Routledge Handbook of Sport Governance

Edited by David Shilbury and Lesley Ferkins

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The *Routledge Handbook of Sport Governance* is a comprehensive and authoritative survey of the wide range of issues shaping sport governance. It considers the evolution of the sport industry from a largely amateur, volunteer-driven sector into the globalised business that it is today and examines how professionalisation has fundamentally shifted the governance landscape for sport organisations and all those working within sport.

Written by a team of leading sport management scholars from around the world, the book is organised around five key themes:

- Part I: Overview of sport governance
- Part II: Environmental context and policy perspectives
- Part III: Ownership structures and governance models: Implications for sport governance
- Part IV: Board roles in the governance process
- Part V: Future sport governance challenges

Each chapter reviews the most recent research available and, in some cases, presents new data to support previously published studies. As sport governance is a relatively young field, each chapter maps future research needs to provide direction for sport governance scholars. A special feature of the handbook is a series of nine shorter research chapters in Part IV examining board roles in the governance process, tying theory to the day-to-day practical aspects of running a sport organisation.

With broader and deeper coverage of the key issues in contemporary sport governance than any other book, this handbook is essential reading for students, researchers and practitioners working in sport business and management.

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Routledge
Taylor & Francis Group

LONDON AND NEW YORK

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Part I

Overview of sport governance

An overview of sport governance scholarship

David Shilbury and Lesley Ferkins

Introduction

Sport governance scholarship has a short history. The first sport governance-related manuscript published in the *Journal of Sport Management* was in 1996, some nine years after the establishment of this journal in 1987. This article, by Kuga (see Table 1.4), focused on the governance of intercollegiate athletics and the perceptions of faculty as key stakeholders. Interestingly, this is the only sport governance article published in the three leading sport management journals concentrated on the sports system in the USA. *Sport Management Review* published its first sport governance paper in 2003, five years after its inception in 1998, and the *European Sport Management Quarterly* published its first sport governance manuscript in 2003, two years after its commencement in 2001. Hoye and Cuskelly co-authored both articles, with the first published in *Sport Management Review* examining professionalisation of governance systems, board–executive relations and the role of the board (see Table 1.1). The second article, published in *European Sport Management Quarterly*, investigated board dynamics and specifically board power and performance in voluntary sport organisations (see Table 1.2). These two articles provide an insight to the general trend of articles published in the three leading journals, most of which tackle governance in sport systems formerly grounded in amateur and voluntary delivery systems.

Of the 1642 articles published in the field's three leading journals, 49, or nearly three percent of these papers were sport governance research focused. The *Journal of Sport Management* published 21 (2.7%) sport governance articles from its inception in 1987 through the end of 2018. *Sport Management Review* published 15 (3.3%) papers and the *European Sport Management Quarterly* 13 (3.2%) manuscripts until the end of 2018. On any measure, the proportion of papers focused on sport governance research is small. As will be argued in this chapter, and implicitly through the commissioning of this research handbook of sport governance, sport governance is a more important area of theory and practice than the current scholarship devoted to it implies.

The purpose of this introductory chapter is to overview the scholarship dedicated to sport governance and to explain the motivation for this handbook. In total, 29 chapters compose this handbook, with all chapters dedicated to various aspects of sport governance research and practice. Forty-two authors from 14 countries have contributed to this handbook. Each chapter reviews specific elements of sport governance identifying relevant research themes and communicating what is

currently known about sport governance as well as identifying future research directions. In summary, this is a research handbook designed to survey the field and its progress specifically in relation to sport governance scholarship. As already indicated, the volume of sport governance scholarship in the three leading sport management journals reveals that scholarship in this domain may not have assumed the prominence and importance it warrants. This view is predicated on the importance of leadership in the governance process and the role of boards and individual directors in setting the standards and direction for individual sport organisations and, therefore, sport collectively.

Sport governance forms part of the broader sport management landscape. By definition sport management covers a wide array of subject areas, ranging from management, human resource management, marketing, sport economics, sport sociology, sport history, finance, sport and the law, data analytics, information systems and, naturally, the study of the sport industry and its component parts through which the management of people and organisations is executed. The context is clear, and in general, it is a unique context (Chalip, 2006; Shilbury, 2012). Sport organisations throughout the world have been on a journey of professionalisation, moving from amateur volunteer-driven entities to increasingly commercialised organisations managed by paid staff and change processes that have involved experimenting with the most efficient means to govern, manage, organise and deliver sport (Auld, 1997; Enjolras, 2002; O'Brien & Slack, 2003; Siegfried, Schlesinger, Bayle & Giauque, 2015). During this period of professionalisation, the focus of this research has traditionally been on paid staff and their interactions with volunteers involved with the delivery of sport (Cuskelly, Boag & McIntyre, 1999; Koski & Heikkala, 1998; Thibault, Slack & Hinings, 1991).

Governance practices were largely an afterthought in these changing times until commercial pressures and the need for heightened accountability began to emerge as important for the ongoing survival and legitimacy of sport organisations. This is somewhat ironic, as the majority of directors of sport organisations worldwide are volunteers. High-profile sport organisations including the International Olympic Committee and Fédération Internationale de Football Association (FIFA) are just two examples of how change in governance practices have been demanded as a consequence of various governance challenges. *The Economist*, in 2015, writing in response to the demise of former FIFA President Sepp Blatter, captures the cultural background that has led to poor governance and the inevitable need for sport to "clean up its act":

> Last, the governance of too many sports is opaque, juicily monopolistic, badly monitored – and wholly unsuited to the big-money age. Some sports (such as professional tennis) and places (such as Finland and South Korea, which have cracked down on match-fixing in football) have caught up. Others have, like FIFA, proved ill-equipped to combat predation and too hospitable to unscrupulous officials. Football is not the only vulnerable game; scandal has struck pastimes as obscure as handball. Villainous politicians, such as some of the many involved in Indian cricket (a swamp of fixes and backhanders), are often in on the act.

As indicated, the bulk of directors or members of boards of sport organisations worldwide are volunteers, but their role and motivations for undertaking this important task has not attracted the research attention it warrants. Ultimately, the accountability for the performance of sport organisations and for sport generally resides with individual boards of the plethora of sport organisations worldwide. Pielke (2015), in an extract from the *Global Corruption Report*, identifies the obstacles to accountability in international sport governance. He stated:

> Through the contingencies of history and a desire by sports leaders to govern themselves autonomously, international sport organisations have developed in such a way that they

have less well-developed mechanisms of governance than many governments, businesses and civil society organisations. The rapidly increasing financial interests in sport and associated with sport create a fertile setting for corrupt practices to take hold. When they do, the often-insular bodies have shown little ability to adopt or enforce the standards of good governance that are increasingly expected around the world. (p. 29)

This brief evidence supports the need for sustained research to understand the theory, processes and practices of sport governance as well as the motivations for directors elected or appointed to sport boards. As sport management scholars, we have a role to play in contributing to understanding what good governance looks like in various sport organisations across all levels, including professional sport, national and regional governing bodies and community sport.

The term governance stems from the Latin language and means to steer. In its simplest forms it requires oversight of the organisation's performance and its compliance with relevant regulations and the law. Contemporary governance has evolved to become a much more complex and multi-faceted function performed by boards to ensure the legitimacy of sport governing bodies at both international and national levels. As Tricker (2012) has noted, the performance role includes oversight and approval of strategy formulation and policy, and, through compliance, monitoring, supervising and oversight of accountability. Assessing and managing risk and, increasingly, obligations to social responsibility add to the layers of complexity associated with the role of boards. Moreover, many of the world's governments who support sport through funding have demanded compliance with a range of principles of good governance. Australia, New Zealand and the United Kingdom are just three countries to recognise and codify the importance of sport governance to ensure the delivery of quality sport at all levels. These principles and the rationale for this action are explored in more detail in Chapters 4–6.

The term "sport governance" has come to mean the practice of governance applied to the sport context (Hoye & Cuskelly, 2007). In a more detailed definition of sport governance, Ferkins, Shilbury and McDonald (2009) stated that sport governance is "the responsibility for the functioning and overall direction of the organization and is a necessary and institutionalized component of all sport codes from club level to national bodies, government agencies, sport service organizations and professional teams around the world" (p. 245). The focus of this handbook on sport governance is, in essence, on the board and its role and functions in performing the governance process. A board of directors is a group of elected or appointed people entrusted with and accountable for the leadership and governance of companies, nonprofits and, in this case, sport organisations. This handbook focuses on what these people (referred to as directors in this handbook) do collectively as individual boards and their responsibilities and functions in leading and governing sport. How directors are elected and/or appointed and the various ownership models and governance structures that lead to their election is further considered in Chapter 7 and Chapters 9–12.

Two forms of governance pervade the literature and are central to this handbook: a) organisational governance – the work of the board of a single organisation (Cornforth, 2012), and b) systemic or network governance – interplay between organisations, often in the same sport or same network (i.e., tennis, golf, IOC, NOC) (Henry & Lee, 2004). The second, systemic or network governance, is particularly important given the number of countries in which federated governance structures exist. Federated governance structures include a hierarchy of sport organisations in the same sport in the same country including a national sport organisation, state, provincial or regional sport organisations, as well as local clubs. As Cornforth (2012) has argued generally, "most governance research has focused on the boards of unitary organisations and has neglected the governance of organisations that have more complex structures" (p. 3).

More specific details of the implications of this form of governance structure are outlined in Chapters 7 and 13; but in summary, this form of structure has given rise to a raft of volunteer, cultural, structural and adversarial encounters (Shilbury, Ferkins & Smythe, 2013) demanding further global investigation of this form of governance in a plethora of sport settings. Research investigating federal sport structures and associated governance processes emerged in the following analysis of published sport governance scholarship.

Sport governance scholarship and alignment with the sport governance charter

Governance charters are now commonplace in most organisations. The purpose of a governance charter is to help people involved in governance, namely directors and CEOs, and company secretaries in the corporate sector to develop their systems, policies and procedures. A good charter covers a wide range of issues including defining governance roles and the role of the board, board functions, risk and compliance and key board processes. Although these higher-level headings serve to provide some insight to the contents included in a governance charter, each section contains considerably more detail as it relates to board functioning and responsibilities, and often with multiple appendices operationalising various processes. In summary, the charter is a major policy document which establishes the parameters of board functioning.

Consistent with the importance of a governance charter in organisational life, this chapter has adapted the use of the governance charter model developed by Kiel and Nicholson (2003). In their work with multiple organisations, Kiel and Nicholson developed this model to help directors and boards define their work. In this chapter, we use an adapted version of this charter to help map the existing sport governance scholarship identified in the three main journals in the field of sport management. The summary outcomes from the amount of this scholarship were noted in the opening paragraph to this handbook. To refresh, in the three leading journals, 49 (3%) articles have been published specific to sport governance. Although not many, this chapter maps the main content of each article against the sport governance charter to ascertain which of the four areas of the charter has been the focus of previous research.

This mapping is only representative of the research published in the three identified journals, and, clearly, there is more sport governance work published in other sport management journals as well as mainstream management and governance journals. Later in this chapter, the work of Dowling, Leopkey and Smith (2018) is used to overview the sport governance scholarship more broadly across the field. The three-journal analysis is indicative, however, of the proportion and volume of scholarship to date – particularly given the prominence of the three journals reviewed. This analysis also shows the number of sport governance articles published by year, indicating how governance has, in recent years, slowly attracted more research interest by sport management scholars.

Figure 1.1 shows sport governance articles published by year since 1996, when the first sport governance manuscript was published in one of the three journals assessed. Apart from 2003, there was limited work published in relation to sport governance until 2009 (four papers) and 2010 (seven papers). Since 2010, there has been a steady flow of sport governance research with four papers published in 2016, 2017 and 2018. Although, in relative terms, a small proportion of work when compared to other areas of sport management, it nonetheless shows a slight increasing trend. In 2010, all of the published articles focused on sport systems grappling with the professionalisation and commercialisation of voluntary sport systems.
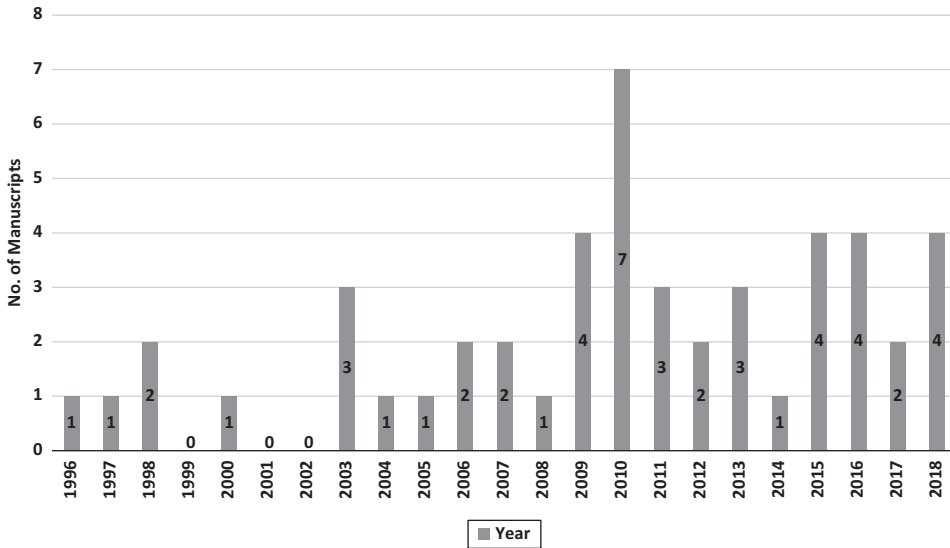
Figure 1.1 Sport governance manuscripts published by year.

Three of the articles in 2010 were published in the Australia/New Zealand context (McDonald & Sherry; Sibson; Ferkins & Shilbury) dealing with club member perspectives of sport board performance, gendering of sport organisation boards and developing board strategic capability in a federated network of sports. The remaining articles emanated from Canada (Hamm-Kerwin & Doherty), the United Kingdom and Europe (Ferrand, Henry & Ferrand; Gammelsaeter; Enjolras & Waldahl). Hamm–Kerwin and Doherty's work examined intragroup conflict in non-profit sport boards and both Ferrand et al. and Enjolras and Waldahl examined election to the board and democratic processes in voluntary sport organisations, while Gammelsaeter focused on commercialisation in the context of institutional logics. All seven papers reflect ongoing and consistent themes in sport governance research, all of which are illustrated in Figure 1.2, the sport governance charter.

The adapted governance charter shown in Figure 1.2 is composed of four quadrants: 1) Defining governance roles and motivations, 2) improving board processes, 3) continuing improvement and 4) key board functions. Within each quadrant, the key areas of responsibilities are shown. For the purposes of this analysis, the original charter has been adapted to "fit" the sport industry. Specifically, key areas added to the model include leisure and professionalisation, volunteer directors and motivations in quadrant 1, defining governance roles and motivations; board dynamics in quadrant 2, improving board processes; performance in quadrant 3, continuing improvement; and integrating regional entities and managing stakeholders in quadrant 4, key board functions. The addition of these six areas highlights some of the unique aspects of sport management that influence governance processes and the subsequent themes driving research.

Figure 1.2 shows that, of the 49 published sport governance articles, 14 aligned with quadrant 1 defining roles and motivations, nine with quadrant 2 improving board processes, three with quadrant 3 continuing improvement and 19 with quadrant 4 key board functions. Three of the remaining articles focus on ownership structures and do not neatly fit within the sport governance charter. The final article is a scoping review of sport governance research, which is
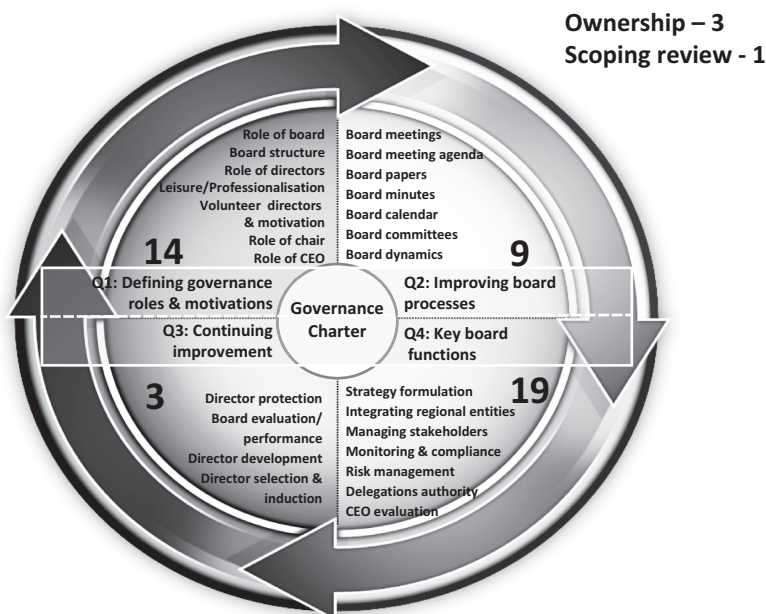
Figure 1.2 Sport governance charter. Adapted from Kiel & Nicholson, (2003). Boards that work.

considered later in this chapter to overview sport governance scholarship beyond the three main journals reviewed in this section. Each of the articles shown in Tables 1.1–1.5 include the codes that informed to which quadrant each article was allocated. The organisation of this scholarship using the sport governance charter quickly indicates where the major research foci have been between 1996 and 2018.

Quadrant 4 (Table 1.4), key board functions, generated the largest number of research articles. The various co-authored articles published by Shilbury, Ferkins and O'Boyle with nine of 19 publications dominate this quadrant. The work of Ferkins and Shilbury, in particular, illustrates the growing interest in the governance of federated sport structures with a focus on developing and understanding strategic capability of volunteer sport boards. Invariably, this work revolves around the challenges of working with regional sport boards to ensure alignment of purpose within a sport. Significantly, this stream of research brought together governance theory and processes with the strategy literature in the context of volunteer directors and the challenges they confront in moving from an operational to a strategic focus in the governance of sport organisations. More recently, Shilbury, with O'Boyle and Ferkins, extended their work to the investigation of collaborative governance as a mechanism to govern effectively across a network of sports. In addition to mapping a research agenda in collaborative governance, the remaining manuscripts examined the utility of collaborative governance by an NSO when using the strategic planning process to harness a collaborative national plan, the role of stakeholders and stakeowners in sport governance and the role of trust in collaborative governance.

Research in relation to stakeholders was the next most prominent theme. Kuga (1996) in intercollegiate athletics, Esteve, Di Lorenzo, Ingles and Puig (2011) in sport clubs and Garcia and Welford (2015) in relation to supporters and football governance all focused on varying areas of

Table 1.1 Quadrant 1 – Defining governance roles and responsibilities

No	Manuscripts	Themes
1	Parent, M. M., Naraine, M. L., & Hoye, R. (2018). New era for governance structures and processes in Canadian national sport organizations. *JSM, 32*(6), 555–566.	Design archetypes/ Government policy/ Professionalisation
2	Walters, G., & Tacon, R. (2018). The 'codification' of governance in the non-profit sport sector in the UK. *ESMQ, 18*(4), 482–500.	Codification of governance functions/Board roles
3	Adriaanse, J., & Schofield, T. (2014). The impact of gender quotas on gender equality in sport governance. *JSM, 28*(5), 485–497.	Board structure/Roles
4	Shilbury, D., & Ferkins, L. (2013). Sport governance encounters: Insights from lived experiences. *SMR, 16*(3), 349–363.	Leisure/Professionalisation/ Role of the board
5	Dimitropoulos, P. (2011). Corporate governance and earnings management in the European football industry. *ESMQ, 11*(5), 495–523.	Board structure
6	Enjolras, B., & Waldahl, R. H. (2010). Democratic governance and oligarchy in voluntary sport organizations: The case of the Norwegian Olympic Committee and confederation of sports. *ESMQ, 10*(2), 215–239.	Board structure/Roles
7	Yeh, C. M., Taylor, T., & Hoye, R. (2009). Board roles in organisations with a dual board system: Empirical evidence from Taiwanese non-profit sport organisations. *SMR, 12*(2), 91–100.	Role of the board
8	de Barros, C., Barros, C., & Correia, A. (2007). Governance in sports clubs: Evidence for the Island of Madeira. *ESMQ, 7*(2), 123–139.	Role of chair/CEO
9	Schulz, J., & Auld, C. (2006). Perceptions of role ambiguity by chairpersons and executive directors in Queensland sporting organisations. *SMR, 9*(2), 183–201.	Leisure/Professionalisation/ Role of chair
10	Hoye, R., & Cuskelly, G. (2003). Board–executive relationships within voluntary sport organisations. *SMR, 6*(2), 53–73.	Leisure/Professionalisation/ Role of the board
11	Kikulis, L. (2000). Continuity and change in governance and decision making in national sport organisations: Institutional explanations. *JSM, 14*(4), 293–320.	Leisure/Professionalisation/ Roles
12	Cuskelly, G., McIntyre, N., & Boag, A. (1998). A longitudinal study of the development of organizational commitment amongst volunteer sport administrators. *JSM, 12*(3), 181–202.	Leisure/Professionalisation/ Volunteer director motivation
13	Auld, C., & Godbey, G. (1998). Influence in Canadian national sport organisations: Perceptions of professionals and volunteers. *JSM, 12*(1), 20–38.	Leisure/Professionalisation/ Roles/ Volunteer director motivations
14	Inglis, S. (1997). Roles of the board in amateur sport organizations. *JSM, 1*(2), 160–176.	Leisure/Professionalisation/ Roles

stakeholder influence. A key theme in the stakeholder related publications was the governance of major events. Parent (2016) examined stakeholder perceptions of the democratic governance of major sport events; Naraine, Schenk and Parent (2016) examined stakeholder network governance; and finally, Parent, Rouillard and Naraine (2017) again concentrated on network governance and sport events. Strategy formulation and collaborative governance, and stakeholder's role in the governance process dominated articles in quadrant 4 with 15 of the 19 manuscripts.

Table 1.2 Quadrant 2 – Improving board processes

No	Manuscripts	Themes
1	Ferkins, L. Shilbury, D., & O'Boyle, I. (2018). Leadership in governance: Exploring collective board leadership in sport governance systems, *SMR, 21*(3), 221–231.	Board dynamics
2	Takos, N., Murray, D., & O'Boyle, I. (2018). Authentic leadership in non-profit sport organization boards. *JSM, 32*(2), 109–122.	Board dynamics
3	Adriaanse, J., & Schofield, T. (2013). Analysing gender dynamics in sport governance: A new regimes-based approach. *SMR, 6*(4), 498–513.	Board dynamics/Gender
4	Sibson, R. (2010). "I was banging my head against the wall": Exclusionary power and the gendering of sport organizations. *JSM, 24*(4), 379–399.	Board dynamics
5	Hamm-Kerwin, S., & Doherty, A. (2010). Intragroup conflict in non-profit sport boards. *JSM, 24*(3), 245–271.	Board dynamics
6	Hoye, R. (2007). Commitment, involvement and performance of voluntary sport organization board members. *ESMQ, 7*(1), 109–121.	Board dynamics
7	Doherty, A., Patterson, M., & Van Bussel, M. (2004). What do we expect? An examination of perceived committee norms in non-profit sport organisations. *SMR, 7*(2), 109–132.	Board dynamics
8	Doherty, A. J., & Carron, A.V. (2003). Cohesion in volunteer sport executive committees. *JSM, 17*(2), 116–141.	Board dynamics
9	Hoye, R., & Cuskelly, G. (2003). Board power and performance within voluntary sport organisations. *ESMQ, 3*(2), 103–119.	Board dynamics

Table 1.3 Quadrant 3 – Continuing improvement

No	Manuscripts	Themes
1	Hoye, R., & Doherty, A. (2011). Nonprofit sport board performance: A review and directions for future research. *JSM, 25*(3), 272–285.	Evaluation/Performance
2	McDonald, H., & Sherry, E. (2010). Evaluating sport club board performance: A customer perspective. *JSM, 24*(5), 524–543.	Evaluation/Performance
3	Ferrand, C., Henry, I., & Ferrand, A. (2010). Gendered identities in self-descriptions of electoral candidates in a French national sport federation. *ESMQ, 10*(5), 531–552.	Director selection

The remaining four papers all relate to monitoring and compliance through conflict of interest (Sherry & Shilbury, 2009), corruption (Lee, 2008; Mason, Thibault & Misener, 2006) and accountability as it relates to FIFA (Pielke, 2013).

Quadrant 1 (Table 1.1), defining governance roles and motivations, generated the second largest number of manuscripts. This quadrant was dominated by research examining the leisure focus of sport and the motivations of directors and the tensions inherent in the professionalisation of sport, design archetypes and governance generally. Role ambiguity, design archetypes and change were the key constructs underlying these papers, as scholars examined continuity,

Table 1.4 Quadrant 4 – Key board functions

No	Manuscripts	Themes
1	Parent, M., Rouillard, C., & Naraine, M. (2017). Network governance of a multi-level, multi-sectoral sport event: Differences in coordinating ties and actors. *SMR, 20*(5), 497–509.	Integrating network actors/Stakeholders
2	Naraine, M., Schenk, J., & Parent, M. (2016). Coordination in international and domestic events: Examining stakeholder network governance. *JSM, 30*(5), 521–537.	Integrating network actors/Stakeholders
3	O'Bolye, I., & Shilbury, D. (2016). Exploring issues of trust in collaborative sport governance. *JSM, 30*(1), 52–69.	Integrating regional entities
4	Shilbury, D., O'Boyle, I., & Ferkins, L. (2016). Towards a research agenda in collaborative sport governance. *SMR, 19*(5)*, 479–491.*	Integrating regional entities
5	Parent, M. (2016). Stakeholder perceptions on the democratic governance of major sports events. *SMR, 19*(4), 402–416.	Managing stakeholders
6	Ferkins, L., & Shilbury, D. (2015). Board strategic balance: An emerging sport governance theory. *SMR, 18*(4), 489–500.	Strategy formulation
7	Garcia, B., & Welford, J. (2015). Supporters and football governance, from customers to stakeholders: A literature review and agenda for research. *SMR, 18*(4), 517–528.	Managing stakeholders
8	Ferkins, L., & Shilbury, D. (2015). The stakeholder dilemma in sport governance: Toward the notion of "stakeowner". *JSM, 29*(1), 93–108.	Managing stakeholders/ Integrating regional entities
9	Shilbury, D., & Ferkins, L. (2015). Exploring the utility of collaborative governance in a national sport organization. *JSM, 29*(4), 380–397.	Strategy formulation/ Integrating regional entities
10	Pielke, R. (2013). How can FIFA be held accountable? *SMR, 16*(3), 255–267.	Monitoring & compliance
11	Ferkins, L., & Shilbury, D. (2012). Good boards are strategic: What does that mean for sport governance? *JSM, 26*(1), 67–80.	Strategy formulation
12	Esteve, M., Di Lorenzo, F., Inglés, E., & Puig, N. (2011). Empirical evidence of stakeholder management in sports clubs: The impact of the board of directors. *ESMQ, 11*(4), 423–440.	Managing stakeholders
13	Ferkins, L., & Shilbury, D. (2010). Developing board strategic capability in sport organisations: The national–regional governing relationship. *SMR, 13*(3), 235–254.	Integrating regional entities
14	Ferkins, L., Shilbury, D., & McDonald, G. (2009). Board involvement in strategy: Advancing the governance of sport organizations. *JSM, 23*(3), 245–277.	Strategy formulation
15	Sherry, E., & Shilbury, D. (2009). Board directors and conflict of interest: A study of a sport league. *ESMQ, 9*(1), 47–62.	Monitoring & compliance
16	Lee, P-C. (2008). Managing a corrupted sporting system: The governance of professional baseball in Taiwan and the gambling scandal of 1997. *ESMQ, 8*(1), 45–66.	Monitoring & compliance
17	Mason, D., Thibault, L., & Misener, L. (2006). An agency theory perspective on corruption in sport: The case of the International Olympic Committee. *JSM, 20*(1), 52–73.	Monitoring & compliance
18	Ferkins, L., Shilbury, D., & McDonald, G. (2005). The role of the board in building strategic capability: Towards an integrated model of sport governance research. *SMR, 8*(3), 195–225.	Strategy formulation
19	Kuga, D. (1996). Governance of intercollegiate athletics: Perceptions of faculty members. *JSM, 10*(2), 149–168.	Managing stakeholders

Table 1.5 Ownership

No	Manuscripts	Themes
1	Dowling, M., Leopkey, B., & Smith, L. (2018). Governance in sport: A scoping review. *JSM, 32*(5), 438–451.	Scoping review
2	Buchholz, F., & Lopatta, K. (2017). Stakeholder salience of economic investors on professional football clubs in Europe, *ESMQ, 17*(4), 506–530.	Ownership
3	Gammelsæter, G. (2010). Institutional pluralism and governance in "commercialized" sport clubs. *ESMQ, 10*(5), 569–594.	Ownership
4	Smith, E. (2009). The sport of governance – a study comparing Swedish riding schools. *ESMQ, 9*(2), 163–186.	Ownership

change and design archetypes (Parent, Naraine & Hoye, 2018; Kikulis, 2000), organisational commitment of volunteers (Cuskelly, McIntyre & Boag, 1998), board paid staff relationships and decision-making (Auld & Godbey, 1998; Hoye & Cuskelly, 2003; Schulz & Auld, 2006) and the role of the board in amateur sport organisations (Inglis, 1997; Shilbury & Ferkins, 2013).

Other articles focusing on the role of the board, but with less emphasis on professionalisation, included codification of governance principles (Walters & Tacon, 2018), gender quotas and equality (Adriaanse & Schofield, 2014), dual board systems in Taiwan (Yeh, Taylor & Hoye, 2009), role of the chair (de Barros, Barros & Correia, 2007) and board structure and roles (Dimitropoulos, 2011; Enjolras & Waldahl, 2010). Clearly, the emphasis on professionalisation and its impact on volunteer directors and their motivations to become a director is evident in this quadrant. This also highlights one of the unique aspects of sport management, the tensions between a leisure-oriented product and the need to be more businesslike through professionalisation. In other words, "play" versus "business". Volunteer directors, given their leadership and governance responsibilities, find themselves at the heart of this tension.

Nine papers aligned to quadrant 2 (Table 1.2), improving board processes. Interestingly, all nine papers were board-dynamics motivated, with none dedicated to the procedural aspects of governance in terms of board meetings, papers, agendas, minutes, calendars and committees. Intragroup behaviour (Hamm-Kerwin & Doherty, 2010), cohesion and norms (Doherty & Carron, 2003; Doherty, Patterson & Van Bussel, 2004), power (Adriaanse & Schofield, 2013; Sibson, 2010; Hoye & Cuskelly, 2003) and commitment and involvement (Hoye, 2007) were the key group process themes to emerge. More recently, two papers allocated to this quadrant signify an emerging theme and perhaps a shift in thinking in the sport governance literature – the role of leadership in governance.

Authentic leadership in nonprofit organisations (Takos, Murray & O'Boyle, 2018) and the introduction of the concept of collective board leadership (Ferkins, Shilbury & O'Boyle, 2018) signifies this shift. This thinking contrasts with the existing research on sport governance, which has often concentrated on elements such as structure, process and policy. As Takos et al. (2018) observed, "Findings suggest that the nature of relationships between board members, particularly the chair and chief executive officer, is more positively influential on board functionality if characterised by authenticity and likely to lead to higher levels of trust, reduced disharmony, and limiting the formation of harmful subgroups" (p. 109). The role of leadership in board processes is highlighted through these findings. Similarly, Ferkins et al. (2018) examined the need for collective board leadership in managing inter-board dynamics in a federated structure, which firmly places board dynamics and unity as central to behaviours between boards.

Quadrant 3 (Table 1.3), continuing improvement, showed the least number of publications. Two of the three articles in this quadrant examined evaluation and performance (Hoye & Doherty, 2011; McDonald & Sherry, 2010) with the third investigating director selection (Ferrand, Henry & Ferrand, 2010). It is interesting to note that little work has studied director selection despite the debate surrounding the election of delegates to a national board in a federated model and the increasing reliance on the appointment of independent directors.

The final cohort of articles did not fit neatly into the sport governance charter. Three of the four papers examined ownership structures, which ultimately shapes the composition and approach to governance. Given the influence of ownership on governance, this is an area worthy of future research. Chapters 9–12 in this handbook examine current ownership structures in various regions of the world mapping potential future research directions. Finally, the last paper identified in this analysis also did not fit neatly into the sport governance charter. The work by Dowling, Leopkey and Smith (2018) did not focus on any one specific element of governance but was a timely scoping review of all the sport governance-related work published between 1980 and 2016. A summary of the findings is discussed in the next section.

Scoping review

The scoping review undertaken by Dowling et al. (2018) aimed to map the extent and range of research in sport governance. This process is similar to an audit, in which the body of work is identified and the key themes interrogated. Based on these results, it is possible to identify future research opportunities, given that one of the key ingredients of good scholarship is to undertake and publish research that informs and adds to the body of knowledge. In other words, the research process should advance and inform theory rather than simply communicate that which we already know. The search for peer-reviewed sport governance articles undertaken by the research team involved accessing four databases including SPORTDiscus, Scopus, Web of Science and Science Direct to ensure the widest coverage. Ultimately, after a series of refining processes, the search identified 243 sport governance-related articles. Dowling et al. (2018) reported the following descriptive statistics:

- The majority of articles (68%) were carried out in not-for-profit (n = 82) or spanned multiple sectors (n = 82).
- The most common study population was national sport organisations (n = 26), and leagues (n = 22).
- England (n = 30), Canada (n = 27) and Australia (n = 27) were the countries of most focus;
- Of the 243 articles published, 18 were published between 1982 and 2003, whereas 225 were published between 2004 and 2016.
- Approximately 27% of all sport governance articles were published in the three leading sport management journals (p. 3).

Dowling et al. (2018) used Henry and Lee's (2004) categorisation of governance types to guide the identification of published research. The three governance types include organisational (or corporate), systemic (or network) and political. Organisational governance is "concerned with normative, ethically informed standards of managerial behaviour" (Henry & Lee, 2004, p. 24). Systemic governance is "concerned with the competition, cooperation and mutual adjustment between organizations in business and/or policy systems" (Henry & Lee, p. 24) and political governance "is concerned with how governments or governing bodies in sport 'steer', rather than directly control, the behaviour of organizations" (Henry & Lee, p. 24). Consequently, the

scope of articles included in this review was slightly wider than the previously reported pub-lished work in the three leading sport management journals. This signifies the complexity of defining sport governance and where governance starts and stops in relation to the role and functions of management as well as its role in society more generally.

The research team classified 74 articles as organisational governance, 49 as political govern-ance and 120 as systemic governance providing insight into the range and scope of work pub-lished across all sources. In terms of study type, 144 were identified as empirical studies, 82 as review articles, 11 as theoretical in focus, five as case study and one as a research note (Dowling et al., 2018). The majority of work, therefore, was empirical, although the need to define, concep-tualise and theorise is clearly present with 93 papers in the review and theory categories. These results highlight the important conceptual work required to clarify and define key interrelation-ships that lead to future empirical studies. This handbook is designed to survey the research undertaken in sport governance across a range of specified areas. As is indicated in the next sec-tion, this handbook has not only been written to capture research informing sport governance, but to also communicate future research directions based on what has not yet been studied and where there is the need to advance theoretical and practical understanding of sport governance.

Organisation of research handbook

The governance of sport has been an important component of sport management education and scholarship since the inception of sport management as an area of academic study in the 1960s in the USA. However, over the past 20 years, there has been a marked growth in interest by scholars in how sport is governed. As interest in the complexities, challenges and oppor-tunities of good governance within a variety of sport contexts has become more prominent, there has been a growing awareness of the difficulty of determining the scope and boundaries of the activity. As previously indicated in this chapter, initial academic scholarship focussed on the work of the board, also known as organisational governance. A system-wide view has also begun to influence our understanding of the phenomenon (Shilbury, O'Boyle & Ferkins, 2016). However, sport governance is still a contested notion, meaning different things to different people in different parts of the world. After approximately 20 years of nascent growth in sport governance scholarship, it is timely to present a cohesive collection capturing progress and to help challenge and direct sport governance research into the next few decades. This research handbook is, therefore, an important contribution to the evolution of thinking in sport govern-ance. Overall, the purpose of this handbook is to both map sport governance scholarship as well as provide a definitive account of the theory and practice of sport governance.

Specifically, this handbook aims to:

1. *Map out the territory of sport governance as a topic of research and practice.* What does sport gov-ernance encompass? What has been the focus of our scholarship efforts and what has this revealed? How has sport governance been explained in theoretical terms and what theories help explain the practice of sport governance?
2. *Offer an understanding of the global environmental context and varying government policy perspec-tives that have influenced the evolution of sport governance.* What have been the key environ-mental influencers in sport governance within and across nation states? What legal and regulatory influences shape governance practices? Why is governance so critical to sport codes? What is the role of governance within sport service and non-code sport organisa-tions? How has the professionalisation of sport influenced the governance of sport and sport leagues?

3. *Explain evolving ownership models and the interrelationship of ownership and sport governance.* What is the range of different ownership approaches in sport and how is this evolving? How does ownership influence sport governance?
4. *Detail and analyse our present understanding of board roles and the sport governance process.* What is the role of the sport board and how is a board structured and comprised? What are the motivations behind board contribution? What is the significance of board dynamics and relationships? Why is strategy important for sport boards? How are sport boards held to account?
5. *Identify sport governance challenges and research opportunities.* Why might collective board leadership be of significance for the future of sport governance? How might a focus on diversity in the boardroom and in sport governance systems impact future research and practice? Why might social responsibility and integrity be important for sport governance into the future?

To achieve these outcomes the handbook is organised around five sections:

- Part I: Overview of sport governance
- Part II: Environmental context and policy perspectives
- Part III: Ownership structures and governance models: Implications for sport governance
- Part IV: Board roles in the governance process
- Part V: Future sport governance challenges

Part I of the handbook contains two chapters designed to set the scene for the remaining four sections of the text. Chapter 1, as is now clear, has provided an overview of the sport governance scholarship to date by examining published sport governance papers in the three leading journals in the field. Coupled with the work of Dowling et al. (2018), this introductory chapter has provided an overview of sport governance research to date. This chapter, together with Chapter 2, provides the foundation for the handbook by identifying published research, and in Chapter 2, working towards a theoretical understanding of sport governance.

Part II considers the environmental context in which sport governance exists. Comprised of six chapters, this section of the handbook examines the legal and regulatory environment and its influence on sport governance. In other words, what types of laws and regulations dictate how boards should function and act? This chapter is complex as corporate law pertaining to governance will vary from country to country. The intent, therefore, is to map out the underlying principles that typically shape legal statutes in the context of corporate law or other relevant statutes.

A suite of four chapters moves the environmental context to government policy and the shaping influences on sport governance. For example, many government departments of sport have developed a range of governance principles by which national governing bodies should comply. How these principles have been shaped and used to support government policy is an integral aspect of these chapters. The remaining two chapters in this section of the handbook examine the traditional sport governance structures that have shaped the sport system, from international sports federations to national sport organisations and their member associations. This structure has ultimately shaped governance practices to date. This analysis extends to examining non-sport code service agencies such as institutes of sport, Active Partnerships in the UK, sports commissions in the USA and lobby and advocacy organisations established to influence government policy and funding support.

Part III of the handbook dedicates four chapters to understanding ownership models of professional sport across various regions of the world. This is an important suite of chapters, as there

has been limited work undertaken to understand how different ownership models shape governance practice and what changes in terms of governance practices when ownership changes. The remaining three chapters are dedicated to the governance of three specific areas, international sport federations, the governance of intercollegiate athletics given its special focus in the USA and the governance of hallmark events. The governance of hallmark events, in particular, highlights a range of challenges in bringing together diverse stakeholders for a finite period to oversee and monitor the delivery of these events.

Part IV of the handbook is unique, as it assesses the role of the board and directors and, although tackled from a research perspective, the nine chapters in this section could form the basis of readings for a course in sport governance. Certainly, with the other chapters in the handbook, it becomes an excellent resource to support the teaching of a class in sport governance. Part V of the handbook deals with future challenges in the intersection of leadership and governance, gender, gender quotas and diversity generally, social responsibility and integrity and how boards grapple with the complex issues associated with match-fixing, for example, and corruption, accountability and transparency. Finally, the handbook concludes with an overview of the research directions to emerge throughout each of the five sections of the handbook.

Summary

Chapter 1 is the first of two foundation chapters in this handbook examining sport governance research. It has provided an overview of the volume of published sport governance research in the three leading sport management journals. This analysis not only identified the volume of work, but it also categorised the work by theme and aligned it to the sport governance charter. This chapter, therefore, has provided clear direction on the emergent themes of sport governance research and how it relates to the work of boards and the practice of sport governance. Quadrant 4, key board functions, was shown to have produced the greatest number of articles, with most focused on the challenges of a federal model and the need to improve board strategic capability, integration with regional member associations and managing stakeholders.

This analysis of the three leading journals was complemented by the recently published work of Dowling et al. (2018). This work provided an overview of the number of sport governance-related manuscripts published within and beyond the field of sport management. Dowling et al. identified 243 sport governance research related articles spanning the globe. In both cases, data to emerge from these analyses show that sport governance research is a relatively recent phenomenon. Dowling et al. (2018), for example, showed that 225 of the 243 articles identified have been published since 2004.

Chapter 1 provided an overview of sport governance scholarship. It outlined the rationale for this handbook and described how it is organised. It also provided a sound platform from which to move from an understanding of existing sport governance scholarship to an examination of the theoretical basis of sport governance. Chapter 2 will review relevant theories applicable to sport governance and work towards a theoretical understanding of sport governance.

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2

Theoretical underpinnings of sport governance

Lesley Ferkins and David Shilbury

Introduction

The focus of this chapter on the theoretical underpinnings of sport governance is distinguished from Chapter 1, which more closely considers sport governance literature, topics and empirical studies. This chapter is one step removed from empirical endeavour in sport governance as it seeks to chart and analyse the theoretical landscape. The framework chosen for this chapter follows a multi-level view of governance encompassing the individual level, the board level, the organisation level and the broader system level of sport organisation interactions (see Figure 2.1). This augments the sport governance charter (Figure 1.2) used as the basis for Chapter 1, which is primarily board level focused.

The idea of a multi-level conceptual model to embody leadership and governance research in sport management is a notion recently offered by Welty Peachey, Damon, Zhou and Burton (2015) to map leadership scholarship. Jones, Wegner, Bunds, Edwards and Bocarro (2018) also used this thinking to explore shared leadership within a sport-for-development organisation setting. In governance, such multi-level thinking was adapted by Ferkins, Shilbury and O'Boyle (2018) to position major theories used within sport governance at various levels within a federated sport governance system. For the purposes of this chapter, it is considered helpful for mapping theoretical influences for sport governance scholarship and have further adapted the thinking of Ferkins et al. (2018) in presenting Figure 2.1.

All three articles noted above, point to work within our parent disciplines in leadership and governance – specifically, the work of Hitt, Beamish, Jackson and Mathieu (2007) in advocating for multiple level research in management and the need to build theoretical bridges across levels (i.e., individual, groups, subunits, organisations, interorganisational networks, environments). "The central theme of multi-level thinking is that organizational entities reside in nested arrangements" (Hitt et al., 2007, p. 1387). The authors also noted that much of the management research has been confined to a single level. As with using more than one theory to explore a phenomenon, potentially the added complexity and challenge of multiple levels of investigation has also created barriers for such scholarship. In sport governance, Dowling, Leopkey and Smith's (2018) scoping review identified that 121/243 (49.8%) were systemic governance studies. This contrasts 74 of the 243 articles (30.3%) that they classified
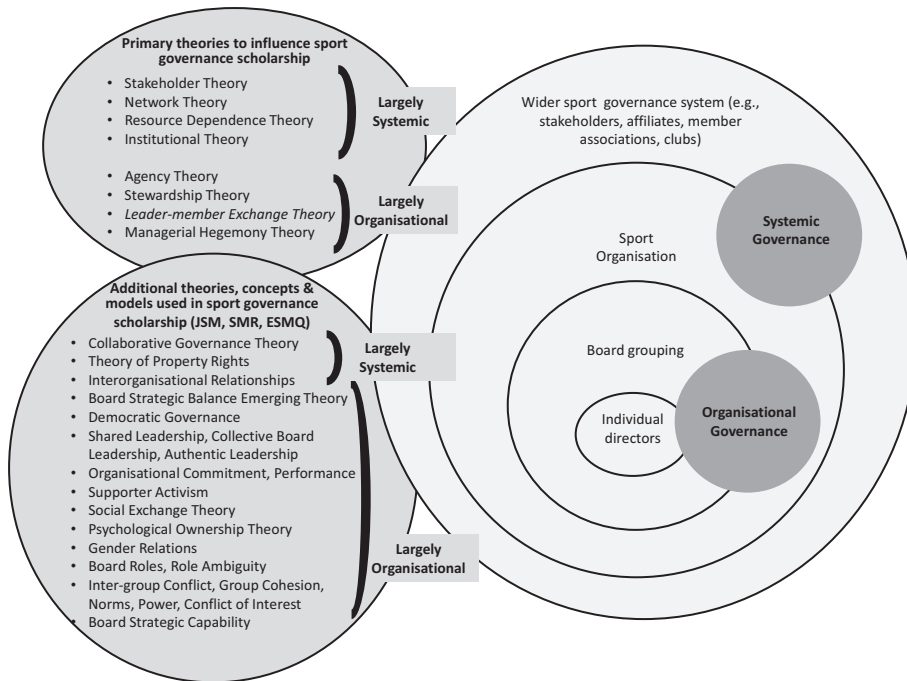
Primary theories to influence sport governance scholarship
- Stakeholder Theory
- Network Theory
- Resource Dependence Theory
- Institutional Theory

Largely Systemic

- Agency Theory
- Stewardship Theory
- *Leader-member Exchange Theory*
- Managerial Hegemony Theory

Largely Organisational

Additional theories, concepts & models used in sport governance scholarship (JSM, SMR, ESMQ)
- Collaborative Governance Theory
- Theory of Property Rights
- Interorganisational Relationships
- Board Strategic Balance Emerging Theory
- Democratic Governance
- Shared Leadership, Collective Board Leadership, Authentic Leadership
- Organisational Commitment, Performance
- Supporter Activism
- Social Exchange Theory
- Psychological Ownership Theory
- Gender Relations
- Board Roles, Role Ambiguity
- Inter-group Conflict, Group Cohesion, Norms, Power, Conflict of Interest
- Board Strategic Capability

Largely Systemic

Largely Organisational

Wider sport governance system (e.g., stakeholders, affiliates, member associations, clubs)

Sport Organisation

Board grouping

Individual directors

Systemic Governance

Organisational Governance

Figure 2.1 Theories influencing sport governance scholarship.

as organisational governance studies. These figures indicate a growing interest, nonetheless, in moving beyond single-level investigation.

In this chapter, a multi-level framework (Figure 2.1) is used to show the primary theories that influence sport governance scholarship and at what level of the sport system they have largely been deployed. Figure 2.1 also captures additional theories, concepts and models that have been used in the 49 articles published in our major journals (*Journal of Sport Management*, *Sport Management Review* and *European Sport Management Quarterly*) between 1987 and 2018, as presented in Chapter 1. As with the primary theories, Figure 2.1 also indicates at what level the additional theories, concepts and models have largely been deployed. This analysis highlights how a range of concepts, as distinct from established theories, have influenced sport governance scholarship. Like the established theories, these concepts are drawn from our parent disciplines, and it is interesting to note that there are few "indigenous" or "homegrown" theories of sport governance. This presents a major opportunity for sport governance scholarship going forward.

While acknowledging the three types of governance offered originally by Henry and Lee (2004) and later by Dowling et al. (2018) in their scoping review (i.e., organisational, systemic and political), this handbook concentrates on the first two forms. This is because they are considered central to our established definition of governance and are most prevalent within the sport governance literature (refer to Chapter 1). Further, it was also found that a number of the articles attributed to the political type of governance captured by Dowling et al. (2018) did not necessarily consider or focus on governance as a concept within the study (see for example, Parent, Rouillard & Leopkey, 2011). That said, as with Chapter 1, this chapter also leans on the work of Henry and Lee (2004) and Dowling et al. (2018) as a way to "ring fence" existing scholarship in sport governance about which this chapter spotlights the theoretical influences.

The chapter begins with a wide-angle discussion about the nature of theory in sport governance. It then presents a section on the primary theories to influence sport governance scholarship followed by a section on those theories, concepts and models beyond those originally offered by Ferkins et al. (2018) but found within the 49 articles published in our major journals. Each section references the associated levels of sport governance interactions (individual, board, organisation, system) as they relate to organisational or systemic sport governance.

The nature of theory in sport governance

Perhaps encouragingly for our discipline of sport management, sport governance scholars have approached their work through a range of different theoretical lenses (Dowling et al., 2018). Arguably, a trend in sport management scholarship has been to increasingly draw from multiple theories, usually from more established contexts or disciplines (i.e., business, economics, marketing, sociology, leadership etc.), in order to help explain sport management phenomena (Doherty, Fink & Cunningham, 2016). In addition to engaging with different theories for different sport governance topics, a number of researchers in sport governance have also acknowledged the value of applying a multi-theoretical approach to one particular sport governance phenomena (Dowling et al., 2018; O'Boyle, 2012; Ferkins & Shilbury, 2015). An example of this is our work in exploring board strategic capability within the nonprofit sport context (Ferkins & Shilbury, 2010; Ferkins, Shilbury & McDonald, 2005). Early in our journeying with this topic, we identified the need to draw from multiple theories to help explain the phenomena of board strategic capability (Ferkins, Shilbury & McDonald, 2005). Later we became more explicit in explaining how and why we drew from multiple theories: "To begin, agency and stewardship theory were at the forefront … but, as the stories emerged, a broader range of theory (especially collaborative governance theory) … was drawn upon" (Shilbury, Ferkins & Smythe, 2013, p. 351).

In considering the importance of theory in qualitative enquiry within sport management, Shaw (2016) also encourages us to consider our engagement with theory as being less about establishing *a* theoretical foundation, which might be rigid and singular, and more as something scholars can weave into the research as we progress through the study. She asks whether there is a need to establish a theoretical position before a project or whether it is possible to work with theory in a more flexible way. Certainly, our experience with sport governance above demonstrates a malleable relationship with theory. The value of this is that it is unlikely that any one theory can fully explain the complexity of what might be occurring within a board, organisation or sport system setting (Cornforth, 2012). Particularly in qualitative research, where an emergent and inductive approach is valued, the freedom to draw on multiple theories as the research unfolds potentially offers a way to yield rich insights (Shaw, 2016).

The trend to work with multiple theories has been argued, in governance work beyond sport, as a basis for which to move past agency theory as a singular lens through which governance might be viewed (Ansell & Torfing, 2016; Leblanc, 2004; Miller-Millesen, 2003). Until recent times, agency theory has tended to dominate the governance literature, which has influenced conclusions that the central role of the board is to control and monitor the CEO (Judge, 2009; Roberts, McNulty & Stiles, 2005). However, as Miller-Millesen (2003) found in her study of nonprofit boards, the integration of multiple theoretical explanations (in her case, agency theory, resource dependence theory and institutional theory) "… reveals a promising accumulation of wisdom regarding the roles and responsibilities of non-profit boards" (p. 541). In the corporate setting, Judge (2009) too is encouraging of the need to maintain our search beyond agency theory "for a more context-sensitive theoretical perspective on governance

dynamics" (p. 123); albeit, such a quest still appears to be predicated on a more encompassing *single* theory of corporate governance, as his following statement implies. "The mission of CGIR [Corporate Governance: An International Review journal] is to identify and/or create a rigorous and relevant theory of corporate governance that applies equally well throughout the global economy" (p. 123).

Contrasting such a view is Shaw (2016) who noted that, in sport management (qualitative approaches), "We are not searching for *the* theory, rather one or many that may help us to understand a little bit more that we did" (Shaw, 2016, p. 22). Hoye and Doherty (2011) also advocated for an integrated approach to theorising in relation to sport board performance. In reviewing theoretical models on board performance from both the for-profit and nonprofit governance settings, they highlighted the few studies that had specifically integrated multiple theoretical perspectives. Despite the dearth of a pluralist approach, Hoye and Doherty (2011) present a strong argument for why they themselves established an integrated model of board performance. In this they emphasised the importance of multiple theoretical perspectives (i.e., agency theory, resource dependency, institutional theory, group decision-making processes, legal theory, managerial hegemony) in influencing the factors they chose as central building blocks for their model (i.e., environmental factors, individual factors, organisational factors, board factors). It is curious to note that, despite such endorsements, a multi-theoretical approach has tended to be the exception rather than the norm (Ferkins & Shilbury, 2015). Perhaps this is because it is difficult enough to work with one theory, and that by incorporating more than one we add even greater complexity, challenge and confusion into our scholarship.

Nonetheless, Ansell and Torfing (2016) offer a competing argument for why it is important to strive for more expansive theoretical explanations, even at the risk of confusion, in our theorising of sport governance:

> There is no comprehensive and all-encompassing theory of governance, and the future development of such theory seems neither likely nor desirable. The competing theoretical approaches and conceptualizations offer different analytical perspectives and tools that permit students of governance to mix and match them in their search for an appropriate theoretical framework for addressing a particular research problem or research question. Hence, a problem-driven study of contemporary forms of governance is better off choosing between a large array of sharp and distinctive special-purpose theories than relaying a blunt, unified all-purpose theory. (pp. 110–11)

In line with Shaw (2016), studies in sport governance might benefit from incorporating multiple theories to study a particular phenomenon of interest. This might particularly be the case as scholars push beyond board and organisation level settings into network or systemic types of governance research contexts (Dowling et al., 2018).

What do we mean by theory in sport governance?

The above sentiments point towards the need to continue our efforts to clarify and evolve an articulation of what is meant by theory. The focus on sport governance clearly sits within our now well-established global discipline of sport management. As scholars in this field, what do we understand the purpose and value of theory to be? How do we understand the nature of theory, and how might we define our notion of theory? In a valuable resource for sport management scholars, Cunningham, Fink and Doherty (2016) sought to understand better how people

engaged in theory-building processes for our discipline in producing the *Routledge Handbook of Theory in Sport Management*. Prior to this work, Cunningham (2013) noted in a special issue on theory development that, as a group of scholars committed to sport management, we have not necessarily critically examined theory and its place in our field. This certainly seems to be the case for the specific area of sport governance.

The handbook draws on Cunningham's (2013) definition of theory as "statements of constructs and their relationships to one another that explain how, when, why and under what conditions phenomena take place" (p. 1). This thinking is also evident in the way Zhang, Kim and Pifer (2016) chose to explain the importance of theory in quantitative enquiry within sport management. They drew on Sutton and Staw (1995) to emphasise that the purpose of theory is to explain the connections among phenomena; "it is the answer to queries of why, depicting the rationale behind certain actions, events, structures and thoughts" (Zhang et al., 2016, p. 9). Shaw (2016) (from a qualitative view) offered that, for her, the presence of theory marks the difference between a casual conversation in the pub and an academic discussion. Perhaps also, simply put, theory helps to explain *why*. Why do boards behave as they do? Uncovering the *why* potentially sets us up to guide future action or behaviour. The uncovering of why also necessitates close attention to context, acknowledged as a central element in the theorising process (Ansell & Torfing, 2016; Cunningham, et al., 2016; Judge, 2009).

From a governance standpoint in their theory-building process, Ferkins and Shilbury (2016) worked with the definition offered by Doherty (2013) that theory is a set of concepts that elucidates the relationships among these ideas. In also aligning with Cunningham (2013), Ferkins and Shilbury (2016), stated, "A good theory also explains what might happen and why under certain circumstances" (p. 126); thus, theory not only explains why but might also be instructive for future circumstances. Ansell and Torfing (2016) help shed light on the meaning of theory for governance scholars (albeit beyond sport). They offer that theories of governance can be described as analytical constructs which are developed by empirical endeavours and reasoning. They add that theories of governance encompass "a good deal of imagination and creativity" (p. 11). Thus, they are abstract, yet heavily influenced by context, and aim to define, explain and understand how organisations and societies are governed (Ansell & Torfing, 2016).

Finally, in seeking to explain the nature of theory in sport governance, we agree with the ideas of Cunningham et al. (2016) that theory has a broader utility for both advancing a scholarly domain (i.e., the discipline of sport management and sub area of sport governance) and is also significant for teaching. It allows "students to move beyond a descriptive awareness of phenomena to a deeper understanding of how, why and when activities occur and, as a result, they better understand action in which they can engage to influence those activities" (Cunningham et al., 2016, p. 4). This notion is akin to Shaw's (2016) position that theory is something that goes well beyond a casual conversation. From our own experience in sport governance, we firmly align with the idea that theory does indeed inform practice and vice versa. The deployment of action research to carry out many of our sport governance studies has shown us this (see Ferkins & Shilbury, 2016). Kurt Lewin, often recognised as the father of action research is famous for his statement, "There is nothing more practical than a good theory" (1952, p. 169). We wholeheartedly agree.

Primary theories to influence sport governance scholarship

This chapter now turns specifically to considering those primary theories that have been noted to influence sport governance scholarship (Hoye & Doherty, 2011; Naraine, Schenk & Parent, 2016; O'Boyle, 2012; Walters & Tacon, 2018). In this a comprehensive account of all theories is

not used, instead this chapter aligns with Ferkins et al. (2018) in capturing the regularly deployed theories; those that particularly "speak" to our domain (the usual suspects). As noted earlier, sport governance scholarship has drawn from more established contexts (i.e., for-profit and nonprofit governance) and this choice of influencing theories reflects this (Clarke, 2005; Hoye & Doherty, 2011; Judge, 2009; Miller-Millesen, 2003).

Figure 2.1 captures eight such theories (top left, Primary theories to influence sport governance scholarship). These eight theories have been divided into those considered to have largely been used in systemic sport governance (n = 4) and those more connected to organisational governance (n = 4). It is also emphasised that these distinctions are by no means definitive. Some theories, for example institutional theory and, to a lesser extent, resource dependence theory, also feature in studies that might be more strongly associated with organisational governance (e.g., Ferkins & Shilbury, 2010; Gammelsæter, 2010). Further, Hitt et al. (2007) caution us in their discussion of multi-level research in management about the challenges of assigning levels for not only theory but in how the data was derived and the level of analysis. Figure 2.1 aligns theories and concepts used in sport governance scholarship with the predominant contextual level at which data collection and analysis was focused (i.e., individual directors, board grouping, individual organisation and a wider system involving multiple organisations).

The notion of organisational governance has come to be associated with studies that focus on individual directors, the board grouping as well as the individual sport organisation (Dowling et al., 2018; Ferkins et al., 2018; Henry & Lee, 2004). It therefore follows that agency theory, stewardship theory, leader-member exchange theory and managerial hegemony theory have been deployed primarily for these contexts. Moreover, in many instances, these theories have specifically been used to explain the interaction between the board and CEO. For example, Mason, Thibault and Misener (2006) used agency theory to explore corruption, with a specific focus on individual members/directors, and the functions of management within the International Olympic Committee. Dimitropoulos (2011) drew on agency theory to analyse the impact of particular corporate governance qualities on the earnings management behaviour of football clubs in Europe (i.e., board size, board independence, managerial ownership, institutional ownership, CEO duality).

Leader-member exchange theory was used by Hoye (2003, 2004, 2006) to analyse the dyadic relationship between board chairs and paid executives within Australian state sport organisations. Hoye (2004) credits Dansereau, Graen and Haga (1975) for their early work in developing this theory, noting that Kent and Chelladurai (2001) were the first to introduce it to sport management. Managerial hegemony is probably a theory more closely associated with corporate (organisational) governance as distinct from broader management studies (Dallas, 1996). As its name suggests, managerial hegemony theory sheds light on the conundrum that, while the board has legal power, the actual responsibility for the organisation is often assumed by management (Stiles, 2001). This idea proved particularly helpful for studies in sport governance that focused on board–CEO power dynamics (e.g., Ferkins, Shilbury & McDonald, 2009). For Ferkins et al. (2009, p. 268), managerial hegemony was described as the "tail wagging the dog" and was a basis for encouraging greater board involvement in strategy design to balance CEO influence. The practical use of this theory was made possible as part of an action research study involving a change process with a national sport organisation board group.

Which theories are most used?

Of the four theories largely associated with organisational sport governance in Figure 2.1, agency theory is arguably the most prevalent. It appears the most regularly (five times) in the 49 articles drawn from our three major journals, and it has also been widely cited as the

dominant theory of corporate (organisational) governance beyond the sport domain (Van Ees, Gabrielsson & Huse, 2009). If not specifically used, it often makes an appearance in a review of literature that is associated with organisational sport governance (Hoye & Doherty, 2011; O'Boyle, 2012). Of the four theories largely associated with systemic sport governance, institutional theory appears to be the most widely used. It also appears most regularly in the 49 articles (five times), albeit that it appears to cross both organisational and systemic approaches. Like institutional theory, stakeholder theory and network theory are major theories well-used in sport management scholarship to explore relationships beyond a single organisation focus (Babiak, Thibault & Willem, 2018; Byers, Parent & Slack, 2012). It is therefore no surprise that they have also been deployed for the purposes of understanding systemic governance dynamics. In addition, seven of the eight primary theories captured in Figure 2.1 appear across the 49 articles drawn from our three major journals. The exception is leader-member exchange theory used by Hoye (in italics) (2003, 2004, 2006) but not published in our three journals (*JSM, SMR, ESMQ*).

The drive to view the study of governance as something beyond the confines of an individual organisation boundary or board group setting (i.e., organisational or corporate governance) has seemingly fuelled arguments to adapt a more expansive approach to governance theorising (i.e., to move beyond agency theory for example). Cornforth (2012) has been a strong advocate of the need to push beyond the organisational horizon and encompass multiple organisations in a governance system. While Cornforth's work is grounded in the nonprofit setting (and not within sport), his thinking has particularly aligned with those sport governance scholars who have focused on the challenges of governance in a federated sport network (O'Boyle & Shilbury, 2016; Ferkins & Shilbury, 2015).

This broader view of governance (systemic governance) has thus driven engagement with theories such as stakeholder and network theory, introduced more latterly to the sport governance domain (Ferkins & Shilbury, 2015). The work of Parent (2016) and Parent, Rouillard and Naraine (2017) are examples of how stakeholder and network lenses have been applied to understand governing relationships beyond single organisation entities (in their case, involving sport events). Again, in keeping with systems viewpoints and the many overlaps between categories, levels, theories and approaches, Figure 2.1 *indicates* these interactions, rather than definitively concludes that this is where they sit and, indeed, that all theoretical influences have been captured.

Additional theories, concepts and models used in sport governance scholarship

This section focuses on theories, concepts and models that are additional to those primary theories already noted to influence sport governance scholarship. The fourteen bullet points in the left-hand bottom corner of Figure 2.1 have been derived from consideration of the 49 articles published in the three identified journals (*JSM, SMR, ESMQ*). In this there are a further five theories that have featured in articles from the 49 that have not been regularly identified as theories of sport governance (Ferkins et al., 2018). These are collaborative governance theory, theory of property rights, board strategic balance (emerging theory), social exchange theory and psychological ownership theory. The remainder of those listed as additional are considered concepts and models.

Doherty (2013) offered an explanation for how to understand the distinctions between theory, concepts and models in sport management. She noted that while theorising is the act of forming or proposing a theory, conceptualising is the act of forming or developing a

concept. She also explains that a concept is understood as an idea or notion. "Taken together, then, one theorizes by conceptualizing various ideas or notions and how and why they relate to each other" (p. 7). This is helpful in considering the 14 bullet points in Figure 2.1, of which only five were specifically identified by the authors in the sport governance articles to be theories. The remainder were referred to as concepts and models and thus referred to this way. Doherty (2013) also points out that a conceptual framework or model can be considered the structural representation of ideas and notions. Therefore, in following her previous logic, a theoretical framework or model "is the structural representation of the relationships among the concepts" (p. 7).

The five theories noted in Figure 2.1 in the additional theories and concepts circle all appear to meet this criterion in that they represent relationships among multiple concepts and ideas. Collaborative governance theory, for example, is a theory that has attracted increasing interest within the public and government sector for the purposes of investigating cross-sectorial governing relationships (Emerson, Nabatchi & Balogh, 2012). It speaks to how multiple organisations, across sectors, go about working together to achieve common goals and outcomes that may not be possible by working in isolation. The tenets of collaborative governance theory are also founded on a formalised consensus-orientated process that involves collective decision-making (Ansell & Gash, 2008).

Shilbury, Ferkins and Smythe (2013) introduced collaborative governance theory to sport governance (albeit a single sector) as a way to understand the tensions and dynamics associated with a sector in transition from an amateur ethos towards a more professional and commercial orientation. Embedded within the theory are concepts such as power and structure, leadership and motivation and decision-making (Ansell & Gash, 2008). These concepts and ideas were used in a theorising process by Shilbury, O'Boyle and Ferkins (2016) to explore how and why they relate to each other in the context of governance within a sport system such as a federated network. The purpose of that particular article was to explore the utility of collaborative governance theory to further enlighten future sport governance research of a systemic nature. Thus, Figure 2.1 associates collaborative governance theory with systemic governance.

Like institutional theory, the positioning of board strategic balance theory (Ferkins & Shilbury, 2015, 2016) potentially crosses both systemic and organisational governance. This is because one of the concepts of board strategic balance speaks to a system level of governance. Specifically, the idea of the board of a national governing body integrating its state or regional entities into the governing role is central to this theory. The other five concepts embedded within board strategic balance theory are more associated with board and organisation level governance. Additionally, board strategic balance appears to be the only indigenous theory for sport governance. In other words, all other theories (concepts and models) have been drawn from parent disciplines (commonly corporate governance, management, leadership etc.). Ferkins and Shilbury (2016) explain how they first borrowed concepts and theory from other disciplines to iteratively build their emerging theory as follows:

> Twelve years on from our first tentative steps in seeking to contribute to the way sport is organized, managed and led by focusing on those who govern, we moved beyond conceptual and empirical work to establishing a theory indigenous to the sport governance setting. The extensions and applications of our original topic of board strategic capability have occurred in a highly iterative manner. We began with existing theory, borrowed from other settings, which we used to add insight and explain the sport governance phenomenon. In using it as a tool of analysis, the amalgamation of existing theory with insights from the boardroom situation created new thinking and, ultimately, a new theory. (p. 123)

How concepts and models have been used in sport governance

The remainder of the 14 bullet points in Figure 2.1 are largely organisational sport governance ideas. The exception is inter-organisational relationships (Ferkins & Shilbury, 2010) which, as the name suggests, is firmly associated with multiple organisations and therefore highly relevant for systemic sport governance. Concepts of shared leadership (Hoye & Cuskelly, 2003), collective leadership (Ferkins et al., 2018) and authentic leadership (Takos, Murray & O'Boyle, 2018) are also associated with organisational sport governance because of how they have been used in the respective studies to explain board level interactions. This focus on the concept of leadership in governance is also an emerging area of investigation for sport governance which holds much promise for both organisational governance and systemic governance (Erakovic & Jackson, 2012).

Concepts of board roles (Yeh, Taylor & Hoye, 2009), role ambiguity (Schulz & Auld, 2006), inter-group conflict (Doherty, 2010), group cohesion (Doherty & Carron, 2003), norms (Doherty, Patterson & Van Bussel, 2004) and trust, power and control (Hoye & Cuskelly, 2003) are also more obviously associated with the board grouping in Figure 2.1. In these studies, the focus was often on a single organisation board and therefore related strongly to organisational sport governance. Also situated within organisational sport governance, is the work of Adriaanse and Schofield (2013, 2014) which deploys gender regimes to explore gender dynamics and the vexing question of gender quotas in sport governance. They founded their work on an established tradition of research relating to gendered organisations (Acker, 1990; Connell, 2009), as well as a stream of research in sport management on gender relations (Claringbould & Knoppers, 2012; Inglis, 1997; Sibson, 2010). Adriaanse and Schofield (2014) described gender regime as a theoretical concept, but also drew from Connell (2009) who established a theoretical model of gender regime. This theoretical model has been built on four concepts and ideas of gender relations (i.e., production relations, power relations, emotional relations and symbolic relations). Adriaanse and Schofield's (2013, 2014) work further exemplifies the nuanced distinction between *theory*, *concepts* and *models* while also offering powerful insights into the critical issue of board quotas in sport.

To conclude this section, two further theories, namely, psychological ownership theory and the theory of property rights, are considered. These theories sit alongside the concept of supporter activism and were used to investigate ownership – an emerging theme in sport governance noted in Chapter 1. The theoretical lens used by Smith (2009) was the theory of property rights in order to explore congruence between strategy and structure in different organisational forms as it relates to the act of governance within Swedish riding schools. The context within which Smith (2009) engages this theory appears to cross both organisational (organisation form) and systemic (multiple riding schools/organisations) types of governance, hence the placement in Figure 2.1.

In staying with the ownership theme, Garcia and Welford (2015) were interested in the notion of supporters in football governance, focusing a review of literature and research agenda on the role of supporters and, in particular, teasing out conceptualisations of supporter activism. They helpfully make the distinction between micro-level studies, which they refer to as individual clubs/supporter groups) and macro-level (government/policy). In this they asserted that:

> Academic attention thus far is broadly divided into two areas with little overlap between them: analysis of supporter engagement at the macro … level with a top-down focus, and sociological "bottom-up" case studies of supporter engagement and activism at the micro level … (p. 517).

This is an interesting observation, albeit specifically focused on supporters and football governance, but nonetheless has relevance for this particular chapter and the way this chapter has sought to associate theories, levels and types of governance investigation. Potentially, as our collective understanding of theories used in sport governance and therefore of sport governance practice evolve, it may be beneficial to actively seek ways to "overlap" organisational and systemic governance.

Summary

This chapter has explored the theoretical underpinnings of sport governance. Figure 2.1 charts theories, concepts and models used in the scholarship of sport governance and the level and type of governance with which they have largely been associated. The level and type of governance has primarily been determined by the empirical context of the study (i.e., individual, board, organisation or wider system) and/or whether the conceptual focus is within a single organisation (organisational governance) or involves multiple organisations (systemic governance). Figure 2.1 was supported by a discussion of the primary theories to influence sport governance scholarship, four of which were identified as being associated largely with systemic sport governance (stakeholder theory, network theory, resource dependence theory and institutional theory). A further four were identified as largely associated with organisational sport governance (agency theory, stewardship theory, leader–member exchange theory and managerial hegemony theory).

The primary theories appear to have found their way into sport governance scholarship because of their prevalence and utility within our parent disciplines. Some appear to have been specifically sourced from the study of corporate governance or governance in nonprofit (non-sport) settings (e.g., agency theory, stewardship theory, managerial hegemony theory). Others were key players within sport management prior to their deployment within sport governance (e.g., stakeholder theory, network theory, resource dependence theory, institutional theory) (Byers et al., 2012).

As noted in Chapter 1, sport governance scholarship has a relatively short history, with the first article in the three major journals published in 1996. A survey of articles from 20 years of nascent growth in sport governance scholarship has demonstrated a theoretical landscape previously established in non-sport settings and that, potentially, those primary theories have continued to serve the nuances of the sport management context. A good example of this is the rapid adoption of stewardship theory alongside agency theory as a way to explain the role and purpose of the board in a nonprofit sport setting (Shilbury, 2001). Stewardship theory contrasts agency theory by focussing on the broader responsibility by the board to act as guardians of the organisation and its future (Davis & Schoorman, 1997).

This positioning expands on the ideas of agency theory, which is largely restricted to notions of delegated authority assigned to the board (because of separation of ownership) to act on behalf of the shareholders for profit maximisation (Donaldson & Davis, 1991; Fama & Jensen, 1983). Both these theories have, in the early stages of sport governance scholarship been useful in driving an understanding of the purpose and role of the board in sport organisations. As Carver (2010) noted, "Because governance is a social construct rather than a natural phenomenon, theory must be driven by and anchored in the purpose of boards rather than derived from analyses of current practices" (p. 150). Drawing on stewardship theory to more fully explain the purpose of a nonprofit sport board (e.g., Shilbury, 2001) is in keeping with Carver's (2010) argument.

Figure 2.1 also supported a discussion of additional theories, concepts and models used in sport governance scholarship from 49 articles in the three major journals since 1996 (*JSM*, *SMR*, *ESMQ*). This discussion revealed that sport governance scholars have sought an ever expanding theoretical and conceptual basis to explain a range of themes and topics. These have largely been associated with organisational sport governance. Thus, interestingly, where authors have identified that they have engaged with theory (as distinct from a concept or model), this has largely been for the purposes of investigating systemic governance interactions. Conversely, where authors have positioned their work by drawing on concepts and models (and not naming a theory or theories), this has been for the purpose of exploring individual directors, board groupings and individual organisation dynamics. This may be explained by a maturation process whereby organisational sport governance has tended to be the "first cab off the rank" and the focus of early work (Hoye & Doherty, 2011). More latterly, systemic sport governance has gained momentum as a focus of sport governance scholarship (O'Boyle & Shilbury, 2016; Parent, 2016).

In addition to charting the theoretical underpinnings of sport governance, this chapter explored the nature of theory in sport governance, teasing out the distinctions between theories, concepts and models. One observation from this is that sport governance scholars have engaged a mix of theories, concepts and models, as well as the deployment of multiple theories to explore both a particular topic as well as a range of governance topics and themes. Figure 2.1 demonstrates the diversity in the deployment of theories, concepts and models, whereby the usual suspects appear (e.g., agency theory, institutional theory), but these are joined by an ever increasing collection of theories and conceptualisations. These ideas, perhaps not surprisingly, seem to be closely related to each other. For example, the ideas embedded within stakeholder theory and network theory offer similar and complementary thinking and have been used together to explore particular governance themes and contexts (e.g., Naraine et al., 2016). As previously noted, agency theory and stewardship theory also share overlapping yet complementary ideas. This observation extends to the additional theories, concepts and models where we have attempted to group similar ideas in the bullet point list in Figure 2.1.

Once such grouping is concepts and theories of leadership. Leader–member exchange theory has been used by Hoye (2003, 2004, 2006) as a primary theory to influence sport governance scholarship because of the early influence of this work within the scholarly community (Takos et al., 2018). This theory has also been associated with the concept of shared leadership, principally to explore board–CEO dynamics (Ferkins, et al., 2009) within organisational sport governance. More latterly, the concept of collective board leadership has been introduced as a way to examine both board level leadership and the systemic level of governance interactions between organisations (Ferkins et al., 2018). Takos et al. (2018) added authentic leadership to explore board member interactions in organisational sport governance. This small cluster of interrelated theories and concepts of leadership in governance also reveal that this particular terrain of sport governance is theoretically underdeveloped. As Takos et al. (2018) noted, "Despite the wealth of research in leadership it is somewhat paradoxical that the fields of leadership and governance rarely engage" (p. 109). The fact that scholars from more established disciplines of governance have not yet embraced this interrelationship presents an opportunity for sport governance to lead the way.

A final and major observation about the theoretical underpinning of sport governance scholarship is that, to date, there have been few indigenous theories developed specifically within and for the sport governance domain. The emerging theory of board strategic balance in Figure 2.1 appears as the only indigenous theory of sport governance. In their handbook on theory development in sport management, Cunningham et al. (2016) noted that many theories in use in sport management are adapted from parent theories or disciplines, which are informed by

general management literature, yet, importantly, are grounded in the contextual factors and nuance that are potentially not evident within other sectors. In this way borrowed theories and concepts have been adapted and extended (e.g., see institutional theory in Babiak et al. 2018). This observation appears particularly salient for sport governance. As sport governance evolves, the opportunity exists, however, for indigenous theory development to augment our existing collection. As Cunningham et al. (2016) urge, where no relevant theory exists, or existing explanations do not fully capture the distinctive nuances and features of the sport setting, we need to drive towards developing our own theoretical basis.

While it could be argued that theory development grounded in the practical setting of sport governance, and therefore potentially case studies are important, Garcia and Welford (2015) offer another perspective in their conceptual article on the role of supporters in football governance. They argued that,

> There is a need to go beyond the single case study, using methodologies that include … different clubs, different divisions and even different countries, if possible, so that their experiences can be compared. That is to say, designing research methodologies that revolve around theory, concepts and variables, rather than cases. (p. 525)

Perhaps a combination of a grounding in practice and, to Carver's (2010) point, purpose (and therefore future practice), as well as a methodological design that encourages indigenous theory development (e.g., action research) are elements worthy of consideration in our theorising efforts. For sure, theory development should "continue to evolve as it is adapted, tested, refined and extended …" (Cunningham et al., 2016, p. 401) in order to advance practice of sport governance.

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