participation data (AusPlay), and works with national, state, and local partners	Multi-level partnerships linking federal, state/territory, and local governments with sporting organisations and community clubs

³ <https://www.infrastructure.gov.au/sport/about-sport-australia>

England⁴	Sets national outcomes, safeguards public interest, and provides funding through grant-in-aid and National Lottery resources while remaining at arm's length from delivery	Sport England – an arm's-length public body that allocates public and National Lottery funding and convenes sport and non-sport organisations, with collaboration explicitly embedded in its mandate	Deliberately collaborative model linking government, sport bodies, local authorities, and non-sport actors to deliver shared participation and social outcomes
Finland⁵	Provides national stewardship through policy, legislation, and public financing, with an emphasis on equity, participation, and system performance	Ministry of Education and Culture sets policy and allocates performance-based government grants; national sport organisations and federations support training and competition; municipalities enable local delivery (especially in the context of national initiatives such as Finnish Schools on the Move).	State-civil society partnership model in which volunteer-based clubs and federations deliver locally, supported by national policy direction and municipal co-financing
Singapore⁶	Exercises strong strategic steering through Vision 2030 and whole-of-government coordination to expand participation and capability beyond elite sport	Sport Singapore – a statutory agency that coordinates government agencies and convenes public, private, and people-sector partners under a unified national strategy	State-led but partnership-driven public-private-people model emphasising cross-sector alignment and inclusive participation

Taken together, these examples reinforce the core design principle that effective multi-stakeholder models rely on a capable State that sets direction, convenes actors, regulates where necessary, and safeguards public interest objectives, while deliberately distributing operational responsibilities to organisations best placed to deliver specific functions. As the World Economic Forum states, through multi-stakeholder partnerships and coordinated action, the global sports economy can help redefine prosperity beyond financial returns, including healthier societies and thriving ecosystems.⁷

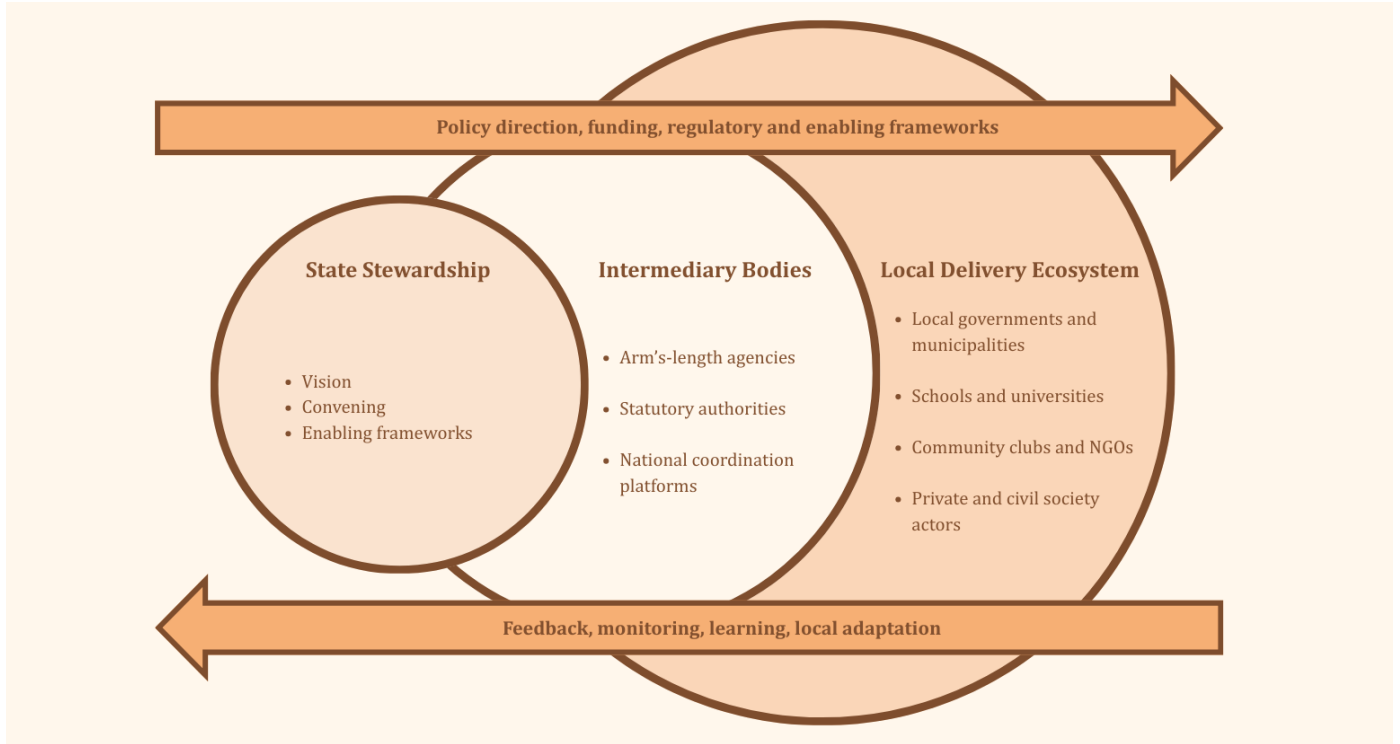
⁴ <https://www.sportengland.org/about-us#campaignsandourwork-17900>

⁵ <https://okm.fi/en/sports-organisations>

⁶ <https://www.sgdi.gov.sg/ministries/mccy/statutory-boards/sportsg>; <https://www.sportsingapore.gov.sg/our-work/about/>

⁷ <https://www.weforum.org/stories/2026/01/what-is-the-sports-economy-improve-health-livelihoods/>

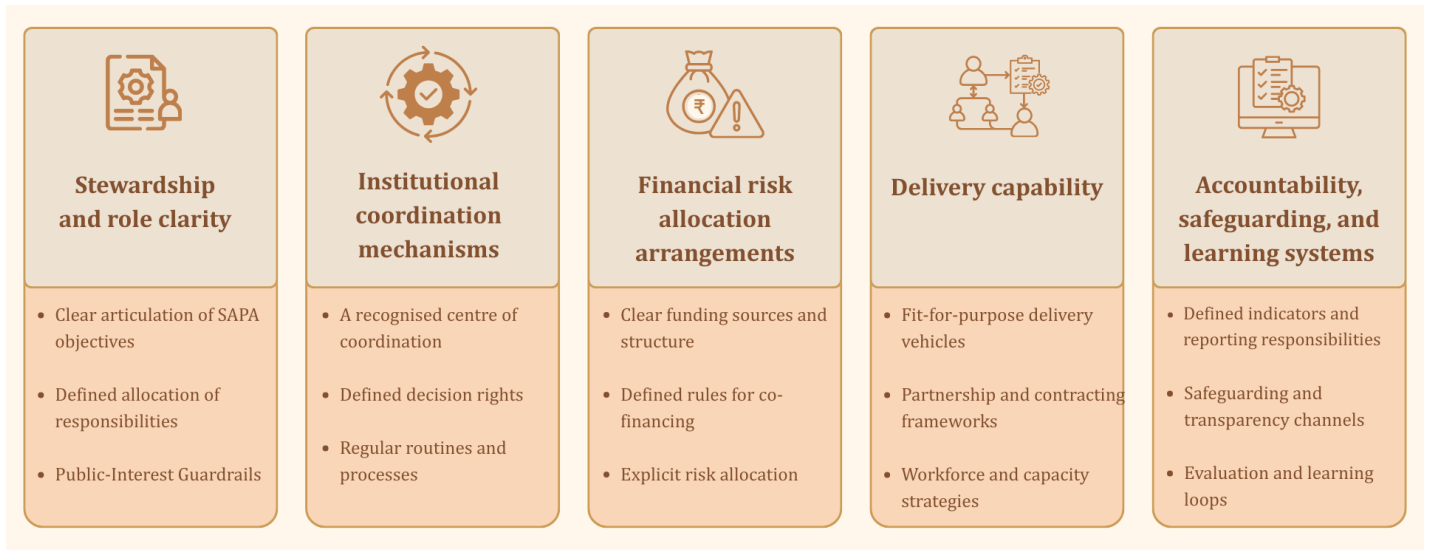
Figure 2: Common aspects of multi-stakeholder models in practice



Core Pillars of a Multi-Stakeholder SAPA Model

While multi-stakeholder approaches differ widely in form and are dependent on the context, coherent systems typically rest on a set of common pillars. These pillars describe what needs to be in place for multi-actor coordination to be sustainable and assessable; they are distinct from the system functions described above, which reflect what the model can enable.

Figure 3: Pillars of a multi-stakeholder model



Strategic Imperative

This report has been prepared in response to a specific implementation question that has become increasingly visible within India's sports ecosystem: how can State-led sports systems be organised to engage multiple stakeholders in ways that are structured and sustainable over time?

While the preceding section set out the conceptual rationale for multi-stakeholder approaches, this section focuses on the policy and operational context that makes the question timely. It situates the study within recent national frameworks and sector developments, so that readers can interpret the case studies and subsequent synthesis with appropriate context. The methodology, analytical framework, case selection logic, study periods, evidence base, and analytical boundaries are set out in the next section.

Setting the Policy Context: National Sports Policy 2025

The primary policy anchor for this report is NSP 2025. It articulates a national vision spanning the full SAPA continuum, linking mass participation and physical literacy with talent development and high-performance sport. It positions sport as a contributor to broader social, educational, and economic objectives. Central to NSP 2025 is an explicit emphasis on a whole-of-government and multi-stakeholder approach, signalling that SAPA outcomes at scale are expected to be pursued through coordinated action across ministries, tiers of government, sports institutions, and non-state actors. Within this policy backdrop, the newly introduced National Sports Governance Act, 2025 (NSGA) provides a statutory reference point for

governance within the organised sports ecosystem, including recognition of National Sports Federations (NSFs) as autonomous bodies responsible for their respective sports, subject to defined standards of governance, transparency, and accountability.

NSP 2025 is particularly significant for two interrelated reasons:

- First, it shifts multi-actor delivery from an aspirational principle to an implementation expectation. The policy's objectives, ranging from grassroots participation and competition structures to equitable access to infrastructure, talent identification, athlete support systems, and governance strengthening, implicitly assume delivery capacities distributed across government departments, sports bodies, educational institutions, community organisations, and the private sector. References to strengthened governance and accountable institutions (reinforced by the NSGA's standards) further underline that SAPA outcomes cannot be reliably delivered through single-department or single-institution approaches.
- Second, NSP 2025 sharpens the State-level "operating design" question. While the policy provides a directional frame for what should be achieved, it does not prescribe a uniform model for how States should organise SAPA delivery in practice. Decisions relating to institutional architecture, allocation of roles across departments and agencies, partnership models with sports bodies and non-state actors, financing mechanisms, and routines for coordination and

accountability remain State-specific. These choices are shaped by local administrative structures, institutional capacity, fiscal space, and ecosystem maturity.

This addresses the implementation gap of how multi-stakeholder engagement can be structured and sustained at the State level to advance SAPA objectives, and what these system design choices reveal about pathways for strengthening SAPA delivery that other States may interpret and adapt.

From Policy Articulation to System Operation

This report builds on the Sports and Society Accelerator's (SSA) 2024 study, *Mapping Sports and Physical Activity Integration in State-Level Sports Policies in India* in July 2024 ("Mapping Study")⁸, which conducted a structured scan of state sports policy documents to understand how States articulated SAPA priorities and governance intent in writing. The Mapping Study was explicitly a review of written policy intent, not an assessment of implementation or outcomes. This distinction matters because policy documents are core ecosystem instruments that can establish mandates, allocate responsibilities, signal investment priorities, and create formal on-ramps for partners. The Mapping Study analysed policy documents across 19 States and 3 Union Territories, and its data collection and analysis concluded in December 2023; therefore, subsequent policy updates fell outside its scope. It also noted that six States did not have publicly available state sports policy

documents at the time of review. Methodologically, the Mapping Study applied an initial framework organised around three primary levers and eight dimensions to interpret policy language, including how States described governance and implementation intent and references to partnerships and collaboration. The present report extends that foundation by shifting from policy articulation to system organisation and operation, examining how multi-actor SAPA delivery is structured through institutions, coordination routines, delivery vehicles, and stakeholder interfaces within defined study periods.

Urgent Need for Multi-Stakeholder System Design

This report has been developed now as the institutional questions around multi-stakeholder delivery are becoming more urgent and consequential. The following developments converge to make this an opportune moment to document and analyse State approaches.

- First, implementation design is becoming the binding constraint. Across India, SAPA ambitions have widened and diversified - often spanning participation, inclusion, talent pathways, infrastructure creation and use, and event-led development. In many cases, the limiting factor is no longer whether programmes exist, but whether systems are organised to coordinate multiple actors consistently: across departments, sport bodies, schools and universities, local bodies, community organisations, and private/CSR partners.

⁸ Sports and Society Accelerator. (2024). Mapping Sports and Physical Activity Integration in State-Level Sports Policies in India. <https://sports-society.org/policyreports/mapping-sports-and-physical-activity-integration-in-state-level-sports-policies-in-india/>

Where coordination remains episodic, engagement can become programme-specific or personality-driven, and system continuity becomes harder to sustain.

- Second, major sporting event horizons and sector-specific investment cycles heighten the legacy challenge. As India's sporting horizon has increasingly included major multi-sport event planning and large-scale investment cycles, the importance of strong institutional coordination rises. In 2025, India was confirmed as the host of the 2030 Centenary Commonwealth Games (CWG).⁹ The relevance of CWG 2030 here is neither promotional nor predictive; it is methodological and institutional. Event timelines compress decision-making, increase the number of actors involved, and amplify coordination requirements across infrastructure, operations, safety, transport, sport technical delivery, and post-event utilisation. Under such conditions, legacy planning cannot be treated as an

afterthought. It depends on whether States have the institutional capacity to align roles, financing, operations, and utilisation goals over time.

- There is growing recognition among States of the importance of exploring diverse models and learning from what has worked elsewhere. This is reflected in efforts to restructure and revise policy frameworks through strategic advisory and by approaching and convening different stakeholders to align with evolving demands. In this context, this report helps articulate key approaches and principles that may serve as a useful reference point for long-term, implementable policy design.

These conditions together make the current moment particularly relevant for a system-oriented study of multi-stakeholder SAPA delivery: NSP 2025 clarifies national direction; event/investment horizons raise the cost of fragmentation; and practical demand for institutional design learning is increasing.

⁹ <https://www.commonwealthsport.com/news/4408937/commonwealth-sport-confirms-amdavad-india-as-host-of-the-2030-centenary-games>

Methodology

Approach

This report is built around a single methodological premise: in India, multi-stakeholder delivery in SAPA is most meaningfully analysed at the State-system level, because sport is constitutionally assigned to the State List and States exercise the greatest influence over institutional design, financing, and implementation arrangements. Accordingly, the State system is treated as the unit of analysis. The study focuses on the institutional arrangements through which SAPA delivery was organised and sustained during the relevant study periods, as described below. From this perspective, the most useful way to observe multi-stakeholder delivery in India is to examine how States distribute roles, create or empower institutions, and establish coordination routines that shape how different actors interact in practice.

Analytical Framework: *Samaaj-Sarkaar-Bazaar*

This report interprets multi-stakeholder SAPA delivery through the public-policy lens of *Samaaj-Sarkaar-Bazaar*, a simple approach to describe how functions, capacity, legitimacy, and accountability are distributed across society, the State, and markets in India.¹⁰ In the context of SAPA, the lens can be applied to clarify who carries stewardship, who executes, and what accountability follows when functions move across actors.

- **Samaaj** (society and communities) refers to the institutions and networks that anchor SAPA in everyday life, such as

families, community groups, schools, local clubs, volunteer networks, civil society organisations, and athlete collectives. In SAPA delivery, *Samaaj* typically contributes towards participation, inclusion, trust, mobilisation, and locally grounded problem-solving. It is often the layer where sustained engagement becomes feasible, because it is closest to social norms, safe access, and community ownership.

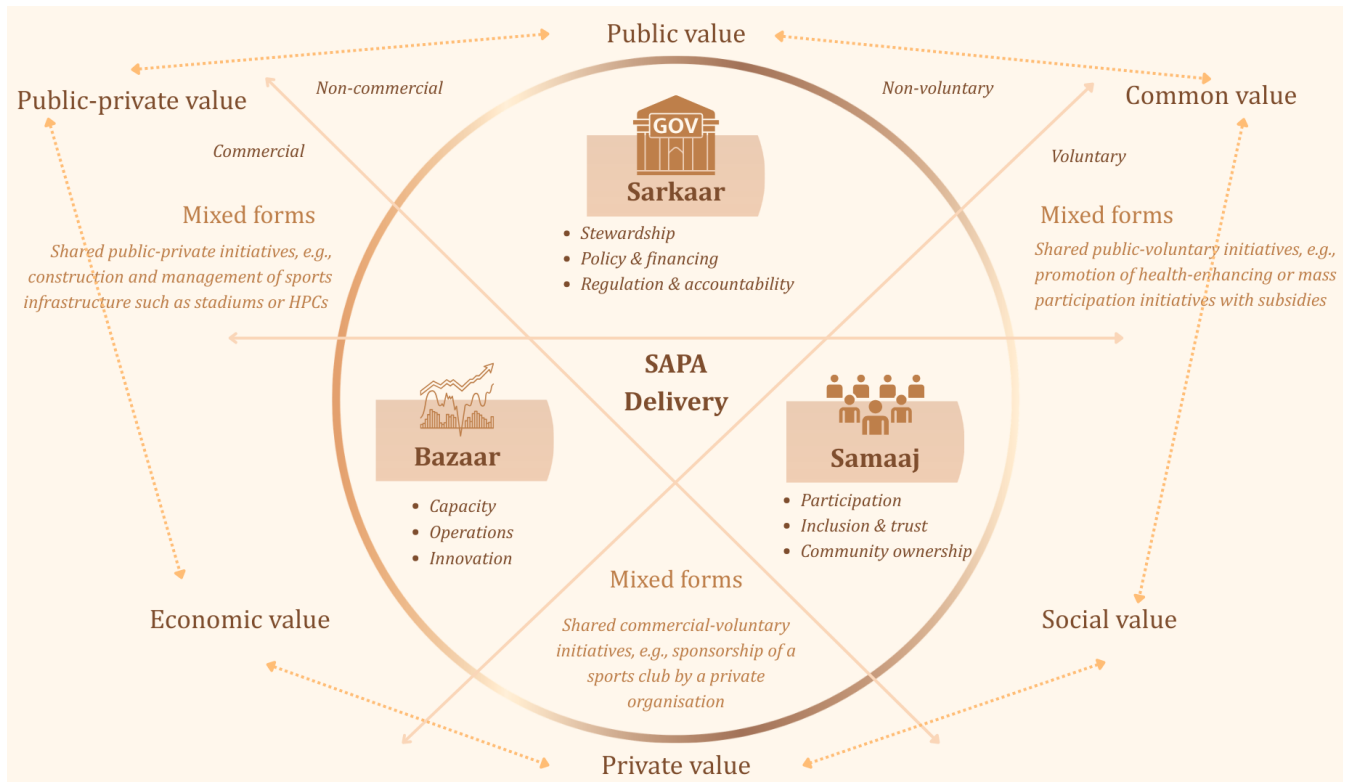
- **Sarkaar** (the State) refers to departments, public agencies, and statutory bodies that carry public authority and are responsible for the system's long-run direction. In SAPA delivery, *Sarkaar* provides stewardship functions, including policy intent and prioritisation, public financing choices, infrastructure ownership, regulation and safeguards (including integrity and athlete welfare), procurement and contracting, and accountability routines. Because sport is a State List subject, *Sarkaar's* role is also the primary channel through which implementation responsibility is exercised at the state level, even when delivery functions are shared with non-state actors.
- **Bazaar** (the market) refers to private firms, professional operators, sponsors and event owners, sport-tech and service providers, and CSR/philanthropic actors that contribute capital, specialist capability, innovation, and operating capacity. In SAPA delivery, *Bazaar* engagement becomes system-relevant when it is not limited to episodic

¹⁰ Rohini Nilekani, *Samaaj Sarkaar Bazaar: A Citizen-First Approach* (Rohini Nilekani Philanthropies, 2022), Introduction, <https://www.samaajsarkaarbazaar.in/>

sponsorship, but is integrated through defined roles - such as facility operations and maintenance (O&M), event delivery, workforce development, sports science

and athlete services, equipment provisioning, and platform support - under terms that are aligned with public priorities and safeguards.

Figure 4: Interactions of multiple actors



Within SAPA delivery systems shaped by *Samaaj*, *Sarkaar*, and *Bazaar*, value¹¹ is plural and often hybrid, emerging from their interaction within state-led governance frameworks. Beyond distinct public, private, social, and common forms of value, SAPA outcomes are frequently produced through mixed arrangements in which public stewardship enables markets, private capability supports the delivery of public goods, and community participation generates both social outcomes and institutional

legitimacy. In this sense, effective multi-stakeholder delivery depends on how roles, responsibilities, and accountability were deliberately structured within the state system (see figure 4).¹²

A recurring issue in Indian sport systems has been role compression: *Sarkaar* has often carried both stewardship and execution, while *Samaaj* has been treated as informal or residual, and *Bazaar* has been engaged intermittently rather than through structured

¹¹ In this framework, the term “value” is used in preference to “profit” to reflect the full range of outcomes generated through SAPA delivery, including public goods, social outcomes, institutional legitimacy, and economic returns.

¹² Adapted from Scheerder, J. (2020). Level 1: The sports policy level (macro level). In N. R. Porro, S. Martelli, & A. Testa (Eds.), *Sport, welfare and social policy in the European Union* (pp.157). Routledge. https://ebrary.net/221412/sociology/level_sports_policy_level_macro_level

delivery roles. Multi-stakeholder models, as used in this report, are therefore not defined by the presence of multiple actors, but by whether their interaction is intentionally designed - with clearer mandates, workable entry points for partners, and accountability that follows the function.

Purpose of the Study

This report presents an applied governance analysis of multi-stakeholder SAPA delivery in India. It documents and analyses working approaches, what was structured, how arrangements functioned, what trade-offs emerged, and what design lessons can be abstracted from observable practice within defined study periods. This report does not rank states or present comparative performance assessments; it does not treat medals, infrastructure volume, or event scale as proxies for system strength; it does not attempt causal attribution; and it does not infer political intent or speculate beyond the study periods.¹³

Evidence Base and Method

Methodologically, the study is qualitative, being system-oriented and evidence-led. It relies on documentation that reveals how governance and delivery are organised, including (where available): (i) policies, notifications, and institutional orders; (ii) budget and programme documents indicating financing routes and responsibility allocation; (iii) publicly documented partnership instruments; and (iv) verifiable implementation signals such as programme roll-outs, infrastructure operations arrangements, and coordination structures. Secondary material is used cautiously for triangulation and not as a substitute for

primary documentation. Two rules are applied consistently: analysis is limited to the defined study period for each State, and evidentiary limits are stated explicitly, without overclaiming where documentation is incomplete.

Case Selection and Study Periods

This report examines three State experiences - Odisha, Telangana, and Meghalaya - selected to introduce contrast in starting conditions and in the pathways through which multi-stakeholder SAPA delivery was organised. The selection was intended for analytic learning rather than benchmarking or endorsement. Each case was examined over a defined but differentiated study period, aligned to observable policy actions, institutional arrangements, and delivery practices within the State's trajectory.

- **Odisha** was analysed over 2013–2024, with 2013 used as an analytically useful entry point into sustained system-building.
- **Telangana** was examined over 2024–2025, focusing on the period leading up to and immediately following the notification of its sports policy in 2025, with emphasis on governance architecture, institutional intent, and early system structuring.
- **Meghalaya** was analysed over 2019–2025, reflecting the phase during which policy direction, action planning, and institutional mobilisation were articulated and linked to preparations associated with the upcoming National Games that it is hosting.

These differentiated timelines are intentional, allowing the report to examine multi-

¹³ The SAPA Centre acknowledges that the authors used AI tools, specifically ChatGPT, as part of the editing process, including assistance with the organisation of material and refinement of language.

stakeholder SAPA delivery at different stages of system evolution. Across all three cases, SAPA delivery is treated as a system of institutional choices - relating to roles, coordination, delivery arrangements, and continuity - ensuring that cross-case lessons remain grounded in evidence from each study period. The case studies follow a common analytical structure, but the depth of description varies with the nature and

maturity of available evidence. Odisha, reviewed retrospectively over a longer period, reflects a more mature system trajectory and therefore requires greater narrative detail to trace sequencing and role shifts. Telangana and Meghalaya, documented over shorter or more design-led periods, are presented more briefly, drawing primarily on policy instruments and early institutional arrangements.

Case Study 1: Odisha

This case study examines how Odisha structured and operationalised a multi-stakeholder sports ecosystem between January 2013 and December 2024, a period in which the State progressively expanded its role from discrete programme engagement to more system-oriented arrangements. The Odisha case is treated as an observation of state-led stewardship combined with defined roles for federations, private/CSR partners, and civil society actors. The study shows how the State used early entry points (notably emphasis on hockey and event hosting) to build administrative capability, mobilise partners, and expand infrastructure and athlete-support pathways, while retaining ownership and coordinating functions. The objective is to document what was done, how roles were arranged, and what trade-offs were visible over time.

Across many States, SAPA engagement with non-state actors has happened in the past. However, it has often stayed programme-specific and time-bound. It has not always been built into durable arrangements that clarify roles, align incentives, and sustain accountability. Against this backdrop, Odisha's experience over the study period offers a useful case. It shows how the State assembled elements of a sports ecosystem over time. It did so through sustained public investment, administrative capacity-building, and more structured engagement with sporting bodies, communities, and private actors.

The analysis focuses on how Odisha approached system-building during the study period. It examines how stakeholders organised roles, how the State sequenced interventions, and which institutional choices shaped the trajectory of the sports ecosystem. The case serves an analytical purpose and does not imply a single preferred approach. It is presented to extract analytically useful lessons on multi-stakeholder governance and sequencing. Over the study period, Odisha's SAPA engagement spanned governance arrangements, infrastructure development, and partnership models at multiple system levels. Wider policy discussions frequently cited this engagement because of the breadth and continuity of its interventions and its framing of SAPA as both a policy objective and a contributor to wider development goals.

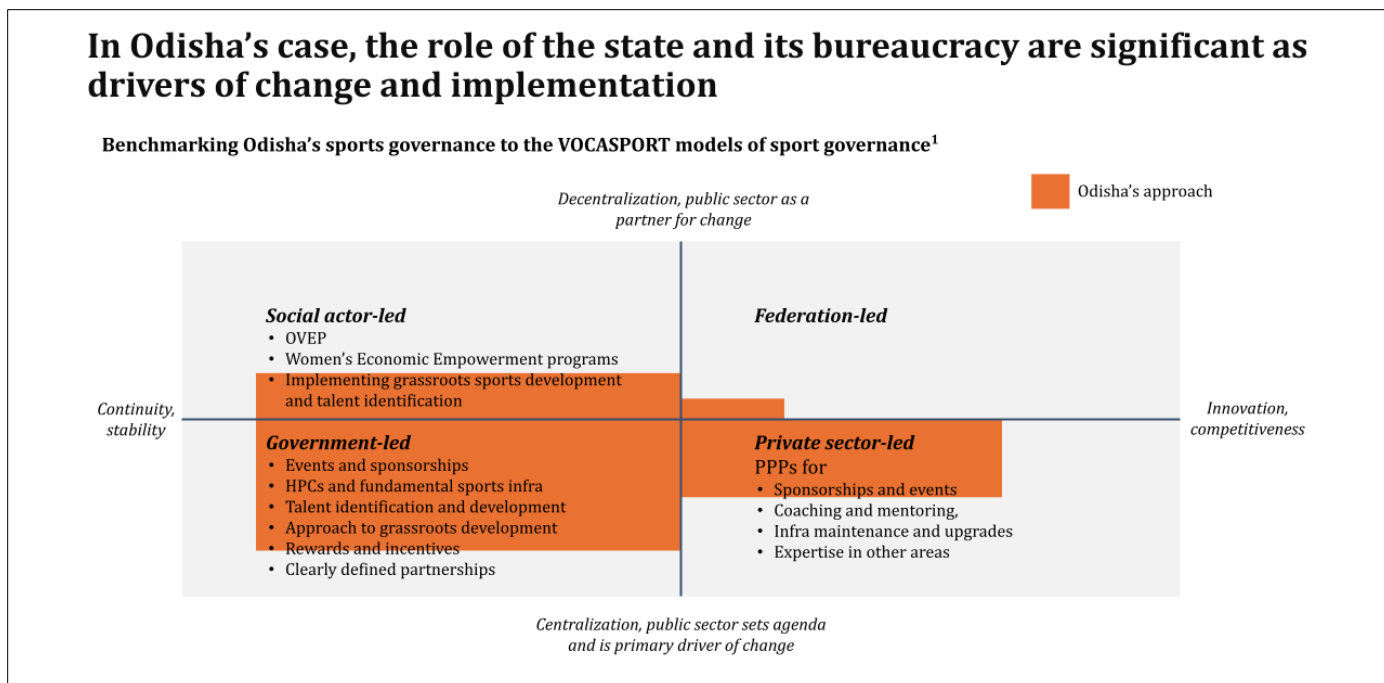
Before outlining the sequencing of policies and programmes in Odisha, the case study uses the VOCASPORT typology to summarise how governance and delivery roles were distributed during the study period (2013–2024). Developed through comparative European research, the typology provides a simple way to describe how sport systems organise state involvement and service delivery across different actors.¹⁴ VOCASPORT maps systems along two broad dimensions. The first concerns the role of the state, ranging from a centralised “driver” to a more decentralised “partner”. The second reflects the balance between a focus on innovation and competitiveness, and a focus on continuity and sustainability. The typology was applied solely

¹⁴ Henry, I. P., & Kaneko, F. (2009). European models of sport: Governance, organisational change and sports policy in the EU. *Hitotsubashi Journal of Arts and Sciences*, 3, 41–52. https://www.researchgate.net/publication/30788308_European_Modes_Of_Sport_Governance_Organisational_Change_and_Sports_Policy_in_the_EU

as a descriptive tool. Systems could display features of multiple configurations, and these configurations could evolve over time. Figure 5, therefore, offers a snapshot of Odisha’s governance positioning during the period under review.¹⁵ It indicates where

stewardship, coordination, and delivery primarily sat across public agencies, federations, civil society organisations, and private or CSR partners, and is followed by an examination of specific policies and institutional arrangements in detail.

Figure 5: Odisha’s sports governance framework in practice



Hockey as an Entry Point for System-Building (from 2013)

Odisha’s structured engagement with sport during the study period began when the State initiated a focused and sustained engagement with hockey. The State did not treat hockey as a purely sport-specific intervention, but used

it as an entry point to build institutional capability and signal a longer-term commitment within the sports ecosystem. Over the period under review, the State expressed this commitment most visibly through its sponsorship of India’s men’s and women’s national hockey teams, across both senior and junior levels, with the sponsorship extended through 2036.¹⁶

¹⁵ Adapted from European models of sport: Governance, organisational change and sports policy in the EU (p. xx), by I. P. Henry and F. Kaneko, 2009, Hitotsubashi Journal of Arts and Sciences, 3, 41–52. Adaptation and interpretive analysis by SAPA Centre (2025).

¹⁶ Odisha Government extends Hockey India sponsorship by three years till 2036, Sportstar (Jun. 21, 2024), <https://sportstar.thehindu.com/hockey/odisha-government-extends-hockey-india-sponsorship-till-2036-change-in-govt-naveen-patnaik/article68316165.ece>

Figure 6: Pathways for hockey in Odisha¹⁷

Alongside its national-level association, the State combined elite-facing and grassroots-facing measures. The Hockey Association of Odisha supported talent identification and strengthened coaching and officiating pathways. Hockey also provided a platform for event-led capability building and infrastructure expansion. Odisha hosted the Men's FIH Hockey World Cup twice during the study period (2018 and 2023).¹⁸ The State expanded the sport's footprint to Rourkela through the development of the Birsa Munda Hockey Stadium (20,011 permanent seats), a major addition to the State's hockey infrastructure.¹⁹ Odisha's sustained engagement over this period coincided with India's improved international outcomes in hockey, including a men's bronze medal at the Tokyo 2020 Olympics and a fourth-place finish for the women's team. Players and team representatives publicly acknowledged

Odisha's support. These statements increased the visibility of the State's role and strengthened the credibility of longer-horizon State engagement in the sport.

Odisha also treated major sports infrastructure as a long-term public asset. The State planned for post-event utilisation and multi-purpose use rather than building single-cycle event infrastructure. The State repurposed the World Cup village into a 225-room facility to maintain use beyond the tournament period.²⁰ This decision signalled early attention to lifecycle planning within major capital investments. More broadly, Odisha combined team sponsorships, event hosting, infrastructure development, and talent development programmes within a system-oriented approach. It sustained these interventions over time. This continuity helped consolidate earlier investments and

¹⁷ Developed by the SAPA Centre (2025) based on data provided by relevant institutions.

¹⁸ <https://sportstar.thehindu.com/hockey/mens-hockey-world-cup-2023-odisha-bhubaneswar-rourkela-india-host-indian-hockey-team-news/article30097692.ece>

¹⁹ <https://www.thehindu.com/sport/hockey/birsa-munda-gets-into-guinness-book-as-worlds-largest-hockey-stadium/article66608268.ece>

²⁰ <https://odisha.gov.in/sites/default/files/2023-09/RFP-For-Selection-Of-Bidder-For-Operation-And-Management-Of-World-Cup-Village-At-Rourkela.pdf>

reinforce delivery pathways, rather than relying on individual events or achievements as stand-alone interventions.

Leveraging Events for Institutional Capability

In 2017, Odisha assumed responsibility for hosting the 22nd Asian Athletics Championships after another State withdrew. The State completed preparations within a compressed timeline of approximately 90 days.²¹ This decision placed significant operational demands on the administration and required rapid mobilisation across departments and agencies.

To meet the event's requirements, Odisha fast-tracked infrastructure upgrades at Kalinga Stadium. The State installed a new athletic track, added seating for approximately 5,000 spectators, and carried out extensive turfing. Officials, contractors, and workers coordinated round-the-clock operations to deliver these upgrades.

The Championships brought together around 560 athletes from 41 nations²² and delivered India's highest-ever medal tally at the event, with 27 medals.²³

From an institutional perspective, the Championships provided an early stress test of Odisha's capacity to deliver a large-scale international sporting event under constrained conditions. The experience demonstrated the State's ability to coordinate across administrative units, align infrastructure delivery with event timelines, and manage international competition requirements. Although the event concluded within a fixed timeframe, it strengthened the State's operational confidence and administrative readiness for subsequent engagements in sport. The figure below summarises the sequencing of Odisha's key sport-related interventions during the study period.

Figure 7: Mapping Odisha's timeline for sports



21 <https://www.indiatoday.in/mail-today/story/asian-athletics-championships-odisha-jharkhand-kalinga-stadium-1023235-2017-07-09>

22 <https://www.youtube.com/watch?v=AX8Xq22t3Ac>

23 <https://www.olympics.com/en/news/asian-athletics-championships-india-history-records-medals>

System Expansion and SAPA Integration

The State gradually broadened its focus across sporting disciplines, stages of participation, and population groups to create pathways from participation to excellence. This shift reflected an evolving policy orientation that balanced competitive ambition with wider social, educational, and health considerations.

Multi-sport Engagement

Following the Asian Athletics Championships, Odisha increasingly used event hosting, team sponsorships, and infrastructure development to extend its engagement across multiple sporting disciplines.

This expansion increased public exposure to sport through higher viewership and attendance and created additional entry points for participation at different levels. During the study period, the State engaged with several sports through targeted initiatives, including football, rugby, athletics, *kho kho*, swimming, and chess. These initiatives combined event hosting, partnerships with national federations, franchise participation, and the development of specialised facilities. These activities strengthened Odisha's profile as a sports-hosting destination and demonstrated its capacity to manage diverse sporting formats and organisational arrangements.

Table 2: Extending focus to other sports after the Asian Athletics Championships (illustrative)

Sport	State-led initiatives
Football	Kalinga Sports Complex hosted Odisha FC as its home venue. The State supported Indian football through sponsorship of the former Indian Arrows team, strategic partnerships with All India Football Federation (AIFF), hosting of the Indian Women's League, and sponsorship of the Kalinga Super Cup.
Rugby	Odisha sponsored India's national rugby teams for three years, till 2023.
Athletics	The State hosted the 58th Open National Athletics Championships in 2018.
<i>Kho Kho</i>	Odisha held the only State-backed franchise in the Ultimate <i>Kho Kho</i> League, the Odisha Juggernauts.
Swimming	Odisha partnered with the Swimming Federation of India to develop an Indoor Aquatic Centre at Kalinga Sports Complex.
Chess	Odisha partnered with the All India Chess Federation and the Odisha Chess Association to establish Pro-Chess-TA, a platform dedicated to promoting chess at the grassroots levels.

Odisha used public-private partnerships (PPPs) to associate private entities, civil society organisations, and eminent sports-sector individuals with specific sporting disciplines. This discipline-linked approach aligned private investment and expertise with targeted development needs, supported the creation and upgradation of sports infrastructure, and fostered a collaborative operating environment. Within this model, sports infrastructure functioned as a public good, while corporations participated through defined development and operational roles aligned with CSR objectives.

The State operationalised this approach through structured, discipline-specific collaborations in which non-state actors undertook defined technical and operational functions within a State-enabled infrastructure platform. A central feature was the establishment of High Performance Centres (HPCs) across multiple disciplines, including athletics, weightlifting, hockey, shooting, swimming, gymnastics, archery, sports climbing, *kho kho*, and badminton, supported by a dedicated Sports Science Centre operated in partnership with Abhinav Bindra Targeting Performance. These arrangements created an integrated, sport-specific excellence network that combined coaching, sports science, and athlete support within institutional settings moving beyond ad hoc projects.

From a system-design perspective, the significance of this model lies in the governance choice rather than individual partnerships. The State used its convening power and capital investment to create structured entry points through which specialised partners delivered technical functions, such as coaching systems, athlete services, and discipline expertise, within a publicly anchored ecosystem. This approach supported both high-performance outcomes and stronger participation-to-performance pathways. Odisha extended this partnership logic beyond conventional PPPs through selected programme-based collaborations. These included engagement with the Kalinga Institute of Social Sciences under UNESCO's Fit for Life initiative, which linked sport with value-based education through trainer development at school and grassroots levels, and the introduction of the Olympic Values Education Programme (OVEP) in collaboration with the International Olympic Committee and the Abhinav Bindra Foundation Trust. The table below outlines the characteristics of HPCs and associated multi-stakeholder partnerships observed at various points during the study period, highlighting discipline-specific focus areas and delivery features:

Table 3: Examples of state partnerships during the study period

Discipline / Area and Partner(s)	Features
<p>Athletics <i>Reliance Foundation Youth Sports</i></p> 	<p>The HPC sought to position Odisha as a national athletics hub by developing internationally competitive athletes and establishing a long-term talent development framework.</p>

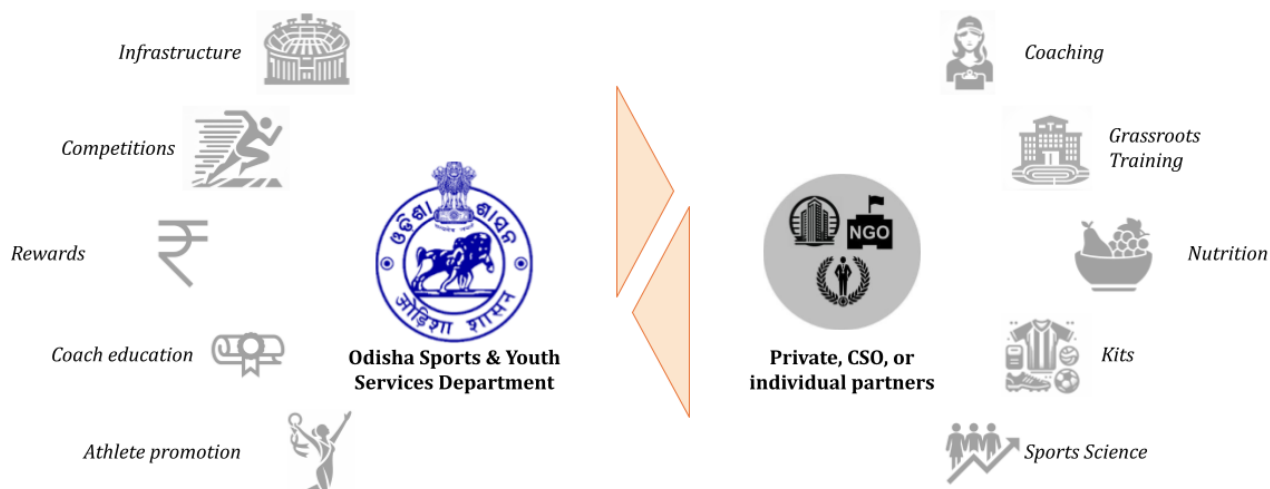
<p>Hockey Tata Steel and Tata Trusts</p> <p>TATA STEEL TATA TRUSTS</p>	<p>The HPC had supported hockey talent development, with 22 district-level training centres operational across Sundargarh, Sambalpur, Jaipur, Ganjam, Cuttack and Khordha</p>
<p>Weightlifting KJS Ahluwalia Group and Tenvic Sports</p> <p> </p>	<p>The HPC had focused on building a structured weightlifting talent pipeline through scientific training support and grassroots identification.</p>
<p>Shooting Aditya Birla Group and Gagan Narang</p> <p> </p>	<p>The facility comprised of a 22-lane 10-metre range and a 12-lane 25/50-metre range, equipped with electronic and manual targets to serve athletes across performance levels.</p>
<p>Swimming JSW and Swimming Federation of India</p> <p></p>	<p>The HPC had trained swimmers targeting FINA-A qualification for World Championships and the Olympic Games, supported by 12 operational grassroots centres and one proposed centre across Odisha.</p>
<p>Archery Tata Steel</p> <p>TATA STEEL</p>	<p>The HPC at Keonjhar had developed archery talent for national and international competition, supported by access to advanced training infrastructure.</p>
<p>Gymnastics Arcelor Mittal Nippon Steel India</p> <p>AM/NS INDIA</p>	<p>The HPC had strengthened gymnastics development in Odisha, contributing to the state's positioning as a national centre for elite and grassroots athlete pathways.</p>
<p>Sport Climbing Tata Steel</p> <p>TATA STEEL</p>	<p>The climbing wall at Kalinga Stadium had provided international-standard training facilities, supported by instruction from IMF-certified professionals.</p>
<p>Badminton Dalmia Bharat Limited</p> <p></p>	<p>The seven-storey HPC had housed eight courts, a 400-seat arena and residential facilities, integrating sustainability features including low-carbon cement and rainwater harvesting systems.</p>
<p>Kho Kho Arcelor Mittal Nippon Steel India</p> <p>AM/NS INDIA</p>	<p>The HPC in Puri had functioned as a dedicated centre for the identification and development of elite Kho Kho athletes at the national level.</p>

<p>Football <i>AIFF; Fédération Internationale de Football Association (FIFA)</i></p> 	<p>The AIFF–FIFA Talent Academy was inaugurated in Bhubaneswar, with an intent to deliver elite youth football development through residential training, competition exposure, and long-term talent identification pathways.</p>
<p>Medical Rehabilitation <i>Abhinav Bindra Targeting Performance and Rungta Mines</i></p> 	<p>The partners provided sports science support for performance enhancement, injury prevention and management, biomechanics and physiology testing, recovery services, and strength and conditioning at Kalinga Stadium.</p>
<p>Sports Management <i>KJS Ahluwalia Group and Xavier–Emlyon Business School</i></p> 	<p>The HPC had delivered certificate and dual-degree programmes in sports management, combining academic training, international exposure, industry collaborations, and residential learning aligned with Odisha’s sports ecosystem.</p>

To make partnership participation operational, Odisha’s approach tended to specify where external actors entered the system and what functions they were expected to perform (e.g., discipline-linked coaching systems, athlete services, sports science support, and programme delivery), while the State retained stewardship and asset ownership (see Figure 8).²⁴

Figure 8: Odisha’s partnership blueprint

The Odisha government provided infrastructure for HPCs while partners managed operations, leveraging their specialized expertise



²⁴ Supra note 17.

Grassroots Participation and Social Mobility Linkages

At the grassroots level, Odisha's SAPA strategy during the study period prioritised longer-term social and economic mobility, particularly for tribal and rural populations. The State used sports such as hockey as tools for community engagement. It expanded inter- and intra-village tournaments to strengthen talent identification and create more structured development pathways. The State linked these pathways to employment opportunities in the armed forces, paramilitary services, police, railways, banks, and other public-sector institutions. From a systems perspective, this approach also positioned grassroots sport as a potential route to livelihood security and upward mobility, alongside serving as a participation activity. The State sustained these programmes over time to stabilise participation pathways and embed them within wider institutional systems.

Physical Activity, Health and Education Linkages

Odisha expanded its approach beyond treating health and education as adjacent thematic areas, focusing instead on strengthening

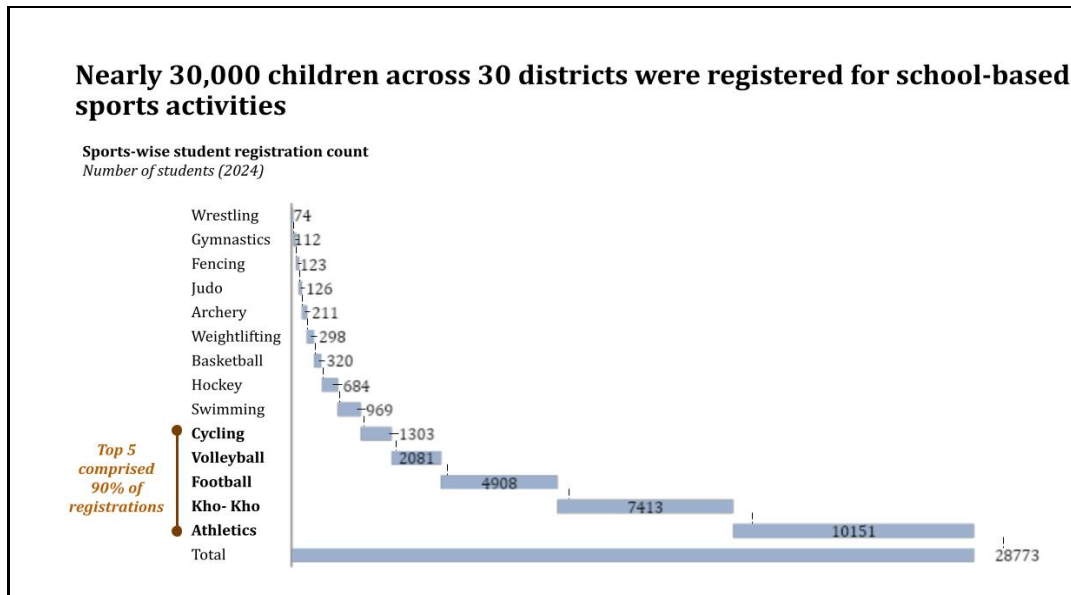
linkages between sport, education, and health. This approach widened access to SAPA and enabled delivery at scale through schools and community-facing systems. Alongside its elite sport agenda, Odisha began to focus more directly on population-level physical activity and health. A 2019 study funded by the Odisha Mining Corporation found that over 59 per cent of Bhubaneswar's residents led sedentary lifestyles.²⁵ In response, sports planning in the later years of the study period placed greater emphasis on balancing elite performance with initiatives that promote physical activity and well-being.

As a school-based participation interface, the State encouraged the introduction of physical education as a compulsory subject.²⁶ It also rolled out an aspirational curriculum at the secondary level through a student-led club system across all secondary schools. Under this framework, the *Kridangan* (Sports Club) mandated participation in physical development activities, and students were required to select at least one sport offered by their school to support physical development and broader aspirations.²⁷ As of March 2024, student registrations for sports activities in Odisha stood as follows:

²⁵ Minti Singha, More Than Half of Bhubaneswar People Are Not Physically Active, Times of India (Sept. 3, 2019), <https://timesofindia.indiatimes.com/city/bhubaneswar/more-than-half-of-bhubaneswar-people-are-not-physically-active/articleshow/70964517.cms> (last visited Mar. 12, 2025).

²⁶ Odisha Government to Make Physical Education Compulsory in Schools, New Indian Express (Dec. 12, 2020), <https://www.newindianexpress.com/states/odisha/2020/Dec/12/odisha-government-to-make-physical-education-compulsory-in-schools-2235229.html> (last visited Mar. 12, 2025).

²⁷ Priya Ranjan Swain, All You Need to Know About Club System Introduced in Odisha Schools, Sambad English (Aug. 2, 2023), <https://sambadenglish.com/all-you-need-to-know-about-club-system-introduced-in-odisha-schools> (last visited Mar. 12, 2025).

Figure 9: Taking sports to the districts²⁸

Odisha sought to embed physical literacy from an early age through district-level monitoring and educator training to support structured movement sessions. Initiatives such as the Daily Physical Activity Plan, aligned with World Health Organization guidelines, reflected a shift towards treating physical activity as a public health intervention.

The state has proceeded to design and implement 'Active for Life' frameworks at both elite and community levels. For elite and aspiring athletes, a Long-Term Athlete

Development (LTAD)²⁹ framework was adopted that mapped age-appropriate progression from foundational skills to high-performance sport. The framework set out structured, stage-wise pathways for training, competition, and recovery, with an emphasis on physical literacy, guided specialisation, and age-appropriate skill development. These measures aimed to balance mass participation with elite athlete development, supporting a more sustainable and inclusive sports ecosystem (see figure 10).³⁰

²⁸ Supra note 17.

²⁹ Long-term athlete development (LTAD) is one of the most widely used models for understanding and designing pathways for sports development. It is an evolving framework, and different countries have adopted and articulated it in varied ways to reflect their contexts. Increasingly, countries are also re-examining the model to make it more relevant and inclusive. For instance, [Canada](#) has expanded the framework to *Long-Term Development in Sport and Physical Activity*, moving beyond a narrow focus on athletes or participants. [Australia](#) has similarly adapted the approach through its *Long-Term Athlete and Participant Development (LTAPD)* model, with specific contextualisation for Aboriginal communities. For this report, we adopt and refer to the framework broadly as LTAD.

³⁰ Canada Sport for Life; Supra note 17.

Figure 10: LTAD from the Odisha perspective

	Active start	FUNDamentals	Learn to train (LTT)	Train to Train (TTT)	...to compete (TTC)	...to win (TTW)	Active for life
Entry	Birth	End of rapid brain growth	Acquired wide range of movement skills	Physically literate Proficient in LTT components	Proficient in TTT components Career athlete	World class competitor	Physically literate Not on excellence path
Includes	All children	All active children	All active children	Early-stage athletes	"Next Gen" athletes, 4-8 years from competing globally	Olympic-level athletes, 0-4 years from medal	Everybody who is regularly active
Relevant activities	<ul style="list-style-type: none"> Grassroots training centers School-based programs 	<ul style="list-style-type: none"> Free training for 6-12 years at stadiums School programs Talent ID programs 	<ul style="list-style-type: none"> 'Mo' School Hockey Club Grants to local organizations for grassroots centers 	<ul style="list-style-type: none"> Training to 3k students at Hockey Centers Sports programs in 6k+ schools 	<ul style="list-style-type: none"> Sport hostels Sports Science Center Regional, district Sports Complexes 	<ul style="list-style-type: none"> Team sponsorships Events HPCs Sports Science support 	<ul style="list-style-type: none"> Community programs and events Public access to sports facilities

Beyond schools, the State implemented sports-based health interventions linked to non-communicable disease prevention, rehabilitation, and mental health. It expanded sports science capacity at the Kalinga Stadium Sports Science Centre to support injury management, recovery, and performance enhancement, while signalling a longer-term ambition to extend these services beyond elite athletes.

The State also integrated active design principles into urban planning through parks, walking trails, and community sports spaces. These efforts were aimed at connecting elite infrastructure with community use and lifelong participation, supporting a more integrated sports ecosystem.

Figure 11: Community use of sports infrastructure

Discipline-wise gender active user count based on usage of sports facilities
Number (2024)

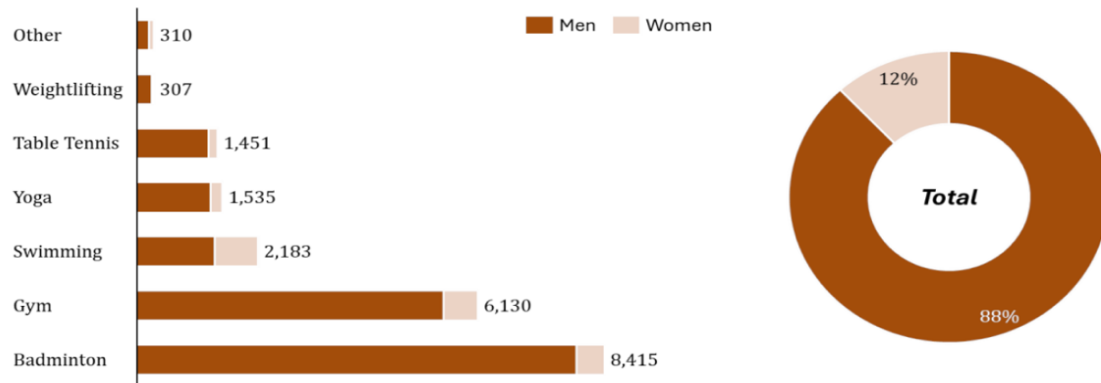
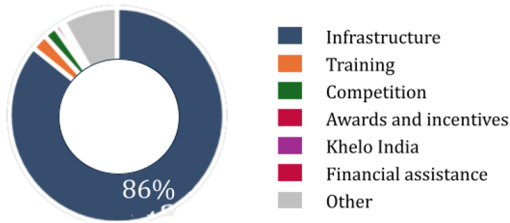
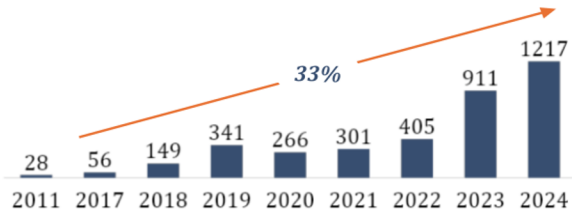


Figure 12: State sports budget

Composition of Odisha sports budget
Share of total, 2023-24¹



Odisha sports budget
INR crores, 2011-24¹



Financing and Infrastructure

During the study period, Odisha treated sport as a sustained area of public investment, with a strong emphasis on infrastructure and athlete support. The sports budget rose sharply over the last decade. Figure 12³¹ shows this upward trend.

Budget continuity over multiple years signalled a medium- to long-term policy focus, rather than a short-cycle programme approach. During the period under review, Odisha directed a dominant share of sports expenditure towards infrastructure and talent development. This allocation positioned facilities, training environments, and athlete support as core public goods serving both participation and performance pathways. The State distributed the remaining budget across administration, grassroots programming, sports education, and event-related expenditure, maintaining portfolio balance while keeping asset creation and athlete pipeline inputs as the primary priorities.

Odisha channelled public spending and support through four main areas. First, it prioritised asset creation and maintenance,

investing in the construction, upgradation, and upkeep of sports infrastructure to improve access, expand training capacity, and support event readiness. Second, it strengthened athlete welfare and progression support through performance-linked cash awards, pension provisions for indigent athletes, and financial assistance for training, equipment, and travel. Third, it invested in coaching and human-capital development, supporting coach certification and professional development, and treating coaching capacity as a system enabler. Fourth, it provided institutional ecosystem support through grants to recognised sports associations for operational and developmental activities, reinforcing their role in competitions and sport-specific development. Taken together, this expenditure pattern combined investment in hard assets (facilities) with soft assets (athlete welfare, coaching capacity, and institutional strengthening). From a governance perspective, it aligned financial inputs with longer-term objectives such as improved utilisation, wider access beyond major urban

³¹ <https://sports.odisha.gov.in/publication/budgets>; <https://openbudgetsindia.org/dataset/odisha-demand-for-grants-plan-sports-and-youth-services-2016-17/resource/e589726d-d430-4810-ac85-13a23932ed1c>

centres, and stronger conditions for participation and talent development.

Infrastructure investment also formed a central pillar of this approach.³² The State expanded its sports infrastructure through the development of multipurpose indoor

stadiums, synthetic tracks, and swimming pools in order to improve accessibility. These facilities were complemented by talent identification programmes and coaching camps that supported athlete development at different levels. To enhance public access, the state introduced a ‘Pay and Play’ scheme.³³

Figure 13: Multi-dimensional investment in sports infrastructure (illustrative)³⁴



Infrastructure planning also linked facilities to athlete development pathways through residential and hostel support, and academy-feeder arrangements. A hub-and-spoke model connected urban hubs with feeder centres in rural and semi-urban areas, widening catchment areas and participation reach.

Newer investments incorporated accessibility considerations, including para-sport facilities and inclusive design features, indicating that infrastructure development extended beyond event-facing requirements.

Between 2013 and 2024, Odisha’s approach reflected incremental system-building, using public investment, event-led capability development, and discipline-specific partnerships to link infrastructure, athlete pathways, and participation objectives. The case study indicates that multi-stakeholder delivery proved more durable where external actors operated within clearly defined functional roles, such as coaching, sports science, or programme delivery - under a publicly anchored platform, with the State retaining stewardship over assets, coordination, and policy direction. The period also highlights practical system-level challenges, including balancing event readiness with long-term utilisation, aligning elite performance with participation and physical-activity goals, and maintaining role clarity across multiple partners and sports.

³² Boria Majumdar, Five Reasons Why Odisha Could Be the Future of Sports in India, Economic Times (July 15, 2023), <https://economictimes.indiatimes.com/news/sports/five-reasons-why-odisha-could-be-the-future-of-sports-in-india/articleshow/101788664.cms> (last visited Mar. 12, 2025).

³³ <https://portal.sportsodisha.gov.in/PayPlay/login>

³⁴ Supra note 17.

Case Study 2: Telangana

This case study examines Telangana’s design and early institutionalisation phase (January 2024–December 2025), when the State used policy articulation and institutional architecture as the primary instruments for organising a multi-stakeholder sports system. The Telangana case is treated as an observation of how a State sought to create decision rights, role clarity, and oversight pathways before full-scale delivery matured. The analysis focuses on what was proposed, constituted, or initiated during the study period: the institutional stack (apex stewardship, specialised functions, and district-facing delivery), the intended modes of delegation and private participation, and the early financing and accountability mechanisms created to convert policy intent into an organised system.

This chapter looks at how Telangana began putting its sports policy into place during the study period, which focused on system design to support full-scale delivery. It describes the institutional arrangements the State proposed or initiated, how responsibilities were divided across government, sport bodies, community actors, and private partners, and the mechanisms created to support coordination and oversight. The chapter does not assess results or impacts. It outlines the early governance and financing framework through which Telangana sought to translate policy intent into an organised delivery system.

Context and Orientation

Telangana’s status as a relatively new State shaped its SAPA approach.³⁵ It sought to build clearer institutions and treat SAPA as a cross-cutting priority linked to education, health, and community development, instead of relying on long-established arrangements.

Before the announcement of the Telangana Sports Policy 2025 (TSP 2025),³⁶ sporting outcomes in the State were shaped largely by individual athletes, private academies, and coach-led training environments that operated alongside, rather than within, coordinated public systems. State support was present but varied across sports and locations, with roles distributed across departments and sport bodies, and private participation typically occurring through time-bound programmes. At the same time, Telangana’s design-led policy shift drew on Hyderabad’s established role as a host city for major sporting events and professional leagues. Over time, the city had developed experience in staging national and international competitions, alongside a substantial stock of sports facilities. This existing event and infrastructure base formed part of the context within which the State repositioned its SAPA policy.

TSP 2025 marked a clear policy pivot. The State treated SAPA as a coordination challenge involving multiple actors, including government departments, educational institutions, sports bodies, private operators, community organisations, and athletes. The

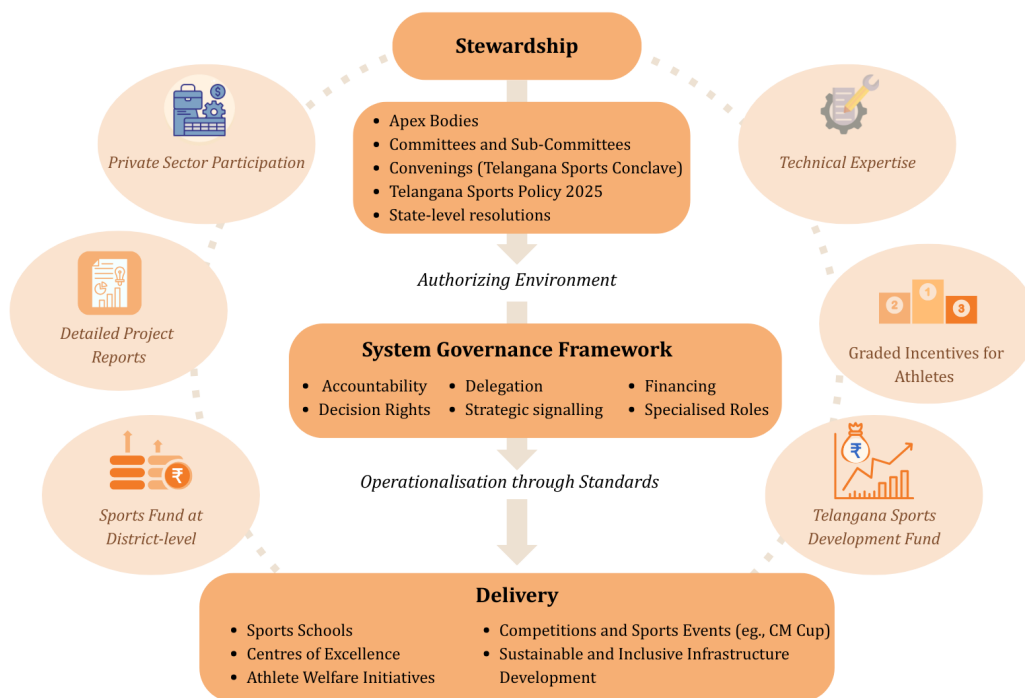
³⁵ Telangana was constituted as India’s 29th State in 2014, following its separation from Andhra Pradesh after a prolonged statehood movement. As a newly formed State, it faced the need to establish new institutions, administrative systems, and policy frameworks across sectors.

³⁶ Sports Authority of Telangana. (2025). Telangana Sports Policy (English). Government of Telangana. https://satg.telangana.gov.in/public/frontendpages/images/Sports_Policy_English.pdf

approach did not assume that coordination would emerge from programmes or events. The policy defined multi-stakeholder

engagement as a function to be deliberately designed, governed, and monitored within the State system.

Figure 14: Snapshot of the sports governance structure in Telangana



Institutional Architecture and Role Allocation

A defining feature of Telangana's approach was the proposal of a multi-tier institutional structure that separated system stewardship, specialised functions, and grassroots delivery. TSP 2025 set out this institutional stack to clarify roles and accountability across different parts of the sports system. At the apex, the Sports Hub of Telangana (Sports Hub) was positioned as the governance and coordination platform. Specialised functions were distributed across dedicated institutions: the Young India Physical Education and Sports University (YIPESU) for sports education and human-capital development, and the Young India Sports Academy (YISA) for high-performance

training and academies. In parallel, the Sports Authority of Telangana (SATG) was designated as the State's primary delivery body, responsible for grassroots SAPA, district coordination, and community-facing implementation.

Apex Coordination (Sports Hub of Telangana)

TSP 2025 positioned the Sports Hub as the State's apex coordination and oversight platform, with a mandate centred on strategic stewardship. During the study period, this role was formalised through the newly constituted Board of Governors (BoG) and the assignment of responsibilities related to event bidding, facilitation, and legacy planning. Early activity within the Sports Hub focused on cross-agency

coordination and preparedness for hosting major events. Subsequent reporting indicated progress in formalising hosting arrangements for international competitions, reinforcing the

Sports Hub's function as an interface for inter-departmental coordination, engagement with external partners, and oversight of event-related legacies.³⁷

Figure 15: Telangana Sports Hub³⁸



The composition of the BoG further reflected this stewardship role. It brought together senior government officials, former civil servants with experience in sports administration, elite athletes from different disciplines, and representatives from the private and philanthropic sectors engaged in sport.³⁹ This structure integrates practitioner, technical, and managerial perspectives directly into formal decision-making. Through the BoG, the Sports Hub focused on priority-setting and institutional alignment, complemented by coordination across departments and delivery partners, providing a single apex forum for linking public investment with non-state participation.

Role Differentiation (YIPESU, YISA, SATG)

Below the Sports Hub's apex governance layer, TSP 2025 allocated operational responsibilities across specialised institutions with clearly defined functions.

- YIPESU was positioned as the State's academic and capacity-building institution, responsible for physical education training, curriculum development, research, and professional development across coaching, sports science, and sports administration.
- YISA was to function as the high-performance arm of the system, operating elite academies and providing structured

³⁷ https://www.thehindu.com/news/national/tehrangana/tehrangana-emerges-as-a-major-sports-event-hub/article70377482.ece#google_vignette

³⁸ Sports Authority of Telangana. (2025). Telangana Sports Policy (English). Government of Telangana. https://satg.telangana.gov.in/public/frontendpages/images/Sports_Policy_English.pdf

³⁹ <https://www.thehindubusinessline.com/news/national/sanjiv-goenka-appointed-chairman-of-tehrangana-sports-hub/article69893753.ece>

training environments, sports science support, and long-term performance pathways in selected Olympic and Paralympic sports.

- SATG was to serve as the primary delivery agency at the grassroots level, with responsibility for district coordination, community-facing programmes, and the implementation of participation initiatives.

This role differentiation was intended to separate education, elite performance, and grassroots delivery functions as well as maintain alignment through strategic coordination under the Sports Hub.

Operational Partnership Approaches

TSP 2025 set out an approach to operational delegation and private-sector participation focused on high-performance sport and infrastructure management. The policy positioned private actors as long-term operational partners within defined contractual and oversight frameworks, expanding their role beyond being short-term sponsors or programme partners. Under this approach, YISA was designed to operate through a build-operate-transfer (BOT) model. The State committed land and core infrastructure, while a private partner was responsible for day-to-day operations, training systems, coaching frameworks, sports science support, and performance management, with strategic oversight retained through the Sports Hub. The policy also proposed the use of PPPs, operations-and-maintenance contracts, and lease-develop-operate models for sports

infrastructure. These arrangements were intended to support facility upkeep and utilisation while retaining public ownership and State-defined usage priorities. Under this approach, private participation was treated as an integral part of delivery, with emphasis on clear decision rights, accountability, and performance expectations.

Integration of Education and Talent Identification

A key dimension of Telangana's approach was the integration of sport, education, and talent identification within a single delivery framework. This strengthened participation pathways and clarified roles across actors. Under TSP 2025, SAPA was embedded within school systems, particularly in residential institutions serving socially and economically marginalised groups, positioning schools as a primary entry point for early participation and progression.⁴⁰

During the study period, the State operated residential sports schools at *Hakimpet, Karimnagar, and Adilabad*, combining formal education with structured training and serving as feeders into higher-level development environments.⁴¹ The programmes aimed to link schools with advanced training centres by strengthening the capacity of physical education teachers, enhancing exposure to sports science practices, and defining progression pathways. In 2025, the State announced high-performance and sports science collaboration linkages with international universities, including Loughborough University and Korea

⁴⁰ <https://telanganatoday.com/telangana-partners-with-anil-kumble-to-blend-sports-academics-and-olympic-talent-scouting>

⁴¹ <https://tgss.telangana.gov.in/>

National Sports University.⁴² Telangana also expanded the sports school network as part of this education-linked pathway. In November 2025, the State inaugurated a sports school at *Hanamkonda* and indicated plans for a permanent campus with dedicated capital funding.⁴³ The education-linked approach also incorporated broader participation and values-based elements. Telangana adopted the OVEP in Government Residential Welfare Schools, supplied sports kits to resource-constrained schools, formally recognised sporting achievement on student pass certificates, and strengthened the capabilities of physical education teachers through training supported by YIPESU, with community volunteers supplementing delivery where required. These measures were put in place to improve routine participation in schools and link education to longer-term talent and human-capital development.

Athlete-centred Safety and Trust Mechanisms

At the grassroots level, Telangana sought to embed SAPA delivery within routine district administration. District coordination was anchored in the District Collector's office through district-level committees responsible for local planning and execution. Additionally, the Chief Minister's (CM) Cup competition ladder (from *Gram Panchayat* to State level) was designed to serve as the main participation pathway and route into talent identification and progression.

TSP 2025 also proposed system features intended to strengthen credibility and consistency in delivery. These included a certified Community Coach programme, an inter-departmental task force (Sports, Education, Rural Development, and Youth Affairs) with quarterly reviews to align school sport, competitions, and shared facility use, and athlete welfare and integrity measures such as Safe Sport provisions and anti-fraud safeguards. The policy outlined incentive and support measures across the athlete lifecycle, including enhanced rewards for Olympic and Paralympic medal winners, annual awards, graded incentives for athletes and coaches, pension support for veteran sportspersons, and post-retirement reskilling and career pathways.⁴⁴ In addition, TSP 2025 outlined dual-career support measures through YIPESU, including leadership training, academic flexibility, and structured dual-career pathways. The policy also emphasised targeted initiatives to support women athletes and to provide insurance coverage for coaches.

Financing Structures and Commitment Signals

During the period under review, Telangana's policy-envisioned sports system was in its early stages of development. Budget allocations and capital commitments nevertheless indicated State priorities. In the 2025–26 State Budget, Telangana allocated INR 465 crore for sports, marking an increase over the previous year.⁴⁵ Budget statements

⁴² <https://www.thehindu.com/news/national/tehrangana/tehrangana-emerges-as-a-major-sports-event-hub/article70377482.ece>

⁴³ <https://www.deccanchronicle.com/southern-states/tehrangana/minister-new-sports-school-to-nurture-tehranganas-young-athletes-1917518>

⁴⁴ <https://www.newindianexpress.com/states/tehrangana/2025/jul/04/olympic-gold-medallists-to-get-rs-six-crore-promises-new-sports-policy>

⁴⁵ <https://sportstar.thehindu.com/other-sports/tehrangana-budget-sports-allocation-increased-rupees-100-crores-young-india-sports-university-chief-minister-revanth-reddy/article69348010.ece>

linked this spending to longer-term institutional investments, including a dedicated campus for YIPESU and supporting sports science and sports medicine facilities. This signalled a focus on building durable institutional assets with less emphasis on short-term programmes or event-led expenditure.

TSP 2025 also set out measures to diversify and stabilise SAPA financing. The policy proposed a dedicated fund, namely the Telangana Sports Development Fund (TGSDF), under the oversight of the Sports Hub.

The fund was designed to pool contributions from State funding, CSR, central schemes, and income generated from sports infrastructure. The policy also proposed digital tracking to monitor fund flows and disbursements. In addition, it outlined decentralised resourcing through earmarked district-level funds to support local delivery. Periodic reviews at defined intervals were also included to allow for oversight and course correction as implementation progressed.

During 2024–2025, Telangana’s approach focused on addressing SAPA coordination challenges by establishing governance architecture ahead of programme scale-up. The State sought to reduce fragmentation by differentiating stewardship, specialised capability-building, and grassroots delivery across distinct institutions, while using an apex platform to align departments, events, partners, and financing oversight. District administrations and school-linked pathways were positioned as stabilising delivery anchors, alongside policy-defined measures aimed at building credibility with athletes, coaches, and communities. As the study captured an early phase, the evidence primarily reflects institutional intent translated into structures, mandates, and initial commitments rather than system-wide execution. Telangana is therefore presented as a policy- and architecture-led entry into multi-stakeholder SAPA delivery, with lessons centred on early role definition, delegation frameworks, and pooled financing as enabling conditions for subsequent implementation.

Case Study 3: Meghalaya

This case study examines Meghalaya's sports system development approach during January 2019–December 2025, a period in which the State sought to formalise SAPA delivery through linked policy, planning, and funding instruments, while placing districts and local institutions at the centre of implementation. The Meghalaya case is treated as an observation of how the State used formal instruments to define who does what, on what terms, and with what accountability, across government, district platforms, sports associations, schools, and community institutions. The analysis focuses on the operational logic embedded in three distinct instruments introduced during the study period. These documents are read as a system-design package that articulated objectives, proposed delivery platforms (district scouting, sports schools, academies, competition ladders), and defined entry conditions for non-state actors to access public support.

During 2019–2025, Meghalaya set out to formalise a State approach to SAPA through a set of linked policy and implementation documents. These instruments clarified the State's objectives, defined institutional roles, and established the rules through which public support would be extended to non-state actors involved in delivery. This case study focuses on three core documents introduced during the study period:

1. **Meghalaya State Sports Policy (2019)**,⁴⁶ which set out the direction and governance intent (referred to as MSP 2019)
2. **Meghalaya Sports Action Plan (2025–2032)**,⁴⁷ notified in 2025, which provided the implementation roadmap with phased priorities and proposed interventions (referred to as the MSAP 2025)
3. **Guidelines under the Grant in Aid Scheme for the Promotion and Development of Sports in Meghalaya (2025)**,⁴⁸ which defined eligibility, operating rules, and compliance requirements for non-state entities accessing public support (referred to as the Grant in Aid Guidelines 2025)

Together, these instruments set out a system in which the Department of Sports and Youth Affairs (DSYA) acted as a planner, funder, and regulator, while delivery was undertaken by sports associations, districts, schools, and community institutions.

Context and Orientation

Two linked ideas shaped Meghalaya's sports system design during this period.

1. The State framed SAPA as both a population-level activity and a performance pathway. MSP 2019 positioned SAPA as part of everyday community life, while also strengthening routes for competitive progression. This approach moved delivery beyond departmental programmes towards sustained participation platforms and locally anchored development pathways.

⁴⁶ Government of Meghalaya, Department of Sports & Youth Affairs. (2019). Meghalaya State Sports Policy 2019. https://meghalaya.gov.in/sites/default/files/documents/Meghalaya_State_Sports_Policy_2019.pdf

⁴⁷ <https://megpns.gov.in/gazette/2025/06/19-06-25-IIA.pdf>

⁴⁸ <https://megpns.gov.in/gazette/2025/03/27-03-25-IIA.pdf>

2. Meghalaya approached system-building as a coordination and capability task, moving beyond the reliance on a set of standalone schemes. MSAP 2025 prioritised foundational capacity in its early phase, including institutional arrangements, coaching and workforce development, decentralised delivery structures, and basic monitoring tools, before pursuing scale.

A further factor shaping this period was the presence of a major multi-sport event horizon as a potential catalyst for the system. Meghalaya was confirmed as the host State for the 39th National Games in 2027 (“National Games”), marking the first time it would host the event.⁴⁹ MSAP 2025 treated this timeline as a planning horizon to accelerate infrastructure readiness and system coordination, with explicit attention to post-event utilisation.

System Foundations: MSP 2019

MSP 2019 set out who was responsible for different parts of Meghalaya’s sports system. DSYA and District Sports Officers (DSOs) were responsible for implementation and day-to-day delivery at the district level, while the State retained responsibility for planning, funding, and oversight. The policy assigned specific roles to other institutions. The Meghalaya State Olympic Association (MSOA) acted as the main coordination link between the government and State Sports Associations (State SAs), including organising the Meghalaya Games and sharing reports. The State Sports Council of Meghalaya handled the development and refurbishment of sports infrastructure. State SAs were responsible for running sport-specific competitions,

supporting coaching and technical standards, and maintaining athlete and performance data.

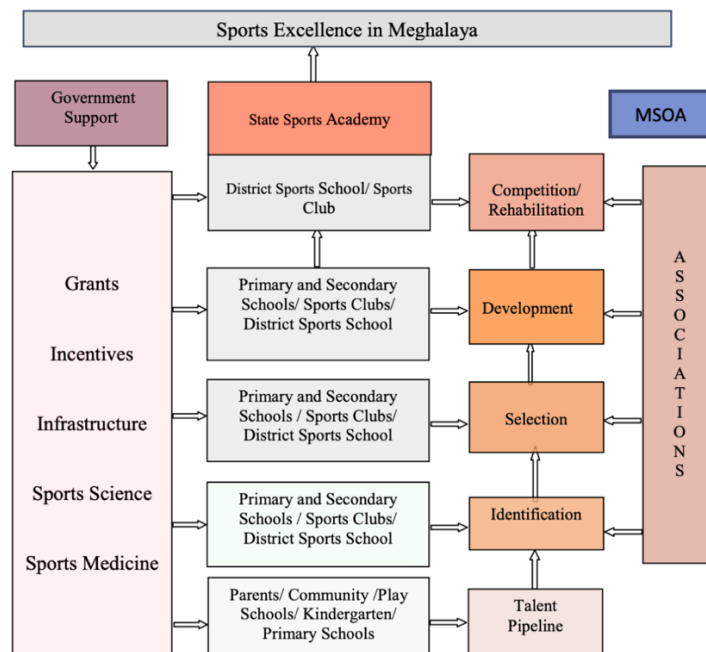
MSP 2019 placed technical and sporting functions with sport-specific bodies, while government institutions focused on infrastructure, funding, and system oversight.

MSAP 2025 as the Operating Architecture

MSAP 2025 set out a state-wide roadmap for building Meghalaya’s sports system by linking everyday participation with talent identification, training, and event preparedness. The plan was structured in two phases: 2025–2028 (building foundations) and 2028–2032 (scaling and consolidation), and was supported by a set of delivery platforms intended to function as an integrated system. This included District Scouting Base Camps as fixed locations in each district used for scouting, linked to a State-level athlete record system, and staffed to coordinate schedules, schools, and logistics. Talent Identification Committees were envisaged as multi-agency groups for priority sports to observe competitions and recommend athletes for targeted support. Infrastructure for sports development included plans for District Sports Schools, including residential schools (up to 100 athletes), designed as a bridge between district scouting and higher-level training, alongside State Sports Academies as smaller advanced training centres (up to 25 athletes). Centres of Excellence were envisioned as higher-tier facilities with sports science support and scope for specialised coaching.

⁴⁹ <https://www.olympics.com/en/news/national-games-2027-host-meghalaya>

Figure 16: Framework for sports proposed in MSP 2019



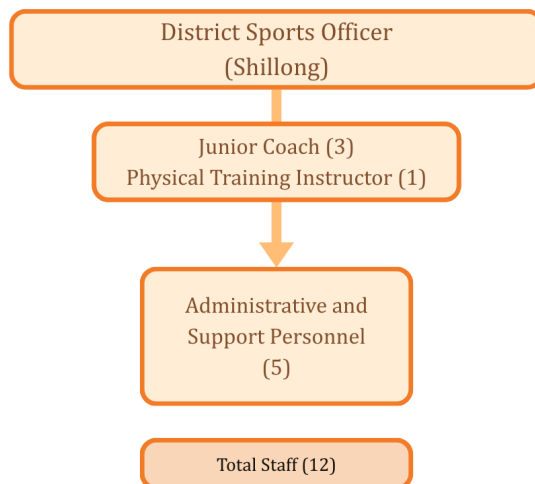
Decentralised District Delivery

A central feature of MSAP 2025 was its focus on district-level delivery and coordination. The plan treated districts as the main units for implementation, rather than as administrative layers alone. DSOs were given clear operational responsibilities, including maintaining activity records, coordinating with sports associations and schools, and supporting the organisation of major events such as the Meghalaya Games and the National Games. MSAP 2025 positioned the District Sports Promotion Society (DSPA) as the key district-level platform for planning and coordination. DSPA was intended to set local

priorities, align district activities with State direction, and connect grassroots participation with structured development pathways. This approach aimed to spread infrastructure, competitions, and talent pathways more evenly across the State, rather than concentrating them in a single urban centre. The plan also recognised community institutions as part of the delivery ecosystem. Locally legitimate structures, including customary village institutions, were treated as partners for outreach and participation. These design choices placed districts and community institutions at the centre of decentralised SAPA delivery.

Figure 17: Organisational structure at the district level⁵⁰

The DSYA website also showcased the sports administration and delivery structure at both the Directorate and district levels, providing detailed information for each district.



Participation Platforms, Talent Identification, and Competitions

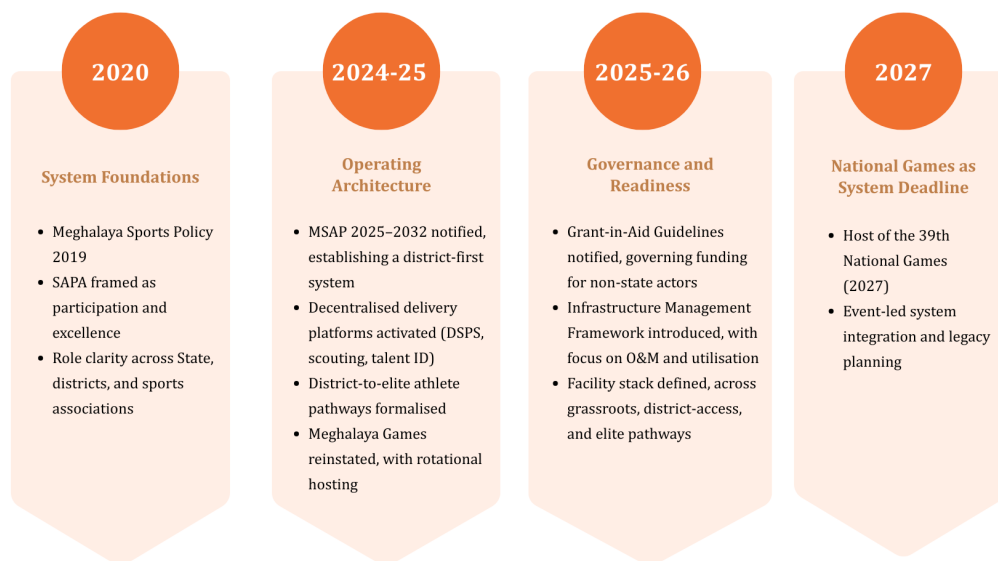
During the study period, Meghalaya used structured competitions as a key tool to expand participation and identify talent. MSAP 2025 treated events and tournaments as a core delivery area and linked them explicitly to participation pathways and athlete development. The plan established competition-based talent identification through multi-agency committees for priority sports. These committees observed competitions at district, State, and national levels within Meghalaya and recommended athletes for targeted support. MSAP 2025 grouped this approach into three strands, beginning with State-level competition platforms, where the plan recorded the reinstatement of the Meghalaya Games after a

long gap and proposed an annual, region-rotating model to broaden participation and exposure across the State.

This was complemented by expanded calendars and school-linked pathways, under which the plan proposed State-level leagues delivered through State SAs, encouraged private sponsorship where appropriate, and retained school and youth competitions within a defined progression pathway. Finally, the approach included hosting and exposure, with MSAP 2025 recording the hosting and co-hosting of regional and national events to increase competitive exposure, including major multi-sport and football tournaments, and linking event hosting to targeted infrastructure upgrades and to planned exposure fixtures with other States and institutions.

⁵⁰ The figure above presents the structure at the DSO in Shillong as an illustrative example. The website included the designation of DSOs across all districts and a clearly defined support structure under each DSO, typically comprising technical staff (such as junior coaches and physical training instructors) as well as administrative and operational support staff (including clerical personnel, peons, chowkidars, and drivers), reflecting the effort by the State to clarify roles, staffing patterns, and administrative capacity as part of its decentralised sports delivery system - https://megsports.gov.in/dso_shillong.html

Figure 18: Key initiatives building towards National Games 2027



Sport-Education Linkages

During the study period, Meghalaya treated schools and educational institutions as key entry points into the sports ecosystem. Schools functioned as the primary delivery interface that supported regular participation and coordination across multiple actors. MSAP 2025 identified sport-education linkages as a distinct delivery interface and set out how school-based participation would connect to district- and State-level talent pathways. The plan assigned clear coordination roles for engagement with schools, including support for school competitions and the integration of school-based participation into wider talent identification and progression planning. Educational institutions were positioned as part of routine implementation and system coordination, rather than as stand-alone programme partners.

Scouting Base Camps and the State Sports Repository

MSAP 2025 defined Scouting Base Camps as permanent district-level facilities located near

open fields or indoor halls. These camps were intended to support structured scouting by State SAs and to feed into a central State Sports Repository. The plan required MSOA and State SAs to publish scouting calendars for each base camp. Each camp was assigned an administrative representative responsible for coordination with schools and academies, managing athlete logistics, liaising with DSOs, and compiling athlete lists for district and State academies.

Governance and Readiness for Infrastructure

Under MSAP 2025, Meghalaya treated sports infrastructure as a system-building priority. The plan linked infrastructure development to participation, talent pathways, and community access at the block, district, and State levels. The plan identified O&M as a key governance challenge. It recorded that over INR 1,000 crore had already been committed to sports infrastructure and noted that managing and maintaining this growing asset base would be critical in the years ahead. In response, MSAP 2025 proposed an

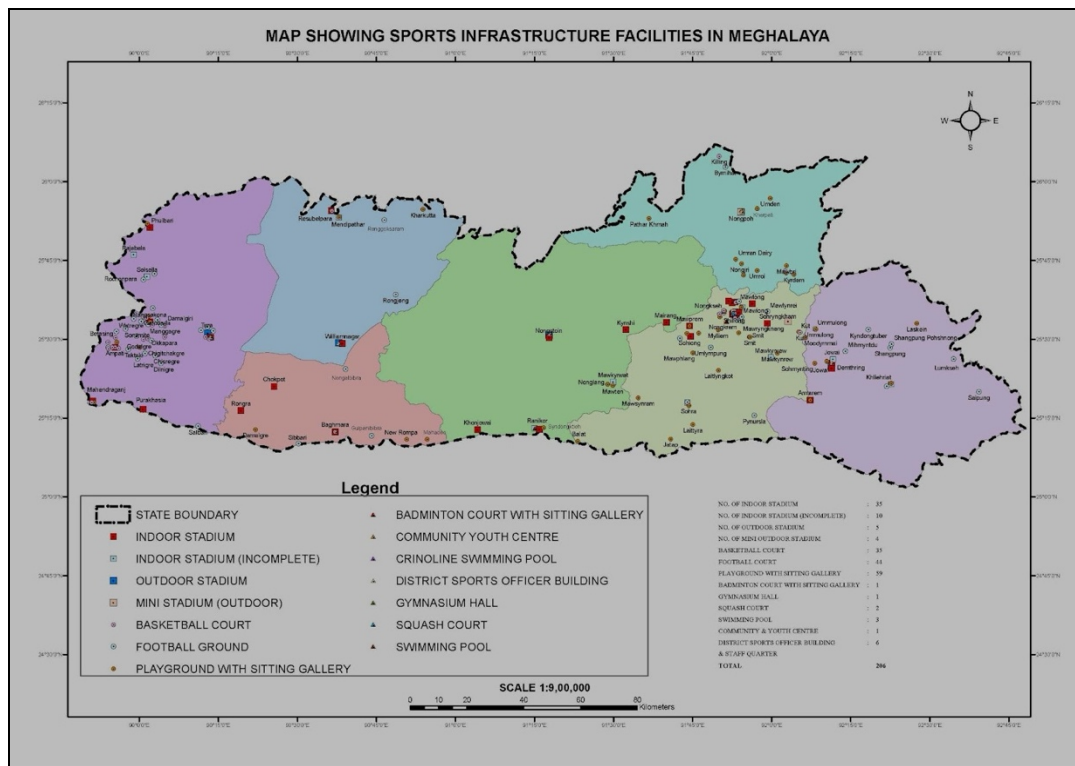
Infrastructure Management Framework to standardise audits, clarify responsibilities between State and district authorities, and decentralise facility management to support regular use. MSAP 2025 also set out a distributed infrastructure model. It proposed phased development at block, sub-division, and district headquarters, alongside State-level facilities, to avoid concentrating infrastructure in a single urban centre and to improve access across the State.

MSAP 2025 proposed a three-tier infrastructure approach: community-access facilities managed locally with district coordination; district-level high-demand

assets implemented through district platforms under State-defined O&M frameworks; and elite pathway facilities (sports schools/academies/centres of excellence) linked directly to athlete development, with defined capacity and residential norms.

MSAP 2025 also placed major State facilities within this same utilisation framework. Assets such as the J.N. Stadium Sports Complex and the P.A. Sangma Sports Complex were framed around multi-use, regular operation, and readiness for events, rather than as stand-alone prestige projects.

Figure 19: Sports Infrastructure across the state⁵¹



51 https://megsports.gov.in/images/sports_map.jpg

Figure 20: Infrastructure Development (as per MSAP 2025)

Marquee Sports Infrastructure	
Khasi Hills Region	<ul style="list-style-type: none"> • J.N. Sports Complex (Rs. 59.7 Cr.) • Integrated Hospitality and Sports Complex (Rs. 125 Cr.) • Jongksha Indoor Hall (Rs. 22.75 Cr.) • Kynshi Football Stadium (Rs. 21.86 Cr.) • Mawdiangdiang Sports Complex (Estimated at Rs. 250 Cr.) • Mawkhanu Sports Complex (Estimated at Rs. 750 Cr.)
Garo Hills Region	<ul style="list-style-type: none"> • P.A. Sangma Sports Complex (Rs. 127.7 Cr.) • Pa Togan Nengminja Athletic Stadium (Rs. 16.02 Cr.) • Chennangre Stadium (Rs. 17.28 Cr.) • Ampati Stadium (Rs. 46.64 Cr.)
Jaintia Hills Region	<ul style="list-style-type: none"> • Wahiajer Stadium (Rs. 64.4 Cr.) • Kiang Nangbah Sports Complex (Rs. 15 Cr.)

Governed Partnerships (Grant-in-Aid Guidelines 2025)

Meghalaya formalised funding relationships with non-state actors through the Grant-in-Aid Guidelines 2025. The guidelines converted policy intent into enforceable rules by defining eligibility, conditions of participation, and oversight requirements for organisations accessing public funds.

- **Eligible Entities and Participation Entry Conditions:** Eligible recipients included the MSOA, registered State SAs affiliated with MSOA and their respective NSFs, recognised sports clubs and societies, and educational institutions. For State SAs, eligibility was conditional on minimum governance standards, including a constituted executive committee, a written constitution, audited accounts, and non-discriminatory membership. Associations under disciplinary or administrative

review were ineligible. Registration on the State Sports Registry was required once notified.

- **Grant Conditions: Utilisation, Reporting, Inspection, and Audit Access:** The guidelines specified conditions for fund utilisation, reporting, oversight, and audit access. Grant recipients were required to submit utilisation statements and progress reports within defined timelines, maintain designated organisational bank accounts, and permit DSYA to conduct inspections and audits. Rules were also set for the return of unspent funds and restrictions on reallocation without prior approval. The guidelines indicated a potential move towards graded, repeat funding for compliant associations.

Between 2019 and 2025, Meghalaya’s approach demonstrated a decentralised, rule-based pathway to multi-stakeholder SAPA delivery. Instead of solely relying on a capital- or event-led model, the State embedded participation and talent development within district delivery systems, used competitions and scouting as routine mechanisms, and linked infrastructure creation to utilisation and operations-and-maintenance responsibilities. A key feature was the formalisation of partnership through the Grant-in-Aid Guidelines 2025 to define eligibility, compliance requirements as well as audit and inspection provisions for publicly funded associations and institutions. The case also highlighted the administrative complexity of advancing system design alongside large-scale event preparation, particularly in aligning district capacity, data systems, and facility management with a fixed event horizon. Meghalaya is therefore presented as a district-centred, instrument-driven approach to SAPA system-building, with lessons centred on the role of clear responsibilities, structured funding rules, and decentralised platforms in pursuing system coherence.

State SAPA Delivery Architectures through Theoretical Frameworks

This section interprets how multi-stakeholder SAPA delivery was organised across the three case studies: Odisha (2013–2024), Telangana (2024–2025), and Meghalaya (2019–2025), using two analytical lenses applied consistently across all contexts. The analysis focuses on system structure within each study period, including stewardship roles, delivery responsibilities, and how coordination and accountability were organised:

VOCASPORT is used as a sports governance typology to describe how state-led systems organise stewardship and delivery through arrangements such as direct public execution, delegation to sport bodies, contracting and service arrangements, and structured partnerships with civil society and private/CSR actors.

Samaaj-Sarkaar-Bazaar (as defined in the methodology) provides a practical way to locate functions across government, community, civil society, and market/CSR actors, and to examine what those allocations imply for coordination and accountability.

Combined, these lenses draw attention to underlying system design by examining how responsibilities were allocated, relationships organised, and multi-stakeholder delivery expected to function in practice.

Insights from the VOCASPORT model

Applied consistently, VOCASPORT clarifies system design features that are not easily visible through programme descriptions alone. In particular, it helps distinguish where

authority was concentrated, how execution was organised, and how coordination was made workable in multi-actor settings. Across all three cases, the State remained the overall steward. However, the cases differed in how stewardship was exercised, which delivery modes dominated, and how non-state participation was structured.

- **Stewardship pattern:** Odisha exercised stewardship over the long run and centralised control over system-shaping levers. Telangana used policy and institutional design to define stewardship roles upfront in a system still taking shape. Meghalaya retained state stewardship while embedding delivery within decentralised district structures.
- **Delivery configuration:** Odisha combined direct public execution with delegated technical functions and structured partnerships in selected domains. Telangana's design emphasised planned delegation and contracting, particularly for high-performance sport and infrastructure management. Meghalaya relied more heavily on delegated delivery through sport bodies and district-level platforms, supported by rule-based grant mechanisms.
- **Non-state entry and control mechanisms:** Odisha channelled non-state roles through defined interfaces (platform rules, contracts, and structured programme arrangements). Telangana defined non-state roles primarily at the design stage through institutional

architecture and proposed contractual models. Meghalaya governed non-state participation through eligibility rules, grant conditions, and district coordination routines.

The sections below use each State as an illustration of a distinct VOCASPORT configuration.

Odisha: Stable Hybrid Configuration with State-retained Stewardship

Odisha illustrates a stable hybrid configuration in which system leadership and oversight remained anchored in public agencies, while delivery combined public execution with structured roles for sport bodies and other non-state actors in defined areas. The defining feature was the way the system organised a state-steered core alongside rule-bound delivery interfaces.

- **Stewardship and decision rights:** During 2013–2024, Odisha retained control over core system levers: infrastructure ownership, investment direction, platform creation, programme prioritisation, and oversight. This anchoring reduced ambiguity about where final authority and accountability sat. In VOCASPORT terms, stewardship remained firmly state-retained even as delivery capacity was diversified.
- **Delivery modes in practice:** Odisha's delivery model combined multiple modes within a single operating framework. Public agencies led capital development and statewide platforms. Sport bodies contributed discipline-specific and technical functions through delegated roles. Private/CSR and civil society actors entered delivery in specific domains through structured arrangements, contributing operational capability,

specialist inputs, or inclusion-oriented delivery. A key analytical aspect is that these modes were integrated into system design as opposed to operating as a parallel activity.

- **Coordination through interfaces and enforceable instruments:** Odisha's multi-stakeholder approach depended on the clarity of its interfaces - how delivery roles entered the system and how responsibility was fixed. Entry was structured through formal role assignment, contracts or grant arrangements where relevant, and routine reporting and review mechanisms. These instruments enabled coordination across different delivery modes and maintained accountability for execution within a state-retained stewardship model.

Telangana: Design-led Configuration with Planned Delegation and Contracting

Telangana represents a design-led configuration in an early stage of institutionalisation. During 2024–2025, the State used policy and institutional architecture to define stewardship and delivery roles upfront in contrast to allowing them to emerge gradually through programme layering. Stewardship was articulated through apex platforms and formal role allocation. Delivery was envisaged through planned delegation and contracting, particularly in high-performance sport and infrastructure management. Non-state participation was framed as an operational function to be governed through contractual models (including BOT/PPP-type arrangements), with coordination supported through proposed apex bodies, inter-departmental structures, and review routines intended to maintain alignment across actors as implementation progressed.

Meghalaya: Decentralised Configuration within a Rule-based Delivery System

Meghalaya illustrates a decentralised configuration in which state stewardship was retained while delivery authority was distributed across districts and sport bodies within a clearly specified rule framework. The system logic relied on district-centred platforms, structured competition pathways, and formal grant rules to govern participation by non-state actors. Delivery depended heavily on delegated roles for State SAs, district structures, schools, and community institutions. Non-state participation was governed through eligibility-based grants, reporting requirements, and compliance conditions set out in formal guidelines. Coordination and accountability were embedded in district delivery platforms, competition calendars, scouting systems, and grant oversight routines, creating a rule-based structure intended to keep decentralised delivery aligned to State priorities.

Applying the Samaaj-Sarkaar-Bazaar Lens

This subsection uses *Samaaj-Sarkaar-Bazaar* as a comparative reading tool. It helps interpret how each delivery architecture organised three system questions that repeatedly shaped multi-stakeholder SAPA delivery.

Stewardship Anchor

Across all three cases, *Sarkaar* remained the stewardship anchor. The main variation lay in how stewardship was expressed during the study period. In Odisha, stewardship was visible through state-led system-building combined with structured partnership roles that supported execution in selected domains. In Telangana, the study-period evidence

placed greater weight on institutional design signals - how the architecture sought to separate and organise functions, and how roles were intended to be clarified within the period. In Meghalaya, stewardship was strongly expressed through formal instruments that described delivery platforms and district-facing responsibilities during the study period. The cross-case examination revealed that stewardship did not disappear in multi-stakeholder systems; what changed was how the State positioned itself relative to execution partners and what coordination routines it used.

Delivery Architecture

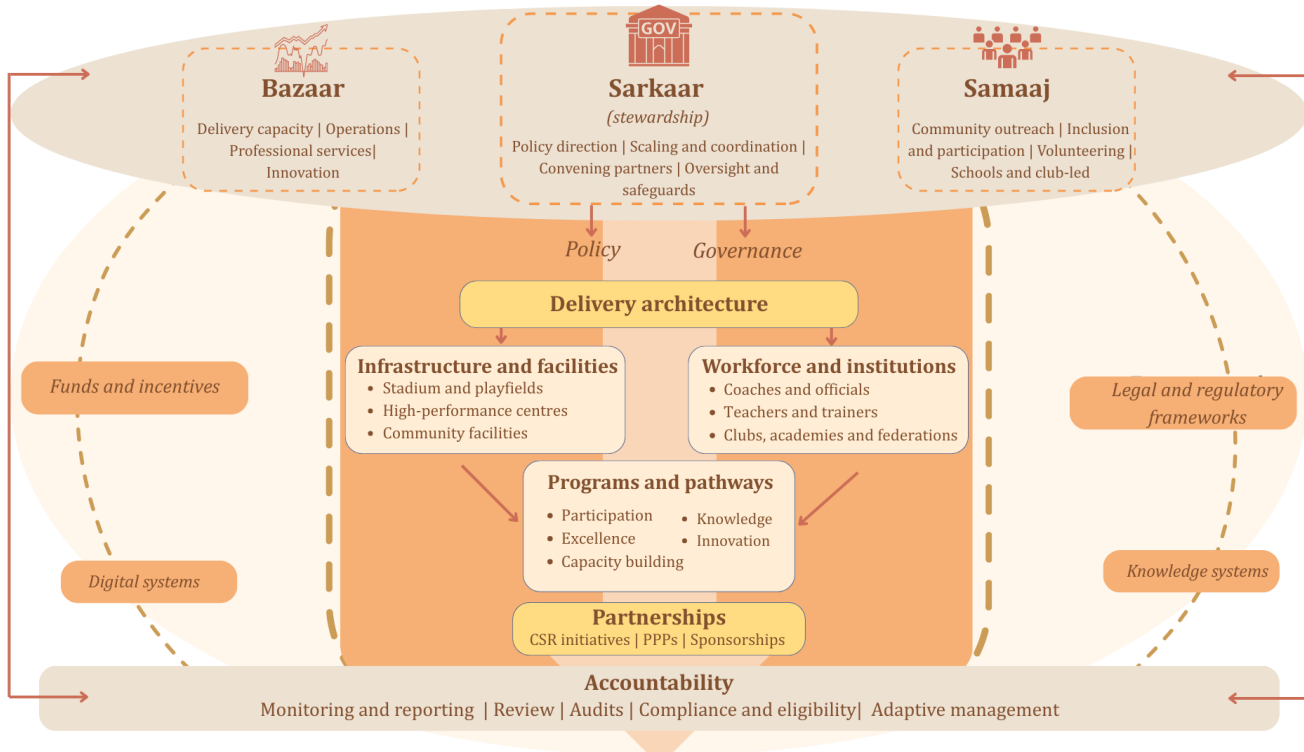
These cases can be examined by looking at the source of execution capacity. *Samaaj* matters most where participation requires community trust, local mobilisation, school/community interfaces, and inclusion-linked delivery capacity. In such contexts, the delivery architecture needs mechanisms to institutionalise community-facing roles and minimise reliance on informal relationships. *Bazaar* matters most where the system requires specialist operational capacity - event delivery, facilities operations, professional services, media/sponsorship interface, or technical expertise. *Bazaar* participation is most meaningful when it enters through policy-aligned channels, such as contracting, structured partnerships, defined service roles, rather than episodic sponsorship alone.

Accountability

Multi-stakeholder delivery creates an accountability challenge that shows up in all three cases. As functions move outside direct government execution, the system needs visible routines for alignment and monitoring. In practice, these routines typically appear as:

- role definitions and mandates (who is responsible for what),
- contracting and service specifications (what delivery is expected),
- platform governance (who controls access and rules of participation),
- monitoring responsibilities and reporting (what gets tracked), and
- interfaces with sport bodies and associations (how autonomy and oversight are balanced).

Figure 21: Role allocation and interaction map for multi-stakeholder models



Cross-State Snapshot

To present a compact, comparable summary of the three case studies, this section uses the SSA Mapping Study rubric - organised into three levers and eight dimensions (see Figure 22)- as a common set of table headings. The rubric was originally developed to scan State sports policy documents and interpret how SAPA priorities and governance intent were articulated in writing. In this report, it is used only as a descriptive synthesis structure to organise the observations about the

role design, platforms, and stakeholder interfaces. It does not assess implementation efficacy or outcomes.

The table below (Table 3) provides a study-period snapshot of how delivery architecture was framed and organised across Odisha, Telangana, and Meghalaya. The entries are intentionally non-scored: each cell uses short descriptors of emphasis and structuring choices supported by the evidence available within the relevant study period.

Figure 22: Applying Samaaj-Sarkaar-Bazaar across the Three Cases



Strategic

- Emphasis on SAPA for all
- Emphasis on inclusivity
- Degree of integration into other sectors and development priorities



Governance & implementation

- Degree of decentralization
- Ownership and monitoring
- Incentives for SAPA



Partnerships & collaborations

- Private sector engagement
- Relationship with sports authorities and associations

Table 4: Cross-state snapshot using the Mapping Study rubric (descriptive)

Dimension	Odisha (2013–2024)	Telangana (2024–2025)	Meghalaya (2019–2025)
Performance vs participation	Event and HPC visibility, with participation increasingly embedded as a continuity layer through repeatable school and community-based platforms.	Design-intent emphasised through policy/institutional architecture	Participation and community-facing framing explicitly articulated through MSAP instruments
Inclusion of marginalised segments	Inclusion elements visible (para-sport/access features; school/community interfaces)	Inclusion intent framed through education/youth pathways in design period	Inclusion and community-facing logic framed through plan instruments
Integration into other sectors	Education and community linkages through programmes/partnerships	Education integration positioned as a central system interface	Urban/community planning and participation linkages articulated in MSAP framing
Decentralisation	Hub-and-spoke/feeder logic used to widen catchment	Hub-and-spoke logic signalled in architecture (design period evidence)	Decentralised stack and district-facing platforms described in plan instruments
Ownership and monitoring	Department-led stewardship and administrative role clarity supported ownership	Stewardship/delivery separation pursued through institutional design	Plan instruments described district authority and monitoring responsibilities

Incentives for SAPA	Athlete/pathway incentives; access mechanisms supported broader use	Incentive logic largely expressed through intended pathways	Incentives/support mechanisms articulated through plan and budget instruments
Private sector engagement	Structured, discipline-linked partnerships with defined technical and operational roles	Partnership “on-ramps” signalled through collaborations/MoUs (design period)	Partnership channels described through formal instruments and facilitation mechanisms
Relationship with sports authorities	Managed through State stewardship and structured interfaces	Intended to be clarified through architecture and role-setting	Roles and channels with associations and stakeholders set out through MSAP provisions

Cross-State Learnings on Multi-Stakeholder Sports System-Building

Across the three case studies, multi-stakeholder SAPA delivery was organised through distinct entry points and sequencing choices: event- and infrastructure-led system-building in Odisha, design-first institutional architecture in Telangana, and policy- and guideline-led decentralised platforms in Meghalaya. Despite these differences, system-building was most visible where States treated SAPA as a sustained public function, rather than as an episodic programme cycle.

Within the Odisha study period, consolidation was observed across infrastructure, administrative capacity, partnerships, and participation-facing platforms. SAPA was linked to education- and community-facing pathways alongside high-performance and event-facing initiatives. In Telangana, ecosystem intent was signalled primarily through policy articulation and proposed institutional architecture, with delivery arrangements still at an early stage. In Meghalaya, decentralised delivery platforms were set out and began to be formalised through policy direction, action planning, and operating guidelines.

A cross-cutting insight from the cases was not the scale of any single intervention, but the sequencing logic through which multi-stakeholder SAPA delivery became feasible. Where delivery depended on multiple actors - departments, districts, associations, schools, communities, and partners - States tended to move from visible actions and asset creation

towards institutional arrangements, governed partnerships, and repeatable participation routines. This sequencing reduced ambiguity about roles, lowered coordination friction, and increased the likelihood of continuity beyond isolated initiatives.

This section synthesises the system functions observed across the cases: how States signalled commitment, anchored infrastructure, built administrative capacity, structured partnerships with non-state actors, and connected performance pathways with wider SAPA objectives. Consistent with NSP 2025's emphasis on multi-stakeholder delivery, the synthesis is presented as transferable principles that other States may interpret and adapt to their own institutional capacities, fiscal conditions, and delivery constraints. It does not present any single State as a template.

To organise the synthesis, this section uses the SAPA Stack (the Stack), developed by the SAPA Centre, as the organising framework. The Stack offers an integrated lens for understanding, designing, implementing, and monitoring initiatives at the intersection of sport and society. It groups system priorities across governance, implementation capacity, participation pathways, workforce, and enabling environments. It draws on established sports-system frameworks, including SPLISS⁵² and LTAD, and adapts these concepts to the Indian context (see Annexure for the Stack). Using the Stack as the organising lens, the cross-state analysis

⁵² SPLISS (Sports Policy Factors Leading to International Sporting Success) is an internationally recognised analytical framework that examines how national-level sports policies and systems contribute to elite sporting success, enabling comparative evaluation and evidence-based policy development across countries.

identifies recurring system functions associated with multi-stakeholder ecosystems that can be structured and sustained. These include: clear stewardship and decision rights; institutional capacity and operating routines for coordination; repeatable participation and competition platforms; enabling infrastructure for quality and accountability (including data and monitoring, and where

relevant, sports science); workforce depth across coaching, physical education, and district implementation; and links to active environments that expand physical activity beyond formal sport settings.

Together, these observations inform the five principles that follow.

Figure 23: Common principles shaping multi-stakeholder sports systems



1) Signalling commitment and credibility

How States used high-visibility actions to coordinate stakeholders and build confidence in SAPA

In sports system-building, “commitment signals” help shape expectations among stakeholders and mobilise coordination by making priorities visible and legible across

government, sporting bodies, communities, and potential partners. Such signals do not substitute for delivery capacity, but they often function as early system instruments. They build credibility, attract partners, and justify sustained administrative attention. Across the three case studies, States used different signalling pathways to perform this function.

In Odisha, high-visibility sport was used through major event hosting, national team

sponsorships, and participation in franchise-based leagues. These interventions were positioned not as stand-alone achievements, but as system-activation tools within a broader sports development strategy. High-profile platforms were used to normalise sport in public life, expand spectator interest, and create aspirational reference points, while

also increasing local exposure to elite competition environments. From a system perspective, these initiatives functioned as signalling instruments, communicating sustained political intent, attracting partners, and aligning stakeholders around a shared direction for sports development.

Figure 24: Major sporting events hosted by Odisha during the study period (illustrative)



In Telangana, TSP 2025 itself operated as the primary commitment signal. The policy made priorities, institutional intent, and stakeholder roles legible upfront through a clear narrative, a pillar-based structure, and the proposed Sports Hub of Telangana as a visible governance centrepiece with multi-sector representation. Commitment was further signalled through concrete instruments that shape stakeholder confidence, including the proposed TGSDf, earmarked district-level resources, and a defined monitoring cycle with one-, three-, and five-year reviews.

Finally, TSP 2025 relied on repeatable platforms and visible commitments - such as the CM Cup's tiered competition structure, formalised athlete incentive tables, and publicly articulated infrastructure and PPP/BOT operating models - as system-facing signals. These instruments were intended to mobilise partners, clarify how participation could connect to State pathways, and frame sport as a sustained public function rather than episodic event activity.

In Meghalaya, commitment signalling relied less on international-scale visibility and more on formal instruments and predictable platforms that made intent and timelines legible to the ecosystem. MSP 2019 set out role expectations for DSYA and DSOs, the MSOA, State SAs, and the State Sports Council as the infrastructure arm, establishing a clear governance frame. MSAP 2025 reinforced this signal by translating policy direction into a time-bound operating roadmap, aligned to National Games 2027 and supported by

defined delivery platforms, including district scouting base camps, talent identification committees, district sports schools, State academies, and a State Sports Repository. In parallel, the reinstated Meghalaya Games, continued school-linked tournaments, and documented hosting and co-hosting of competitions functioned as repeatable participation and exposure signals, helping normalise sport in the public domain and clarify how athletes and institutions could engage with the State system.

Figure 25: Blueprint of CM Cup in Telangana (from TSP 2025)



System function	Signalling creates credibility and coordination momentum by making SAPA politically and administratively visible and by shaping expectations among departments, federations/associations, potential partners, and the public.
State involvement	<ul style="list-style-type: none"> <i>Odisha</i>: Enabled and underwrote visibility actions (events, sponsorships, league participation) while relying substantially on specialised external operators for event and team-related operations. <i>Telangana</i>: Used policy and institutional architecture as the primary signal of intent and role clarity. <i>Meghalaya</i>: Used policy/planning instruments and repeatable State competition platforms as signals, alongside a documented event-preparedness horizon.
Intended or observed effects	In these cases, signalling helped consolidate attention, attract participation by non-state actors, and expand the State's convening capacity around SAPA, without, by itself, resolving delivery constraints.

2) Infrastructure as an anchor platform

How facilities and access mechanisms widen participation and stabilise development pathways

Across systems, infrastructure functions as an anchor lever. It provides durable platforms for training and competition, enables repeatable programming, and signals that sport is being treated as a sustained public-good function rather than a one-off event asset. Evidence from the Mapping Study similarly indicates that infrastructure is most effective when paired with utilisation measures, such as programming, access rules, staffing, and participation routines, that convert facilities into regular activity.

In Telangana, TSP 2025 positioned infrastructure as a core element of an integrated system blueprint. It linked facilities to structured participation and athlete development rather than treating assets as stand-alone projects. The policy outlined a phased, regionally balanced plan aligned to a hub-and-spoke model, combining State-level institutions (such as YIPESU and YISA), feeder sports schools and residential school sport academies, sports science facilities, and proposed centres of excellence, alongside expanded village- and community-level facilities. It also framed utilisation and sustainability as governance questions, proposing PPP operating models (including O&M and lease-type arrangements) to address maintenance and underuse while retaining public ownership and oversight, and proposing repositories and booking or monitoring systems to support access management and condition tracking.

In Meghalaya, infrastructure was embedded explicitly within action-planning and event-preparedness logic. The 2025–26 Budget Speech⁵³ described a multi-year sports investment envelope (including an emphasis on access to sports infrastructure). MSAP 2025 framed infrastructure as an ecosystem foundation and set out a block–district–State facility stack intended to improve access and support both community participation and performance pathways. It also highlighted operations and maintenance as a central challenge and linked facility planning to an infrastructure management approach to sustain usability over time. At the grassroots level, community playfields, public gyms, and local centres were positioned as open-access assets for routine programming. At block and district levels, facilities such as indoor halls, artificial turfs, and synthetic tracks were linked to distributed access, with O&M responsibilities routed through district platforms. At the elite level, district sports schools, State sports academies, and centres of excellence were structured as a stepped training pipeline with defined capacity assumptions.

MSAP 2025 also identified management and operations as the binding constraint on infrastructure effectiveness. Despite significant capital commitments, the plan flagged maintenance as a foremost challenge and proposed an Infrastructure Management Framework to address it, including routine audits, clearer role allocation, and decentralised authority. This framework envisaged joint Directorate-DSPS oversight, alongside defined community-level operating roles to support day-to-day utilisation and upkeep. In addition, the plan signalled pay-to-play and sports-as-a-service models, including

53 https://meghalaya.gov.in/sites/default/files/documents/Budget_Speech_2025_2026_5th_March_2025.pdf

limited commercial use and O&M arrangements, as potential tools to expand access and sustainability, with implications for

how affordability and inclusion would need to be managed within publicly owned infrastructure.

Figure 26: Plans for sports infrastructure as per MSAP

Area	Infrastructure	Current Infrastructure/under construction	Proposed Infrastructure	Total Proposed no. by 2028
Block level	Grassroots Centre/Community Playfields	111	139	250
	Public Gyms	40	60	100
	Artificial Football Turfs	25	25	50
	Multi-purpose Indoor Halls (Small-scale)	25	25	50
District Level	Sports-specific infrastructure (swimming Pools, Tennis Courts, Hockey Grounds, Shooting Ranges, Cycling Tracks, Squash Courts, etc.)based on the need and interest	5	18	23
	Synthetic Athletic track	6	6	12
	District Sports Schools	0	12	12
State level	State Sports Academies	0	5	5
	Centres of Excellence	0	3	3
	Iconic Sports Complexes	3	2	5
Total proposed infrastructure		215	295	510

System function	Infrastructure anchors SAPA delivery by converting sport from episodic programming into repeatable, place-based participation and development pathways, while also enabling competition readiness and longer-horizon utilisation.
State involvement	<ul style="list-style-type: none"> • <i>Odisha</i>: The State directly enabled core asset creation and expansion (e.g., land allocation, design, construction, upgrades) and complemented this with access mechanisms and linked athlete-support pathways. • <i>Telangana</i>: The State used policy and institutional design to define a statewide infrastructure stack (hub-and-spoke logic; university/academy-linked facilities) and to indicate intended partnership modes for asset development and management. • <i>Meghalaya</i>: The State anchored infrastructure planning through action-plan and budget instruments, linking district-level facilities and training institutions to a broader readiness horizon and access objectives.
Intended or observed effects	Across the cases, infrastructure investment and planning clarified “where participation happens” and “where progression happens” in the system and strengthened the credibility of SAPA commitments by shifting attention toward utilisation, distribution, and access (not only construction).

3) Administrative capacity and accountability

How States built “mission capability” to steer SAPA delivery

In sports system-building, administrative capacity functions as a core enabler. It clarifies decision rights, reduces coordination friction across departments and partners, and creates ownership and monitoring mechanisms that allow multi-stakeholder delivery to operate beyond stand-alone programmes. The Mapping Study identified this governance layer, particularly the presence of clear ownership and monitoring routines, as a defining implementation lever in State sports systems.

In Odisha, administrative capacity was built around a central steward model. The Sports Department was positioned to oversee infrastructure planning, talent pathways, and event-related coordination. A clearly articulated administrative structure: from the Principal Secretary and Director of Sports through finance, programme, and thematic coordination roles, supported aligned decision-making and responsiveness. Operational autonomy in procurement and stakeholder engagement further enabled agile execution across an expanding portfolio of initiatives.

In Telangana, TSP 2025 treated administrative capacity and accountability as a deliberately designed governance layer, rather than as an extension of departmental bandwidth. Oversight was located with the proposed Sports Hub and supported by structured review arrangements, including a dedicated monitoring function and milestone-based reviews at one-, three-, and five-year intervals. The policy also set out resource-governance and traceability mechanisms, including a

dedicated sports development fund, a proposed digital system to track public spending on sport, and an earmarked channel for district-level financing to support routine delivery. Athlete-facing support was organised through committee-based scrutiny and approval processes, eligibility conditions for association support, and a proposed system to monitor workforce, infrastructure, finances, and programme activity. These mechanisms positioned monitoring routines, committees, and shared information systems as core instruments of administrative capability.

In Meghalaya, MSAP 2025 framed administrative capacity as delivery capability built close to implementation, particularly at the district level. The plan assigned clear operational roles to DSOs and district platforms, embedded reporting and coordination routines within competitions, scouting, and grant management, and linked workforce deployment to defined delivery functions. Monitoring was integrated into routine district operations rather than concentrated only at the State level, reflecting an approach that treated administrative capacity as something to be developed alongside everyday delivery rather than added retrospectively.

The plan surfaces practical constraints in the existing delivery landscape, including reliance on formal hiring channels for coaches and technical staff, irregular disbursement mechanisms for capacity-building through State SAs, and the absence of routine coaching camps. These constraints are paired with time-bound performance indicators over a defined horizon. The resulting “Indicators of Success” framework functions as an accountability device, translating identified capacity gaps, across human resources, professional development, licensing and

camps, and implementation support, into measurable administrative outputs, such as contractual staffing, annual continuous professional development (CPD) exposure,

regular coaching camps, and an expanded pool of young professionals supporting district- and State-level execution.

Figure 27: “Indicators of Success” from MSAP 2025

Task	Current/Ongoing Landscape	3-Year Key Performance Indicator (KPI)
Augmentation of Coach and Support Staff Recruitment	MPSC dependent mechanism to appoint coaches and technical support staff	Contractual appointments of coaches and technical support staff to meet the dynamic needs of the ecosystem
Coach / Technical Resources CPD Programme	Grants provided ad-hoc through the State SAs	Coaches / technical resources sent for camps / licenses / workshops / courses every year
Coaching Camps and Licensing Programmes	No regular camps held in Meghalaya	Conducting of regular camps for coaches across sports
Young Professionals Internship Programme	2 Young Professionals hired	Substantial expansion of pool of Young Professionals provided internships at District and State Level

System function	Builds “mission capability” for SAPA by clarifying stewardship, strengthening cross-department coordination, and creating ownership/monitoring mechanisms that sustain multi-stakeholder delivery.
State involvement	<ul style="list-style-type: none"> • <i>Odisha</i>: Centralised stewardship and internal role clarity supported coordinated decisions across infrastructure, programmes, and event-linked execution. • <i>Telangana</i>: Governance architecture was used to separate stewardship, delivery, and capability-building across institutions. • <i>Meghalaya</i>: The notified plan described district-facing authority and Directorate-led mechanisms for staffing, monitoring, and implementation support.
Intended or observed effects	Across the cases, administrative structuring helped make SAPA delivery more legible - clarifying who steered, who implemented, and how coordination was expected to function across government, associations, and other partners.

4) Role clarity and partnership on-ramps

How States structured “Bazaar” and “Samaaj” participation through defined roles, delivery mandates, and governed collaboration

Across sports systems, multi-stakeholder delivery became more feasible where the State clearly distinguished between functions it retained, such as stewardship, financing, asset ownership, and regulation, and functions it enabled others to perform, including technical delivery, programme operations, talent

development, event organisation, and, in some cases, asset management. The Mapping Study identified this clarity of role allocation as a core partnerships lever, spanning a spectrum from private participation limited to funding, to deeper operational roles in competitions, athlete development, and infrastructure management. It also highlighted this as a governance lever shaping the State’s relationship with sports authorities and associations. The infographic below illustrates this role-clarity framework, showing how responsibilities are distributed between government and non-state actors.

Figure 28: Responsibility Guidelines⁵⁴



In Odisha’s use of PPPs, private entities, civil society organisations, and eminent individuals from the sports sector were associated with specific sporting disciplines in order to align their investment and expertise with targeted development needs. This approach supported

the creation and enhancement of sports infrastructure and helped establish a collaborative operating environment. The model positioned sports infrastructure as a public good in which corporations could participate through development and

⁵⁴ Supra note 17.

operational roles. It provided focused investment, more streamlined execution, clearer measurement of outputs, and an avenue for corporates to advance their CSR objectives.

Telangana's partnership "on-ramps" were visible through MoUs and collaborations that connected the State system with national/international sport bodies and specialist operators, particularly through youth pipeline and school-linked pathways. At the Telangana Sports Conclave in August 2025, AIFF and the Government of Telangana signed an MoU linked to the launch of a FIFA Talent Academy in Hyderabad. Other partnerships referenced during the period included school-focused initiatives such as OVEP and collaborations with specialist training providers.

In Meghalaya, the partnership approach was framed more explicitly through governed and documented collaboration. Formal

instruments and plans specified which actors were part of the ecosystem, the platforms through which they would participate, and the accountability expectations attached to public support. MSAP 2025 identified stakeholder categories DSYA sought to organise and support, such as the MSOA, State and District Sports Associations, educational institutions, clubs and academies, and district platforms, treating their participation as part of system functioning rather than as standalone sponsorship.

Across the cases, the State's role in partnerships extended beyond convening. It involved defining roles, aligning capabilities with system priorities, and creating mechanisms that made collaborations more structured and purposeful. In system terms, partnership effectiveness depended less on the number of actors involved and more on whether entry points, responsibilities, and oversight arrangements were clearly specified

System function	Creates clear "on-ramps" for <i>Bazaar</i> and <i>Samaaj</i> to deliver defined SAPA functions, expanding capacity beyond government while keeping State stewardship intact.
State involvement	<ul style="list-style-type: none"> • <i>Odisha</i>: Built platforms and convened partners for discipline-linked delivery (HPCs/sports science/SD programmes) within public assets. • <i>Telangana</i>: Used MoUs to connect State systems with specialist operators and national/international sport bodies, especially through youth/school pipelines. • <i>Meghalaya</i>: Notified and governed participation through formal instruments, specifying stakeholder roles and support channels.
Intended or observed effects	Improved role clarity and coordination; enabled specialised expertise and operations to plug into State platforms; supported parallel delivery layers (infrastructure, talent, education-linked delivery interfaces).

5) Ecosystem building and cross-sectoral inter-linkages

How States connected elite systems with everyday participation and sustained engagement

Across the three cases, ecosystem-building is strongest when States adopted a comprehensive approach that enabled cross-sectoral inter-linkages as the continuity layer of the SAPA ecosystem. Through a set of repeatable participation platforms, especially in schools and community settings, they institutionalised everyday participation and created stable interfaces for multi-actor coordination. In this logic, linkages with adjacent systems (such as education, health, and access to public space) are not additional priorities; they function as delivery interfaces that enable routine coordination.

Having established core infrastructure, Odisha used an Active-for-Life framework⁵⁵ as a continuity layer, integrating participation platforms across elite and community settings. The approach aimed to sustain engagement across ability levels by embedding participation into routine delivery rather than treating it as a separate programme stream. Participation was institutionalised through

repeatable platforms across select environments that functioned as continuity-layer interfaces across urban and rural contexts.

In Telangana, ecosystem intent is expressed primarily through policy framing and system architecture within the study period. TSP 2025 articulates ecosystem development and LTAD as core pillars, framing LTAD not only as a performance pathway but as a lifelong participation model underpinning continuity across the system. Within this design, schools and higher education institutions are positioned as high-frequency participation interfaces, while community resources, including volunteers and local playfields, are recognised as complementary delivery supports where institutional capacity is constrained.

In Meghalaya, MSAP 2025 sets out a clear Athlete Pyramid that sequences the system from grassroots participation platforms through intermediate district-level development environments to State-level academies and centres of excellence. In practice, this establishes a structured pathway that links everyday community participation with progressive development and elite support.

System function	Defines a continuity layer that connects elite pathways with everyday participation by institutionalising repeatable platforms (schools, community settings, and public spaces), making routines predictable, roles clearer, and progression pathways more legible.
State involvement	<ul style="list-style-type: none"> • <i>Odisha</i>: Used an Active for Life framing as a continuity layer, institutionalising repeatable participation platforms that linked everyday participation with staged progression (LTAD logic) and performance support. • <i>Telangana</i>: Expressed ecosystem-building primarily through policy pillars and system architecture, positioning schools and higher

⁵⁵ Odisha also outlines a long-term vision for “Championing a way of life that blends sports, fitness (including yoga), and active living - empowering individuals of all ages to excel and reach their potential” ([Odisha Vision 2036 & 2047](#))

	<p>education as high-frequency participation interfaces connecting routines, talent identification, and high-performance environments, rather than through long-run delivery evidence in the study period.</p> <ul style="list-style-type: none"> • <i>Meghalaya</i>: Framed ecosystem-building in MSAP 2025 through community-based participation platforms (“Sports in the Community”) and enabling public-space access (via local bodies/urban planning linkages) as delivery interfaces to broaden everyday participation and strengthen last-mile engagement.
<p>Intended or observed effects</p>	<p>Improved system continuity through the institutionalisation of repeatable participation platforms (especially in schools and community settings), creating routine coordination touchpoints, clarifying entry-to-progression pathways, and enabling multiple stakeholders to plug into delivery with clearer roles and more predictable coordination beyond one-off events or stand-alone schemes.</p>

Conclusion

This report examined how three States (Odisha, Telangana, and Meghalaya) organised multi-stakeholder delivery for SAPA within their respective contexts and study periods. Across the cases, a shared takeaway emerges: SAPA outcomes are shaped not only by programmes or facilities, but by whether roles, platforms, funding channels, and coordination routines are designed so that *Sarkaar*, *Samaaj*, and *Bazaar* can act in complementary ways over time.

The cases show different ways in which multi-stakeholder delivery can be operationalised. Odisha illustrates consolidation where investment, partnerships, and administrative capability accumulate over a longer horizon. Telangana shows how policy and institutional design can clarify roles and set delivery mechanisms early, even before scale is visible. Meghalaya demonstrates how formal instruments - policy, action planning, and operating rules - can codify decentralised platforms and governed collaboration, particularly where district capability and accountability need to be strengthened alongside execution.

One implication from the analysis is that growth in India's SAPA ecosystem is more plausible when stakeholders operate against a shared logic - clear stewardship, a continuity layer of repeatable participation platforms (especially schools and community settings), credible financing, and accountable delivery - rather than relying primarily on episodic events, short-lived schemes, or unstructured partnerships. The indicative roles below summarise how different actors can align within such a logic:

State Governments: State governments can act as core system stewards, setting priorities,

enabling institutional arrangements, and integrating SAPA objectives across departments. A recurring consideration is clarity on decision rights and accountability, distinguishing between functions retained by the State (policy direction, public financing, asset ownership, regulation, safeguarding) and those delivered by others (technical programming, coaching, facility operations, events, sports science, pathway management). Cross-sector coordination with education, health, skill development, and urban planning can support SAPA delivery when sustained through routine mechanisms such as aligned calendars, shared facility norms, utilisation expectations, and review cycles. Infrastructure is more likely to translate into SAPA value when paired with utilisation design, including programming, staffing, access norms, O&M planning, and clearly assigned operating responsibility, supported by partnership entry points that clarify expectations and safeguards. This treatment of cross-sector inter-linkages as delivery interfaces is consistent with NSP 2025's whole-of-government orientation, including framing sport as a people's movement and emphasising harmonisation with education systems to sustain participation through routine platforms.

Districts, Local Bodies, and Community Institutions: Districts and local bodies can represent a scalable execution layer for SAPA, given their proximity to facilities, calendars, and community coordination. At this level, routine calendars, predictable access to local facilities, and regular competitions can function as repeatable delivery platforms. District administrations and local bodies can help translate State intent into local delivery

by convening schools, associations, clubs, and community intermediaries, and by supporting facility access, basic operations and maintenance, and formats adapted to local constraints. A critical contribution at this level can relate to inclusion and retention, expanding participation among women and girls and other underrepresented groups, enabling safe participation environments, and sustaining engagement through trusted local intermediaries.

Sports Authorities and Associations: Sports authorities and associations can serve as the technical and competitive spine of the system, particularly where routines are predictable and transparent - published calendars, technical standards, selection and progression criteria, officiating structures, and competition pathways that link grassroots participation to higher-level development environments. Pathway credibility can be strengthened when coaching and officiating are professionalised, athlete registration and progression are tracked, and baseline governance and compliance enable a more structured partnership with State systems. Increasingly, international federations and event rights-holders also condition recognition, participation, and progression pathways on credible governance and integrity safeguards- including eligibility rules, safeguarding, anti-doping alignment, and transparent selection processes - which can further raise the importance of associations operating to clear standards. Where partnerships are governed, associations may add the most value as defined delivery intermediaries rather than as ad hoc implementers.

Private sector, CSR and philanthropies: Private sector actors, including CSR programmes and corporate foundations, and philanthropies, can add value when

engagement shifts from episodic sponsorship toward defined operational and technical roles with clearer accountability. These roles can include establishing or operating high-performance academies, leagues, and participation platforms; sports science and athlete services; facility management and O&M; equipment provisioning; and workforce development, especially where States require technical capacity at scale. Such participation aligns more strongly with system objectives when CSR and philanthropic support are linked to access and inclusion safeguards, transparent performance expectations, and measurable utilisation outcomes.

Education and Training Institutions: Schools, universities, and training institutions are among the most scalable participation interfaces, given their routine, high-frequency contact with children, youth, and the communities. Their impact can be strongest when district administration and local bodies translate these interfaces into reliable delivery through calendars, facility access, competitions, and last-mile coordination. They can embed physical literacy and values-based participation, institutionalise structured competitions as developmental pathways, and connect talent identification to credible progression routes. Education-linked delivery can depend on teachers' and coaches' capabilities, reliable programming time, recognition mechanisms that legitimise sport participation, and welfare and safeguarding measures that sustain engagement. Training institutions can also strengthen the SAPA workforce pipeline through credentialing, CPD, and applied sports science capabilities that support both participation quality and performance pathways.

National-level Institutions: National-level institutions (including Union ministries and agencies running national programmes,

national sport system agencies, and NSFs) can add value where States face repeated design burdens and high transaction costs. They can supply reusable public goods - model governance and grant instruments, standard clauses for partnerships and O&M contracts, and a minimum set of interoperable indicators (e.g., participation and retention, facility utilisation, workforce coverage, pathway

progression, athlete welfare and safety) - alongside deployable technical support for procurement, facility operations planning, and partner performance management. Structured engagement channels with NSFs, universities, and specialist operators can reduce transaction costs and enable States to adopt tested arrangements with clearer accountability.

The SAPA Centre is India's policy-to-action engine for sports and physical activity (SAPA), established to operationalise a full-stack approach to sector development. The Centre integrates research and data systems, policy advisory, systems and program design, and capacity building with measurement to support governments, institutions, and ecosystem partners in translating SAPA policy ambitions into structured, scalable systems.

Through this approach, the Centre contributes to strengthening the institutional, programmatic, and governance foundations required to embed SAPA within public systems and advance India's journey towards becoming a more active and sports-forward nation.

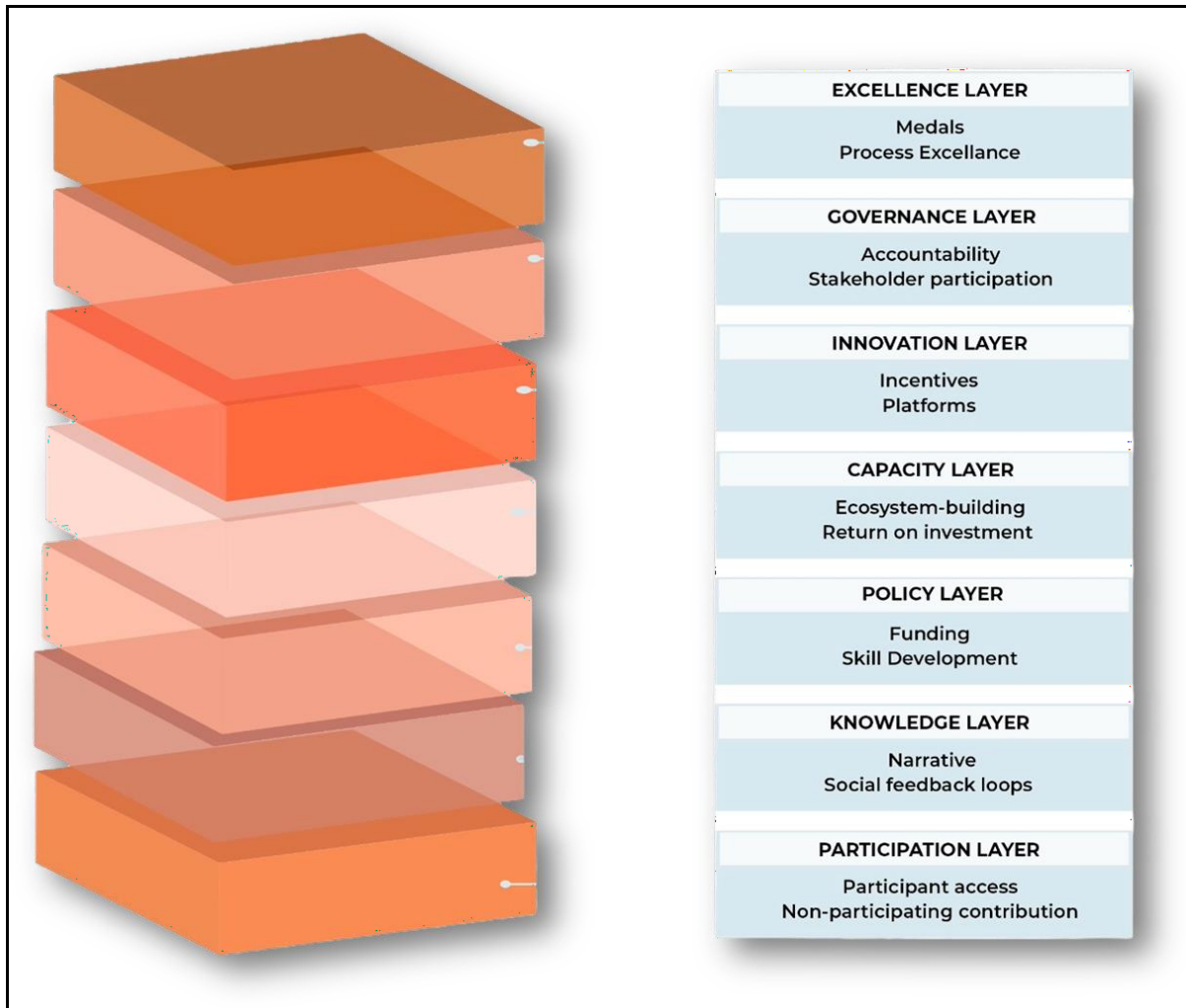
The Centre welcomes opportunities to advance SAPA through systems-based approaches.

Annexure: SAPA Stack

The SAPA Stack framework has been developed by the SAPA Centre to help understand, design, evaluate, implement and monitor initiatives that impact the SAPA ecosystem. The seven-layer integrated 'open-source' development model functions both as an evaluative framework and as a policy lens. It enables a whole-of-system approach to the design, implementation and monitoring of SAPA initiatives.

The framework advances systems change through policy shaping, capacity building, and stronger interaction and integration across initiatives and actors in the SAPA ecosystem. The SAPA Stack provides a structured way to engage across the different layers of sport and society interventions. It addresses participation, performance pathways and the enabling systems that support them. The framework also supports coordinated action across the sector.

The SAPA Stack is diagrammatically depicted below.





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