



Recreation service delivery by Local Governments in the North West Province

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DECLARATION

We hereby as promoters give permission to Mr Victor Solomon Mogajane to submit this thesis, for his study. The contribution (advisory and supportive) of the promoters was kept within reasonable limits, thereby enabling the candidate to submit this thesis for examination purpose. This thesis, therefore, serves as fulfilment of the requirements for the PhD in the Recreation Science within the School for Biokinetics, Recreation and Sport Science in the Faculty of Health Sciences of Potchefstroom Campus of the North-West University.

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Opinions expressed in this work, or conclusions arrived at, are those of the PhD candidate and are not to be attributed to the North-West University (Potchefstroom Campus) or the above-mentioned persons.

ABSTRACT

RECREATION SERVICE DELIVERY BY LOCAL GOVERNMENTS IN THE NORTH WEST PROVINCE

Service delivery in all aspects of life is a major problem facing the local, provincial and national governments in South Africa. Service delivery, in particular recreation as a field intending to better the total quality of life of the people seems not to receive the attention it deserves. From the comprehensive reviewed literature it was revealed that participation in recreation has numerous benefits such as improving personal health, a key determinant to health status. Recreation is a key to balanced human development (in terms of providing life skills such as motor skills, social skills, arts and craft skills). Recreation is essential to quality of life and a sense of place. Recreation reduces self-destructive and anti-social behaviour (antidote to smoking, substance abuse, suicide and depression). Recreation builds strong individuals, families and healthy communities. It reduces health care costs, social services and police and justice costs. Recreation and parks are significant economic generators in the community. Parks and open spaces and natural areas are essential to ecological survival. The aim of the study therefore, was to investigate recreation service delivery by local governments in the North West Province.

The study utilised a mixture of two research methods. A combination of two research approaches (qualitative and quantitative methods) was used to collect data in all twenty identified Local Governments within North West Province. The target groups of this study were recruited from the four districts (Dr Kenneth Kaunda, Dr Ruth Mompati, Dr Modiri Molema, and Bojanala districts) consisting of twenty local governments according to the demarcation of the North West Province. The participants within these areas were personnel who are responsible for managing recreation at local government level in the North West Province. Given the nature of this study (quantitative and qualitative methods), the participants comprised of two groups. Group one consisted of twenty personnel from local governments who were requested to complete the quantitative questionnaire. Group 2 was identified during collection of quantitative data to form a focus group consisting of five people. Both the quantitative and focus group findings lent the study an opportunity to recruit recreation specialists and to gather their views regarding recreation service delivery in the local governments.

The results of the study from the questionnaires, the focus group and recreation specialists show that there is a lack of strategies regarding recreation provision at the local government level. The results further indicated that human resources working in recreation do not have

formal or practical experience in the provision of comprehensive recreation services. In addition, the result of the study indicated differences concerning policy aspects on financing, provision of recreation programmes, coordination, planning and implementation of recreation programmes in the local community, the lease of recreation facilities, the guidelines for the appointment of administrative/supportive services and the use of volunteers. In addition budgets for recreation in local governments are limited and this results in little or no financial aid to recreation bodies, lack of full-time personnel, and absence of volunteers. Local governments also have limited programmes for various target groups such as the youth, and the elderly.

It is clear from the results that suitably qualified human resources, lack of recreation facilities, insufficient funding, nonexistent recreation policies and ineffective recreation programmes were major factors affecting recreation service delivery in the local governments in the North West Province. From these findings the present study recommends that: human resources must be provided with proper training such as in-service training or part-time studies available at tertiary institutions; provision of recreation facilities and funding, development of recreation policies as well as development of effective recreation programmes which must be accessible to all the people. An interesting conclusion from the results is that participants as well as the recreation specialists alluded to the lack of coordination and networking among stakeholders as another factor hampering recreation service delivery. As such, the present study recommends that there should be well-established coordination and networking as well as partnership among stakeholders (i.e. Provincial Recreation Council (PROREC), so as to enable speedy delivery of recreation service in local governments. In addition, it can be recommended that for recreation service delivery to happen, local, provincial and national governments should do a SWOT (Strength, Weakness, Opportunities, Threats) analysis as a means to enable them to have a roadmap to ensure that recreation is more effective. The results of the study warrant further investigations pertaining recreation service delivery either to confirm or refute them.

Key words: Recreation, leisure, service delivery, local government, benefits, North West Province, recreation management.

UITTREKSEL

REKREASIE DIENSLEWERING DEUR PLAASLIKE OWERHEDE IN DIE NOORDWES-PROVINSIE

'n Groot probleem wat plaaslike, provinsiale en nasionale regering in Suid-Afrika in die gesig staar, is dienslewering wat alle lewensaspekte raak. Dit wil voorkom asof dienslewering, en meer spesifiek in die veld van rekreasie, wat oor die potensiaal beskik om die totale kwaliteit van lewe van mense te verbeter, nie die voorkeur kry wat dit verdien nie. Gebaseer op die literatuur wat bestudeer is, blyk dit dat deelname in rekreasie 'n aantal voordele inhou, soos die verbetering van gesondheid, 'n sleutelaspek vir gesondheidstatus. Rekreasie is ook 'n sleutel tot gebalanseerde menslike ontwikkeling (in die voorsiening van lewensvaardighede soos motoriese vaardighede, sosiale vaardighede, kunsvaardighede). Rekreasie verbeter die kwaliteit van lewe en skep 'n gevoel van agting, dit verminder self-vernietigende en anti-sosiale gedrag (n teenvoeter vir rook, alkohol- en dwelmmisbruik, selfmoord en depressie). Rekreasie vorm sterk individue, families en gesonde gemeenskappe. Die koste van gesondheidsorgdienste, sosiale dienste, polisie en misdaadbekamping word verminder deur rekreasiedeelname. Rekreasie en parke is belangrike ekonomiese genereerders in gemeenskappe. Parke en oop ruimtes asook natuurlike areas is belangrik vir ekologiese oorlewing. Die doel van die studie was om rekreasiedienslewering deur plaaslike owerhede in die Noordwes-Provinsie te ondersoek.

'n Tweeledige navorsingstrategie is in die studie gevolg. De Vos (2005a:360) verwys daarna dat 'n kombinasie van kwalitatiewe en kwantitatiewe navorsingsmetodes in 'n enkele studie gebruik kan word. Beide kwalitatiewe en kwantitatiewe navorsingsmetodes is gebruik om data te versamel van 20 plaaslike owerhede in die Noordwes-Provinsie. Die teikengroep is geneem uit die vier distrikte (Dr Kenneth Kaunda, Dr Ruth Mompati, Dr Modiri Molema, en Bojanala distrikte). Personeel verantwoordelik vir die bestuur van rekreasievoorsiening in plaaslike owerhede in die Noordwes-Provinsie het die respondente verteenwoordig. Die tweeledige navorsingstrategie (kwalitatief en kwantitatief) het tot gevolg gehad dat respondente uit twee groepe bestaan het. Groep 1 het bestaan uit 20 personelede van plaaslike owerhede wat die kwantitatiewe vraelyste voltooi het. Groep 2 het bestaan uit 'n fokusgroep wat gevorm is deur 5 persone wat tydens die voltooiing van die vraelyste geïdentifiseer is. Die resultate van beide die kwalitatiewe en die fokusgroep navorsing het die geleentheid geskep dat rekreasie-spesialiste genader is om hul bydrae rakende rekreasiedienslewering deur plaaslike owerhede te lewer.

Die resultate van die vraelyste, fokusgroep en rekreasie spesialiste het op tekortkominge rakende strategieë ten opsigte van rekreasiedienslewering op provinsiale en plaaslike owerheidsvlakke gedui. Verder is daar ook gevind dat menslike hulpbronne wat verantwoordelik is vir rekreasiedienslewering, geen formele of praktiese ondervinding het in die allesomvattende voorsiening van rekreasiedienste nie. Beduidende verskille is ook gevind ten opsigte van beleidsaspekte rakende die finansiering, voorsiening van rekreasieprogramme, koördinasie, beplanning en implementering van rekreasieprogramme in plaaslike owerhede, verhuring van rekreasiefasiliteite, riglyne vir die aanstel en administrasie/ondersteuning en vir die gebruik van vrywilligers. Begrotings vir rekreasiedienslewering in plaaslike owerhede is baie beperk en dit bring teweeg dat baie min of geen finansiële steun aan rekreasieliggame gegee word en daar 'n groot leemte van voltydse personeel en die afwesigheid van vrywilligers is. Plaaslike owerhede beskik ook oor baie beperkte programme vir verskillende teikengroepe, insluitende die jeug, senior burgers, ens.

Uit die resultate blyk dit dat gekwalifiseerde menslike hulpbronne, gebrek aan rekreasiefasiliteite, onvoldoende fondse, nie-bestaande rekreasiebeleide en oneffektiewe rekreasieprogramme die groot faktore is wat rekreasiedienslewering in plaaslike owerhede in die Noord-wes provinsie affekteer. Gebaseer op die resultate van die studie, word daar aanbeveel dat menslike hulpbronne voorsien moet word van effektiewe opleiding soos indiensopleiding of deeltydse studies aan tersiêre instansies. Die plaaslike owerheid moet ook sorg vir die voorsiening van rekreasiefasiliteite en fondse, asook die ontwikkeling van effektiewe rekreasieprogramme wat bereikbaar is vir alle inwoners. 'n Interessante gevolgtrekking wat volg uit die resultate van beide die respondente en die rekreasie spesialiste is dat die gebrek aan koördinasie tussen rolspelers 'n beperkende effek op rekreasiedienslewering het. Daarom word daar aanbeveel dat goed geformuleerde koördinerende moet plaasvind om netwerking tussen rolspelers (insluitend Provinsiale Rekreasie-Raad (PROREC), te bewerkstellig ten einde rekreasiedienslewering in plaaslike owerhede te bespoedig. Verder word daar aanbeveel dat 'n SWOT-analise ten opsigte van rekreasiedienslewering deur plaaslike, provinsiale en nasionale owerhede onderneem word as 'n metode om rekreasiedienslewering effektief te implementeer. Die resultate van die studie skep die geleentheid vir verdere navorsing ten opsigte van rekreasiedienslewering, om resultate te ondersteun of te weerspreek.

Sleutelwoorde: Rekreasie, vryetydsdienslewering, plaaslike owerheid, voordele, Noordwes-Provinsie, rekreasiebestuur..

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CHAPTER 1

INTRODUCTION AND PROBLEM STATEMENT

- 1.1 INTRODUCTION
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1.1 INTRODUCTION

Ineffective recreation provision by local governments has become a critical phenomenon in South Africa. This, however, is not new, and part of the problem may lie in the historical perspective of recreation by local governments (Goslin, 2003:45). The main barrier to the development of recreation research seems to be the uninformed or partially informed attitude of decision-makers regarding the role and value of recreation in society (Goslin, 2003:45). The only form of recreation provision from the early 1900's until the 1950's by local governments was the development of parks and gardens (Lourens, 1998:3). Recent research regarding the provision of recreation in South Africa indicated that there is a low rate of participation in recreation due to lack of facilities, funding, health problems and lack of time (Fourie, 2006:118; Struwig, 2008:4). Similar findings were reported in a study done in Botswana in which lack of knowledge and skills of people, availability of time, interest, available income, activities and facilities were identified as problems (Sayed, 2003:4).

Human beings have a basic need for recreation, which can vary from watching television, knitting, reading, involvement in physical activities, gardening to hunting and taking a walk (Nembudani, 1997:65). Involvement in recreation activities gives greater meaning to individual and community life and contributes to the overall quality of life, personal growth, self-expression and escape from the daily routine, and it increases learning opportunities (Donnelly & Coakley, 2002:9). The Ontario Council of Agencies Serving Immigrants (2005:4-5) accentuates that recreation plays an important role in the social well-being of people by providing them with a sense of identity and personal autonomy. Research has provided overwhelming scientific evidence on the health, social, emotional and psychological benefits of engaging in sufficient, regular physical activities (Frantz *et al.*, 2003:202; Travill, 2003:221; Young & Potgieter 2003:97; Driver, 2006:6 and Hall, 2005:8).

1.2 PROBLEM STATEMENT

After changes in the democratic and political landscape in South Africa in 1994, problems facing recreation service delivery at local government level still exist and are increasing due to social needs and changes facing the people of today. Statistics in the South African Survey 2006/2007 (Cronjé *et al.*, 2007) indicate that some communities are faced with a high rate of poverty, unemployment, HIV and AIDS, crime, alcohol and drug abuse. Fourie (2006,118), indicates that despite the lack of recreation facilities and programmes, most South Africans still want to participate in these activities.

Despite the positive outcomes associated with participation in recreation activities, not even the regulations in the White Paper on Local Government (1998) and the White Paper on Sport and Recreation (2002) could make an impact on the provision of recreation facilities. The Constitution of the Republic of South Africa (108 of 1996), which is the highest law, states that everyone has the right to a safe and healthy environment. The White Paper on Local Government (1998:17) further regulates that local government must ensure the provision of services to communities in a sustainable manner in order to promote social and economic development. Delivering recreation services is therefore mandated (Constitution of Republic of South Africa, 108 of 1996; White Paper on Local Government, 1998:17) and is not an optional task at governmental levels. According to the White Paper on Sport and Recreation (2002: 4), recreation is a function of all three levels of government, namely national, provincial and local.

As mentioned above, recreation service delivery is an important part of community life, and the role of local governments in this regard is mandated by the White Paper on Local Government of (1998) and the White Paper on Sport and Recreation (2002:2). Scholtz *et al.* (1996:58)

further recommend the following hierarchical functions for the provision of comprehensive recreation services within local government as formulating a mission, objectives and policy for recreation provision, communicating with local communities regarding the provision of recreation resources and services, providing, maintaining and managing recreation facilities by utilising well-trained staff, facilitating a liaison mechanism between the local authority and the community to address recreation and preferences, harnessing appropriate incentives to promote recreation provision in the community, providing comprehensive and varied recreation programmes for the local community by utilising appropriately trained recreation personnel.

In addition, the White Paper on Sport and Recreation (2002:4) states that local governments are in direct contact with services and that their functions are to: develop a policy framework for the governance of recreation at local level that is in harmony with the national sport and recreation policy in essence, policy development at local level, implementation of recreation policy, funding of its principal agencies such as clubs and individuals, creating facilities for local and provincial usage by making recreation accessible and available to all people, establishing the necessary infrastructure required for the delivery of recreation, ensuring that programmes exist that contribute to the development of the human resources potential in recreation; and establishing networking in respect of international agreements.

This means that local government has direct responsibilities with regard to planning and implementing recreation services. Sixteen years into the new democracy, most local governments have still not adhered to the requirements of the White Paper on Sport and Recreation (2002:4) because of other socio-economic needs and priorities. More attention is given to social services, health services and education services (Naidoo, 2005:1). Naidoo (2005:1) mentions that year after year, funding for recreation is given very little consideration, with no substantial defence or budget cuts, less government support and an increased public demand for more basic services. How these services will be provided, will depend on factors inherent in the total management of recreation by local government (Goslin, 1989:1), including aspects such as policy issues, maintenance and provision of facilities, human resources, funding and providing recreation programmes. International studies regarding policies on recreation in USA (California State Parks, 2005:2-7) and Ireland (Wicklow County, 2004:5-6) address similar focus areas such as the need to build and upgrade facilities, participation in activities, funding of programmes and training of manpower. From the above it can be deduced that local governments in these countries are also directly responsible for the delivery of recreation in the same manner as in South Africa.

Problems pertaining to recreation service delivery such as policies, the provision of recreation facilities, programming, financing and human resources still exist at local government level. The incapability of decision-makers to understand the value of recreation leads to insignificant recreation provision (Lourens, 1998:170). According to Goslin (2003:45), decision-makers' understanding of the role and value of recreation is still lacking. The problems facing local governments will be discussed briefly with the aim of providing an overview of the extent of the problem that this study intends to research.

One of the problems local governments experience is the uncertainty concerning their approach to recreation service delivery as well as their specific duties, which boils down to a lack of or insufficient policies. Singh and Burnett (2003:78) identify confusion regarding roles and functions of local government in the implementation of policies. Naidoo (2005:2) indicates a lack of recreation policies as a major problem for local governments.

After 1994, the White Paper on Sport and Recreation (2002:3) identified the shortcomings in the South African recreation system such as the need for a national recreation body, provincial recreation structures and serious lack of insight into the problem of participation by the majority of our country's people in physical activity. It also identified a lack of resources needed for ensuring involvement in physical activity.

The Constitution of the Republic of South Africa (1996:7) states that everyone has the right to a safe and healthy environment. Local governments must develop a policy framework for the governance of recreation at local level that is in concert with the national and provincial sport and recreation policy and must make recreation accessible to all people in the local area (White Paper on Sport and Recreation of 2002:3).

Problems regarding recreation facilities include the development of parks and open spaces, maintenance of existing facilities and non-racial usage of facilities. Local governments have not been ignorant to the provision of parks and recreation, and the largest contribution was the creation of a strong facility infrastructure for recreation (Meyer, 1997:17). According to Scholtz and Meyer (1990:113), it should be the aim of local governments to provide sufficient facilities that are accessible to everybody and can serve as multipurpose facilities. Singh and Burnett (2003:86) indicate a serious lack of facility planning by local government. Local governments are faced with increasing demands for the provision of public amenities, and one of these is for recreational facilities (Nembudani, 1997:63-65). According to the White Paper on Sport and

Recreation (2002:8), the challenge in the provision of facilities includes the shortage and the location of facilities because they are just not where the majority of the people are living.

The North West Province and South Africa are not facing this problem alone. Research across Canada indicates the recreation and parks infrastructure gap as a national issue with two main components: inadequate capital maintenance and replacement of existing infrastructure; and the need for more and different infrastructure to meet new needs (ARPA, 2001:9; ARPA, 2006:2; PRO, 2006:3-4). Among the impacts of inadequate capital funding and ageing facilities are: deteriorating facilities, sub-optimal functioning and operation of recreation facilities and reduced use and satisfaction due to a growing discrepancy between facility design and current recreation participation trends, at a time when all governments recognise the health benefits of active living (ARPA, 2001:9; ARPA, 2006:1; PRO, 2006:3-4).

Human resources play a significant role in providing recreation services. Scholtz and Meyer, (1990:127) point out that the provision of recreation facilities alone is not enough, and that there is a growing demand for professionally trained people to develop a variety of recreation programmes in a sustainable manner. The historical roots of recreation provision in local government departments of parks and open spaces may have contributed to this problem, since the people who first were responsible for recreation were gardeners and landscape architects and not trained recreation professionals (Lourens, 1998:3). This creates a need for well-trained, equipped recreation personnel in local governments. Skilled managers and resources are needed to manage facilities in a sustainable manner. Education and training in recreation through local governments will improve skills development and the profession in the field of recreation (Chuene, 2005:5; Goslin & Goslin, 2002:386; Mkhonto, 2005:12; Mothilal, 1999:5; Tshabangu & Coopoo, 2001:27-36; Weimers, 2000:72). Once again, this challenge is not only facing the North West Province and South Africa. According to ARPA (2001:10), ARPA (2006:5) and PRO (2006:2), human resources are vital when planning and implementing recreation programmes. Each community needs key people skilled at designing, providing and leading recreation activities and those individuals include municipal staff, other service providers, the private sector and volunteers (ARPA, 2006:5). According to the National Recreation statement of Alberta, "Municipal governments are closest to the people; they are likely to respond more flexibly, more quickly and more effectively to the needs of the community in matters of recreation and for this reason the municipality is the primary public supplier and facilitator of direct recreation services" (ARPA; 2006:2).

Financing recreation services in local governments is also a challenge. Historically, the low income from departments of recreation in local governments versus departments of electricity and sanitation led to the belief that recreation is not valuable (Lourens, 1998:170). This contributed to small budgets towards recreation, which is still evident today. Limited government support for recreation is an international trend, as indicated by Naidoo (2005:1). The problem of financing recreation services in local government seems to be multifold, namely to secure funding, dividing funding between capital and operational budgets and thirdly, managing operational budgets. In Canada, it was indicated that large and small municipalities urgently need a sustained allocation of funds to address pressing health and recreation development needs and strategically plan future expenditures. The struggle to provide quality public recreation services is compounded not only by growing populations, expanding boundaries, escalating costs and rising expectations from citizens, but by sharply diminished transfer income and limited options for alternative funding (ARPA, 2006:12). Therefore the situation is the same in North West Province and the rest of South Africa.

Finally, providing recreation programmes in socially challenged communities still remains a problem facing local governments. In South Africa, recreation services must be provided in relation to the needs and interests of people rather than providing activities people need to accept or otherwise go unserved (Singh, 1990:39). In comparison with Alberta municipalities, it has been mentioned that people need accessible activities located close to where they live and work. Research shows that people who take part in recreation are physically healthier than those who do not: that active living is a key to balanced human development, which intends reducing the need for costly crisis intervention (ARPA, 2006:5). Therefore providing recreation programmes is critical to the overall development of mankind. The situation regarding the current recreation needs and service delivery by local governments in the North West Province is unknown. From the above it can be argued that there is still uncertainty among local governments as to their role of being recreation service providers. The study is planned to answer the following research questions:

1.3 RESEARCH QUESTIONS

- (1) What is the status of recreation service delivery in the North West province?
- (2) Is there any evidence of recreation service delivery?
- (3) What is the state of recreation affairs in relation to recreation policies, facilities, programmes, human resource and funding?

1.4 AIM OF THE STUDY

The aim of this study was to investigate recreation service delivery by local governments in the North West Province.

1.5 THE OBJECTIVES OF THE STUDY:

The study was based on the following objectives:

- (1) to evaluate the general status of recreation service delivery in the North West Province;
- (2) determine which recreation policies are available in the North West Province regarding the delivery of comprehensive services;
- (3) to determine the current status of recreation with regard to recreational facilities in the North West Province;
- (4) to determine the availability of recreation programs in the North West Province;
- (5) to determine the availability of human resources within the delivery of recreation services;
- (6) to analyse and evaluate the status of funding regarding recreation; and
- (7) to portray the view's of recreation specialists regarding recreation service delivery.

1.6 HYPOTHESES OF THE STUDY:

The study is based on the following hypotheses:

- (1) Recreation service delivery are ineffective in the North West Province;
- (2) Recreation policies are lacking in the North West Province;
- (3) Recreation facilities are insufficient;
- (4) Recreation programmes are lacking;
- (5) Human resources are lacking in the North West Province;
- (6) Funding for the delivery of recreation services is lacking;
- (7) Recreation specialists provided significant views regarding recreation service delivery.

1.7 SIGNIFICANCE OF THE STUDY

The significance of the study was to come up with suggestive possible solutions for recreation provision for local governments, and enable role-players to make strategic decisions based on the scientific findings of this research. In addition, the findings may further help the recreation

student and other stakeholders with scientific information regarding recreation provision for further research and strategic programme development and subsequent implementation.

1.8 LIMITATIONS OF THE STUDY

Research studies which focused on recreation services delivery in the North West province and notwithstanding South Africa as well as Africa are limited. There are numerous studies dealing with other matters related to recreation service delivery, which could not be found during the investigation in this study. Additionally, this study in line with its research aimed to investigate recreation service delivery by local governments in the North West Province. As such this study focused on the aspects affecting recreation service delivery in the North West Province, which are the central concern of the study. The findings of this study should be interpreted with these limitations in view.

1.9 DELIMITATION OF THE STUDY

The scope of the study covered certain aspects on the recreation service delivery in the North West Province by local governments with reference to other available reports and studies. It is against this background that the following aspects concerning policies, historical development of recreation as well as governance from national and provincial, recreation service delivery, human resources, financial resources, recreation programmes and recreation facilities were investigated. These aspects were thought to be useful in assessing the recreation service delivery in the North West Province.

1.9.1 North West Province

In terms of the Constitution of South Africa (Act 108 of 1996) the Republic of South Africa is divided into nine provinces, each with its own legislature, premier and provincial members of executive councils, the North West Province being one of the above provinces (GCIS, 1999:4). The North West Province is centrally located in the subcontinent, with direct road and rail links to all of the Southern African countries. Most economic activity is concentrated between Potchefstroom and Klerksdorp, Rustenburg and the Eastern Region, where more than 83,3% of the province's gross geographic product is produced. Forty-eight percent (48%) of the province's population live here.

1.10 AREA OF THE STUDY



Figure 1-1: Map of the North West Province (North West Province Map, 2010)

The province covers an area of 116 320km². Of the 3,6 million people in the North West Province, 65% live in the rural areas. In spite of its small population, it is estimated that 9% of all the poor people in the country live in the North West Province (GCIS, 1999:4). The unemployment rate is 24% (GCIS, 2008:18).

1.11 DEFINITION OF TERMS

The following definitions which are of importance for the purpose of this study are briefly described whilst related terms are discussed broadly in chapter 2:

Recreation is an activity of leisure, leisure being discretionary time (Thomas & Yukic, 1970; Wikipedia, 2011). The "need to do something for recreation" is an essential element of human biology and psychology (Bruce & Daniels, 1995). Recreational activities are often done for enjoyment, amusement, or pleasure and are considered to be "fun". The term *recreation* implies participation to be healthy refreshing mind and body.

For purposes of this study, **recreation** is defined as a guided process of voluntary participation in constructive leisure activities which contribute to the improvement of the total well-being of the individual and the people in the community (Scholtz *et al.*, 1996:2). Recreation service delivery therefore is defined as the need to provide opportunities for recreation experiences as a service to the relevant communities (Edginton *et al.*, 1998:7). Barnes *et al.* (1997:47) are of the

opinion that recreation service delivery must represent an approach that is highly dependent on citizen participation, particularly participation of citizens who are vulnerable, for example disabled people, youth at risk and elderly persons. Today the provision of recreation services for people can therefore be considered an essential part of community life.

1.11.1 Local government

Local governments are defined as political units or instrumentalities constituted by law (the peculiar or unique characteristics of which is their subordinate status to the central government) which have substantial control over local affairs and likewise have the power to tax (Nyalunga, 2006:1).

Local government has three essential characteristics: (1) a set of local authorities or institutions with a separate autonomy and a legal status distinct from that of the central government, (2) power of the autonomous local institutions to raise their own revenue and spend it on discharging their functions as assigned to them by the law, and (3) power of the local institutions to make decisions as responsible organs in their own right and not as an extension of the central administration (Rothchild, 1994:54). Generally, the laws for local government in South Africa provide for these essential characteristics (Nyalunga, 2006:1).

For the purpose of this study the concept of local government as applied to the South African situation refers to the lowest level of government, in essence municipalities (Nyalunga, 2006:1).

1.11.2 Service delivery

According to Nealer (2007:148), service delivery means the provision of public activities, benefits or satisfaction. Fox and Meyer as quoted by Nealer (2007:148) argue that services relate to the provision of both tangible goods and intangible services. According to Cloete (2000:9-11), service delivery is conceptualised as the implementation of specific types of policy objectives in the public sector with various degrees of success. Public service, in addition, is associated with government and it is assumed that government should be the provider of the public service.

According to Netswera (2005:35), local government should provide sufficient and indispensable municipal infrastructure, services and amenities of optimum quality. These new ways of looking

at service delivery require that the customers be the determinants of what is provided and of the quantity and quality thereof (Matibane, 2010:11). For the purpose of this study service delivery will be looked at in terms of recreation delivery.

1.12 STRUCTURE OF THE STUDY

Chapter 1: Introduction and problem statement.

In this chapter an overview of the whole study are provided. It included the problem statement, research question, aim, objectives and definitions.

Chapter 2: Recreation provision: A literature review

This chapter focused on recreation provision by defining and analysing leisure and recreation, discussing the benefits of recreation, concise historical perspective of recreation in South Africa, governance and structure of recreation, recreation provision by national department of sport and recreation, provincial department of sport and recreation and local governments. In addition recreation paradigms, trends, methods and strategies are discussed.

Chapter 3: Research and Methods

This chapter focused on the empirical research, which included research design, participants and the statistical data that were analysed from the questionnaires, focus group and specialist interviews.

Chapter 4: Results and discussions

This chapter provided the results and discussion of the research.

Chapter 5: Summary, conclusions and recommendations

CHAPTER 2

RECREATION PROVISION: A LITERATURE REVIEW

- 2.1 INTRODUCTION
- 2.2 LEISURE AND RECREATION: AN ANALYSIS
 - 2.2.1 The concept of leisure
 - 2.2.2 Concept of recreation
- 2.3 BENEFITS OF RECREATION
 - 2.3.1 Recreation is a key determinant of health status
 - 2.3.2 Recreation is a key to balanced human development
 - 2.3.3 Recreation is essential to quality of life and a sense of place
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 - 2.3.5 Recreation builds strong individuals, families and healthy communities
 - 2.3.6 Recreation reduces health care, the cost of social service and police or justice
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 - 2.4.1 Phase 1: development of recreation in South Africa during 1960-1979
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 - 2.4.4 Phase 4: Development of recreation in South Africa during 1994-2009
 - 2.4.5 Recreation service delivery systems and models
 - 2.4.6 Strategies for recreation service delivery
 - 2.4.7 Conclusion

2.1 INTRODUCTION

Recreation provision as a social institution has become an important and widely recognised form of service designed to meet significant physical, social and emotional needs of all community residents and their families (Kraus & Curtis: 1990:4). However, from the literature it is evident that recreation provision may be affected by changes in government leadership structures such as local government (Edginton *et al.*, 2004:502). Various changes have taken place in the delivery of recreation services due to changes in technology, socio-economics, politics, new opportunities and changes in family structures (Edginton *et al.*, 2004:502). According to Meyer (2001:4), current changes in technology, urbanisation, cultural diversity and related aspects in South Africa, have brought about that the demand for specialised recreation service delivery is growing.

The aim of this chapter was to analyse leisure and recreation as well as the benefits thereof in order to clarify the current situation of recreation provision on local government level. This was done by defining the concepts of leisure and recreation, and the benefits deriving from participation in recreational activities, serving as a motivation for providing recreation by local governments. The benefits of participation in recreation are discussed according to available literature emphasising the importance and the value of participation in recreation in order to form the foundation of comprehensive recreation service delivery. Recreation provision in South Africa is delivered by numerous stakeholders in partnership with national, provincial and local governments (White Paper on Sport and Recreation, 2002:4). This study, however, focused on recreation service delivery at local government level, with special reference to the North West Province. In addition the different methods of recreation service delivery as well as new trends and strategies were identified.

2.2 LEISURE AND RECREATION: AN ANALYSIS

2.2.1 The concept of leisure

Historically, leisure was often viewed as the opposite of labour. Leisure, or free time, is time spent away from business, work, and domestic chores. It is also the periods of time before or after necessary activities such as eating, sleeping and, where it is compulsory, education (Wikipedia, 2011). According to Priest (1999:15) leisure experience is defined by two criteria: a) is entered voluntarily and of free choice; and b) is intrinsically motivating in and of its own merit. Carter *et al.* (2003) highlighted the importance of leisure time experiences as one of major goal of therapeutic recreation, because significantly contributes to individual's quality of life. This

view was supported by Iso-Ahola who defined leisure objectively as time left over after work (as quoted by Saayman, 2002:16). Russell, (as quoted by Edginton *et al.*, 2006:39) views leisure as a discretionary time, free from work and life-maintenance activities. Additionally, Russell (2008:5) viewed leisure that it gives us wellness satisfaction, and a high quality of life. Discretionary time implies that individuals have choice, autonomy, and freedom to exercise their will to experience leisure (Edginton *et al.*, 2006:39). Edginton *et al.* (2004:6) also state that leisure can be viewed as an unobligated block of time—discretionary time or free time – when we are free to do what we choose. The concepts of time free from work, and freedom are also mentioned by Kraus (1997:4) which defines leisure as a concept of non-work time that may be used in ways of one's own choice. Because even leisure professionals do not agree on a definition for leisure, the basic concepts of leisure for the purpose of this study include views on leisure as a free time, recreational activity, attitude, life satisfaction and human development. For the purpose of this study leisure was used within the framework of recreation.

2.2.2 Concept of recreation

Recreation traditionally has been viewed as a form of human activity carried on in one's free time that is voluntarily chosen, pleasurable and which has socially redeeming qualities (More & Averill, 2003:3) McLean *et al.* (2008:40) provide one of the most complete analyses of the term recreation found in literature. According to them, over the past several decades most definitions of recreation include similar terms. They suggest that there is a logical consistency between and among most definitions. Analysis includes the following elements as consistent terms found in most definitions of recreation as, recreation is widely regarded as an activity in contrast to sheer idleness or complete rest, recreation may include an extremely wide range of activities, activities may be engaged in briefly or in a sustained way, for single episodes or throughout one's lifetime, recreation is voluntary and does not occur because of outside pressures, compulsory or obligatory, recreation activities are socially redeeming, wholesome, and contribute to the development of society, recreation has the potential for many desirable outcomes, and recreation takes place during one's free time, although it is not so much the activity that one pursues, but rather the reason for engaging in it (Mclean *et al.*, 2008:40).

These elements suggest a vast range of activities and that recreation involves activity as contrasted to idleness and that the activities may be pursued in short periods or may consume an individual's interest over an extended period of time (Edginton *et al.*, 2006:56). Participation in recreation must, however, result in constructive, positive, socially acceptable behaviour (Caldwell & Baldwin, 2004:312), and therefore, can be defined as the positive usage of one's leisure time (Saayman, 1993:11).

Today, recreation is seen not so much as free time or leisure time activity itself but as the experience that one undergoes while participating (Kraus, 1997:4). Emotional, social, creative, and cognitive experiences are all part of recreation and satisfying involvement is seen as contributing to full self-actualisation, reaching one's fullest potential as a human being (Kraus, 1997:4).

For the purpose of this study, the definition of Scholtz *et al.* (1996:2) who state that recreation is a guided process of voluntary participation in constructive leisure activities which contribute to the improvement of the total well-being of the individual and the people in the community will serve as the fundamental basis for this study. It is evident that participation in recreation is beneficial to individuals, therefore the next section focuses on the benefits of recreation.

2.3 BENEFITS OF RECREATION

A more suitable way to think of leisure and recreation is to see them as instruments in improving well-being, life satisfaction and quality of life for people (Russell & Jamieson, 2008:69). Recreation and leisure represent a vital aspect of life in modern society. All organised programmes in this field should be based on a positive and constructive set of values and goals (Kraus & Curtis: 1990:9). Although recreation can and should be "fun" and provide participants with pleasure and personal satisfaction, it should also be designed to contribute other important benefits to participants and communities (Kraus & Curtis, 1990:9), therefore influencing the way of recreation service delivery by local governments.

The purpose of discussing the benefits of recreation is to emphasise the importance of the recreation service delivery by local governments, as well as the contribution that recreation makes to benefit-based management (BBM). Adopting a benefit-based management (BBM) approach as a new management tool, recreation provision will impact positively on the participation of communities (Kraus, 2000:354). BBM is a technique that is important in the delivery of a comprehensive recreation provision. The beneficial outcome of recreation and leisure have become more widely documented and programmes to facilitate positive outcomes for participants in recreation activities are being more widely developed (Stein & Lee, 1995:53). The benefits approach to understanding and justifying leisure services has been a positive step in the field of recreation provision (Dustin *et al.*, 1999:32; Caldwell, 2005:9).

The benefits of recreation and leisure are discussed according to the ARPA Online Benefits DataBank and supported by relevant literature. According to ARPA, the benefits of recreation

are categorised as follows: recreation as the key to personal health; balanced human development; quality of life; reducing anti-social behaviour; building strong communities; reducing the cost of healthcare; reducing social service and justice costs; economic generators; and environmental and ecological survival.

2.3.1 Recreation is a key determinant of health status

With regard to recreation as a key determinant of health status, ARPA and other relevant reviewed literature stated numerous health benefits of recreation as follows:

2.3.1.1 Recreation helps people to live longer - adding up to two years to life expectancy (ARPA, 2010:1). It is evident from the literature that regular physical activity is associated with healthy aging. It positively affects functional capacity, mental health, fitness levels, the prevention and management of chronic diseases, and overall well-being (Healthy Aging and Wellness Working Group (2006:1). A positive relationship between green space and health affects the level of physical activity of all ages, while physical exercise promotes well-being and recovery from stress and behavioural or emotional disorders (Alves *et al.*, 2008:20; The Toronto Charter for Physical Activity, 2010).

2.3.1.2 Recreation prolongs independent living for seniors by compressing the disease and impairment period typically associated with aging - keeping seniors vital and involved in community life (ARPA, 2010:1). According to Patterson *et al.* (2007:69) an exercise programme can minimise declines, thus preventing older adults (age 65+ years) from crossing functional thresholds of inability. Recreation is a viable and valuable medium for mental restoration and includes benefits of restoring fatigues, improved mood, personal satisfaction, creative thinking and problem-solving abilities (Norling & Sibthorp, 2006:3). Exercise interventions have documented that older adults can adapt physiologically to exercise training, with gains in functional capacities (Paterson *et al.*, 2007:69; The Toronto Charter for Physical Activity, 2010).

2.3.1.3 Recreation significantly reduces the risk of coronary heart disease and stroke (ARPA, 2010:1). Recreation participation has numerous benefits and influences the cardiovascular, respiratory, musculoskeletal, metabolic and endocrine systems (Russell *et al.*, 2008:6). Regular participation in recreation has a great impact on the cardiovascular systems of participants and is associated with lower rates of heart disease and stroke. Combining strength training with aerobics training increases muscle mass, and muscular strength and endurance in individuals with congestive heart failure (Swank *et al.*, 2002:37; The Toronto Charter for Physical Activity, 2010).

2.3.1.4 Recreation combats osteoporosis (ARPA, 2010:1). In a research study by Hu *et al.* (2000:61-67), it was indicated that women benefit greatly in combating osteoporosis through increased physical activity. An active lifestyle maintains bone density and joint mobility which can add to the prevention of osteoporosis (Russel *et al.*, 2008:6). Recreation participation results in numerous physiological benefits including muscular strength, muscular endurance, body flexibility, bone structure and weight management (Benefits of Parks and Recreation: A Catalogue, 1992:25).

2.3.1.5 Recreation combats diabetes (ARPA, 2010:1). A report by Edmonton Sport Council (2003:1) indicated that increased physical activity has a tremendous impact on the development and course of diabetes and offers the greatest benefit in primary prevention of Type II diabetes. The long-term complications of diabetes, such as micro and macro-vascular disease and neuropathy, can be delayed or prevented with appropriate intervention, including lifestyle changes. Lifestyle change strategies that combine diet, physical activity and behaviour modification are effective treatments for improving diabetic outcomes (Plotnikoff, 2006:1).

2.3.1.6 Recreation has been shown to help in restoring health and preventing site specific cancers - particularly in the colon, breast and lungs (ARPA, 2010:1). It was clear from the research studies that physical activity is positively associated with lower risks of colon cancer and breast cancer and growing evidence of the association of a reduced risk for other cancers (Friedenreich, 2001:340; Canadian Fitness and Lifestyle Research Institute and Participation, 2009:1; The Toronto Charter for Physical Activity, 2010).

2.3.1.7 Recreation, fitness, sport, active living and parks reduce obesity resulting in many health benefits (ARPA, 2010:2). Physical inactivity has been found to contribute significantly to a number of health problems, including obesity, diabetes, cardiovascular disease, certain forms of cancer, and depression (Kipke *et al.*, 2007:1). There appears to be a number of biological explanations that may account for the influence of physical activity on health. These include improved body and blood compositions, improved functioning of the mechanisms that deal with glucose, fat, free radicals, and insulin and other hormones, and an improved overall immune function. In addition, improved balance control, mobility and flexibility have a role to play in the reduced risk of falls and fractures (Canadian Fitness and Lifestyle Research Institute and Participation (2009:1).

2.3.1.8 Recreation helps prevent arthritis and rehabilitate back problems affecting a high percentage of adults (ARPA, 2010:1). Arthritis is a general term describing over 100 different conditions that cause pain, stiffness and often inflammation in one or more joints.

Research findings showed that regular gentle exercise can improve an arthritic joint by nourishing the cartilage and easing stiffness (Better Health Channel, 2009:1). Recreation and physical activity benefits children and youth who suffer from a variety of physical ailments such as cystic fibrosis, congenital heart disease and juvenile rheumatoid arthritis (Edmonton Sport Council, 2003:1; The Toronto Charter for Physical Activity, 2010).

2.3.1.9 *Leisure activities and parks contribute to mental health* - reducing stress, reducing depression, and contributing to emotional, psychological and spiritual well-being (ARPA, 2010:2). Participation in recreation activities can have a positive effect on an individual's mood, stress and mental health (Norling & Sibthorp, 2006:1; The Toronto Charter for Physical Activity, 2010). According to Kraus (1998:68), participating in recreation activities relieves feelings of tension, fatigue and pressure and restores mental efficiency. Cordes and Ibrahim (2003:43) emphasise the fact that individuals escape from personal pressure through participation in leisure activity. Kraus (1998:68) and Hall (2005:4) also mentions that people suffering from tension, boredom, stress or frustration can use recreation activities to contribute to psychological well-being. Edginton *et al.* (2004:18) state that psychological benefits of recreation include better mental health and health maintenance, including wellness, stress management and prevention of reduced depression, anxiety and anger.

2.3.1.10 *Leisure activities and parks are proven therapeutic tools utilised in hospitals, clinics and communities everywhere in America* - helping to restore physical, mental and social capacities and abilities (ARPA, 2010:2). The primary purpose of hospital arts programming are to benefit patients specifically to be a part of their mental and emotional recovery (Caldwell, 2005:9; Americans for the Arts, 2007:1). From the above report it was clear that recreation participation contains important physiological benefits that cannot be denied, and contributes to the overall well-being of individuals and communities. The importance of recreation activities are therefore emphasised by this and adds to the needs that such activities must be provided in communities, placing more emphasis on recreation service delivery by local governments.

2.3.2 Recreation is a key to balanced human development

2.3.2.1 *Leisure activities and parks are essential to the holistic development* of children and youth (ARPA, 2010:2). It is indicated that children learn motor skills (physical) through play and they gain physical fitness and enhance overall health/well-being (ARPA, 2010:2). Recreation and dance has a positive effect on both physical fitness and psychological well-being (Quin *et al.*, 2007). In addition Cordes and Ibrahim, (2003:38) support the notion that

recreation is essential to a healthy course of growth and development, not only of bones and muscles but also of the heart and lungs.

2.3.2.2 *Leisure activities provide the opportunity for adults to develop their full and holistic potential* (ARPA, 2010:2). Recreational activities contribute to expanding knowledge, developing critical thinking and increasing competence in academic achievement (Provincial Play Coalition as quoted by OCASI, 4). In a society where life-long learning is essential—recreation, sport, arts and leisure learning provide exceptional opportunities and contribute to academic success (ARPA, 2010:2). Youth participation was linked to more positive relationships with one's peers and friends, higher self-esteem, a greater likelihood of performing better in school, increased future educational expectations, better health, decreased participation in negative behaviours such as drinking and smoking and lower levels of television viewing (Harman *et al.*, 2001:1; Carr, 2005:128). Recreation can serve as a vehicle for the transmission of knowledge, values and norms (Benefits of Parks and Recreation: A Catalogue, 1992:21). Cordes and Ibrahim (2003:46) add to this that participation in recreation activities can improve recall and recognition memory.

It was further indicated that parks, green space and natural environments have great spiritual meaning for many and provide a significant way of exploring our spirituality in places with nature (ARPA, 2010:2). Natural environments foster a state of reflection, enabling one to gain perspective on life, and create an awareness of one's surroundings (Deakin University, School of Health and Social Development, 2008:1). It is therefore evident that participation in recreation activities has psychologically benefits to individuals as well as communities. Apart from adding to a positive mind and lifestyle by reducing stress and depression, recreation activities also add to mental capabilities like critical thinking and memory retention.

2.3.3 Recreation is essential to quality of life and a sense of place

2.3.3.1 *Leisure activities build self-esteem and positive self-image* - foundations to personal quality of life (ARPA, 2010:2). Beauvais (2001) indicate that self-esteem, self-concept, acceptance by peers, self-empowerment and the positive impact on the development of cognitive functions, bring about less boredom and result in fewer school drop-outs. Involvement in cultural activities is typically assumed to be associated with personal development, e.g. increasing self-esteem and self-confidence, learning social skills, a sense of achievement, learning to exercise one's own ability to act (empowerment) or more simply extending oneself in new directions (Bramham *et al.*, 2002:1; Carr, 2005:130).

2.3.3.2 Leisure activities and parks enhance life satisfaction levels (ARPA, 2010:2). Reynolds, (2008:1) outlined that well-established leisure activities increases subjective well-being mainly by providing increased satisfaction in daily life, positive self-image, hope, and contact with the outside world (Reynolds, 2008:1). This is only one example of a recreation activity, though the outcomes are much the same for a variety of recreation activities.

2.3.3.3 Leisure activities and parks enhance perceived/actual quality of life and place/infrastructure - for individuals, families and communities (ARPA, 2010:2). Harper *et al.* (2009) indicate that participating in recreation is a key determinant of health status and quality of life. Leisure service organisations provide recreation programmes because they believe that leisure experiences have positive value in meeting significant human needs (Russell *et al.*, 2008:11).

2.3.3.4 Leisure activities nurture growth, acquisition of life skills, and independent living for those with a disability (ARPA, 2010:3). Therapeutic programmes can also play a critical role in helping participants develop the skills, support networks, and resources to decrease the activity limitations related to pain, depression, anxiety, sleeplessness and decreased vitality (Zabriskie, 2005:1).

From the above it is clear that participation in recreation activities definitely enhance the quality of life of people, even those with disabilities. This highlights the need for recreation programmes provided by local governments to meet the different needs of communities.

2.3.4 Recreation enhances the quality of life by reducing self-destructive and anti-social behaviour

2.3.4.1 Leisure activities and outdoor programmes reduce self-destructive behaviour and negative social activity in youth - an antidote to smoking, substance abuse, suicide, and depression (ARPA, 2010:3). Edginton *et al.* (1998:234) also emphasise that participation in recreation activities can reduce the consumption of alcohol and tobacco. Recreation opportunities provide positive lifestyle choices and alternatives to self-destructive behaviour (Benefits of parks and recreation: a catalogue, 1992:45).

2.3.4.2 Leisure activities and outdoor programmes reduce crime - particularly effective with juvenile delinquents (ARPA, 2010:3). According to Cooley (2003), involvement in arts, culture and recreation reduces crime, youth delinquency and anti-social behaviour.

2.3.4.3 Leisure activities and outdoor programmes can reduce racism - building understanding between diverse cultures (ARPA, 2010:3). Participation in recreation improves social networks and new friendships and creates stronger community identification and pride (Cooley, 2003). Leisure has the power to create equity among diverse people and build understanding between diverse cultures (ARPA, 2010:3).

2.3.4.4 Leisure activities and outdoor programmes reduce isolation, loneliness, and alienation (ARPA, 2010:3). The many benefits of leisure converge to create an all-around sense of well-being in people. Leisure is critical to the vitality of our neighbourhoods, towns, regions, states or provinces and the nations and the world (Russell *et al.*, 2008:6). The arts can have a positive impact on urban quality of life through health outcomes, social cohesion and urban revitalisation (Torjman, 2004:1).

2.3.5 Recreation builds strong individuals, families and healthy communities

2.3.5.1 Families that play together - stay together (ARPA, 2010:3). Through participation in recreation activities children and youth remain connected; families and couples that share leisure interests are more likely to stay together (Palmer *et al.*, 2007:438). When families engage in leisure that is planned for the purpose of achieving specific goals, families are also strengthened (Palmer *et al.*, 2007:438).

2.3.5.2 Leisure activities and outdoor programmes provide safe, developmental opportunities for the latch-key child (ARPA, 2010:3). Community engagement and feelings of community belonging are facilitated through opportunities for youth to participate outside of school in clubs, sports, music, the arts, volunteer activities and other community organisations and activities. Participation in extra-curricular activities and community youth organisations is associated with better self-reported health, higher perceived self-esteem and feelings of control (Cordes & Ibrahim, 2003; Canadian Population Health Initiative, 2005). Recreation programmes are usually provided with supervision and therefore adds the aspect of safety to these activities.

2.3.5.3 Environmental programmes produce leaders who serve their communities in many ways (ARPA, 2010:3). Leisure and recreation have been found to provide possibilities for individual growth and development, enhancement of family cohesion and community relations, and resistance and empowerment (Torjman, 2004:1). Recreation provides leadership opportunities that build strong communities and promotes ethnic and cultural harmony (Benefits of Parks and Recreation: A Catalogue, 1992:45).

2.3.5.4 Leisure activities and environmental programmes build social skills and stimulate participation in community life (ARPA, 2010:3). Cultural and creativity-based programmes offer an effective way to address social exclusion and community renewal. In addition to the fundamental role that public education can play in imparting critical creative skills, it is equally clear that cultural and creativity-based community programmes at the neighbourhood level are a primary tool for addressing social exclusion (Evans et al., 2006:1).

2.3.5.5 Leisure activities and parks are often the catalysts that build strong, self-sufficient and sustainable communities through sport groups, arts guides and adopt-a-park (ARPA, 2010:3). If the community is involved in recreation programmes, they feel included, and they will take responsibility for ensuring sustainability of their own areas (Benefits of Parks and Recreation: A Catalogue, 1992:46).

2.3.5.6 Arts and culture help people understand their neighbours, community, history, and environment (ARPA, 2010:3). Recreation can foster social change, for example educational attainment, social status and social mobility (Wankel & Berger, 1991).

2.3.5.7 Recreation, parks, sport, arts and culture build a sense of place, belonging and pride in a community, province or country (ARPA, 2010:3). Local parks and recreation services have a vital impact on community and social development (Harper *et al.*, 2009). Cultural projects are seen as leverage in deepening cultural development as a viable and transitional dimension of community resiliency as they animate the community, impact many individuals at once, and reinforce community identity and values (Runnals, 2007:1).

From the previous benefits (psychological and physiological) it is clear that recreation activities can improve the mental state as well as the health of individuals. More positive and healthy individuals will contribute to a better community. Recreation is a platform for social harmony, including socialisation, intergroup relations and community integration (Benefits of Parks and Recreation: A Catalogue, 1992:45).

2.3.6 Recreation reduces health care, the cost of social service and police or justice

2.3.6.1 Fitness and well-being reduce both the incidence and severity of illness and disability - lowering healthcare costs (ARPA, 2010:4). From previous health benefits discussed above, it is clear that recreation has definite health benefits, and therefore it reduces the cost related to treating health issues which is a result of inactivity. Health benefits appear to be

proportional to the amount of activity. Thus, every increase in activity adds some benefit (Gies, 2006:1).

2.3.6.2 *Leisure activities and parks programmes supports families* - reducing costs of social service intervention and foster care (ARPA, 2010:4). The ARPA (2010:4) stated that recreation plays an important role in the strengthening family, social and communities' values.

2.3.6.3 *Leisure activities and parks programmes reduce crime and social dysfunction* - reducing police, justice, and incarceration costs (ARPA, 2010:4). Participation in recreation activities can reduce vandalism and crime. This contributes positively to the reducing of law enforcement costs. The community cohesion benefit of people bonding together to save and improve their neighbourhood parks helps ward off antisocial problems that would otherwise cost the city more in police and fire protection, prisons, counselling, and rehabilitation (Harnik & Welle, 2009:1).

It is evident that participation in recreation definitely provides the opportunity to individuals to socialise. The benefits deriving from social interaction not only include better social relationships, stronger communities and happier people, but also include the potential that recreation participation can help to reduce anti-social behaviour like vandalism. This adds to the importance of providing recreation to communities.

2.3.7 Recreation as a significant economic generator in communities

2.3.7.1 *Recreation, sport, and fitness improve work performance* - increased productivity, decreased absenteeism, decreased staff turnover, reduced 'on the job' accidents (ARPA, 2010:4). As employers, businesses can adopt strategic measures to improve employee health and the socio-economic determinants of that health. By examining and working to improve those socio-economic determinants of health that affect productivity, costs, employee retention, and recruitment, employers may improve organisational performance and increase their profits (Munro, 2008:1). From the health benefits together with social benefits of recreation, one can derive at the conclusion that healthier, motivated people will lead to increased productivity.

2.3.7.2 *Leisure programmes, services and parks attract businesses to the community* - prime economic development and relocation magnets (ARPA, 2010:4). The presence of leisure facilities and programmes attracts businesses and industries to particular locales and these events have public relation value for corporations that support them (Russell, 1996:303).

2.3.7.3 Leisure programmes, services and parks are the attractions that draw tourism - the third largest and one of the fastest growing industries in the world today (ARPA, 2010:4). Recreation and park services are often the catalyst for tourism, a growing sector of economy that can create jobs, which are desperately needed in rural areas (Benefits of Parks and Recreation: A Catalogue, 1992:61). Reeder and Brown (2005:1) support the view that rural tourism and amenity-based development contribute to growth in *per capita* income and employment for communities within the locality.

2.3.7.4 Recreation, fitness, sport, arts, culture, parks and open spaces are significant employment generators on their own – providing many jobs (ARPA, 2010:4). Involvement in recreation activities may also directly increase the employment of potential participants through the provision of training opportunities such as coaching and umpiring accreditation (Beneforti & Cunningham, 2002:11).

2.3.7.5 Small investments in recreation, sport, arts, culture and parks often yield large economic returns - money generated by events, capital development, and provision of on-going services is spent several times in the community (the multiplier effect) (ARPA, 2010:4). According to Kraus (2000:6) recreation has become a major source of economic growth and employment throughout the world. According to Kraus (2000:6) in the 1980's government economic reports showed that leisure spending involved hundreds of billions of dollars each year and were responsible for millions of jobs. The tremendous economic benefits of leisure investments and expenditures have been well documented empirically, both in terms of how much people are willing to pay for leisure services and in terms of economic impact of actual expenditures (Driver, 2006:1). This reality has profound implications. Promoting leisure makes good economic sense as such the return is always greater than the outlay (Russell, 1996:303).

2.3.7.6 Parks and open spaces increase property value, and therefore tax revenue, on adjacent land - many developers are automatically including parkland, golf courses, as marketing features (ARPA, 2010:4). The real estate market consistently demonstrates that many people are willing to pay a larger amount for a property located close to a park than for a house that does not offer this amenity. The higher value of these residences means that their owners pay higher property taxes (Crompton, 2001:1).

2.3.7.7 Parks and open spaces are often the highest and best use of land as storm water retention areas - cheaper than sewer expansion (ARPA, 2010:4). The strategy of conserving parks and open space is not contrary to a community's economic health, but rather it is an integral part of it (Trust for Public Lands, 2007:1). Leisure programmes, services, parks

and green spaces can increase the income/profits for non-profit and private businesses and increase tax revenues for all three levels of government (ARPA, 2010:5).

From the above it is clear that recreation provision provide economic benefits to providers as well as participants. The importance of recreation as an economic opportunity must therefore not be denied, and the most must be made of the opportunity. Therefore local governments have to see recreation as a source of generating additional income, and thus be motivated to provide community-based recreation programmes.

2.3.8 Recreation is essential to well-being, environmental and ecological survival

2.3.8.1 *Green space protects habitat, biodiversity, environmental and ecological integrity* (ARPA, 2010:5). The public is often prepared to pay for environmental protection and rehabilitation in their communities, and to support parks and recreation organisations that play a leading role in that protection. Improving wild life habitats, protecting threatened species and enforcing better air and water quality have contributed significantly to environmental health. Many local recreation and park agencies have been encouraged to promote conservation education and mobilise citizens in volunteer efforts to improve natural environments (Kraus, 2000:18).

2.3.8.2 *Green space improves air quality - removing carbon dioxide, sulphur dioxide and other pollutants from the air* (ARPA, 2010:5). Trees are essential for good air quality because they produce oxygen for our air. Each healthy mature tree produces approximately 260 pounds of oxygen every year. Two trees can provide enough oxygen for a family of four. Forests and trees also provide improvements in air quality. They remove gaseous air pollution through leaf absorption, and intercept airborne particles by retaining the particles on their leaves (Wilson, 2008:1). Outdoor recreation, parks, green space and natural areas are some of the best approaches to environmental education and personal health and well-being - a key to overall long-term sustainability. Through the provision of parks, open spaces and protected natural environments, recreation can contribute to the environmental health of our communities. This is an essential, life-sustaining role (Benefits of Parks and Recreation: A Catalogue, 1992:75).

2.3.8.3 *Protecting land from development (as open space) mitigates potential environmental disaster* - flooding, slip zones, aquifer depletion and contributes to quality of life (ARPA, 2010:5). "Green infrastructure" is a smart solution to our conservation challenge because it seeks to plan land use and land conservation together in a way that is consistent

with natural environmental patterns (Walmsley, 2006:1). Trail and pathway systems enhance fitness, overall well-being, save energy and protect air quality by encouraging non-motorised transportation (ARPA, 2010:1). Public parks provide places for individuals to walk or jog, and many have specific facilities for sports, exercise, and other vigorous activities (Cohen *et al.*, 2007:1). Arts, culture and parks programmes or places are some of the best ways of expressing the spirituality of the land, thereby encouraging community building and stewardship ethics (ARPA, 2010:5). The experience of nature in urban environment is a source of positive feelings and beneficial services, which fulfil important immaterial and non-consumptive human needs (Chiesura, 2004:129).

2.3.8.4 Green infrastructure of parks, trails and open/natural areas are essential to overall good health, quality of life and well-being (ARPA, 2010:5). Planning for incorporation of parks and natural areas, or in other words, the “green infrastructure”, into all urban spaces is essential to our overall health and well-being (Chiesura, 2004:136).

2.3.9 Conclusion

From the above it is clear that recreation is important to the well-being of individuals. The perspective of recreation service delivery for this study will be strongly motivated by the benefits that can be derived from recreation. In addition, it is clear that regular participation in recreation plays an important role in the human development, self-destructive and anti-social behaviour, economic generators and ecological survival. It is also important for the method of service delivery to change to satisfy the needs of the consumers, and this will most definitely indicate some changes in the delivering of services by local governments. Balmer and Clerk (1997:10–11) and Kralt (2006:41) confirm these benefits of participation in recreation activities so as to assist the various fields of recreation to plan and deliver recreation programmes.

In the next section the historical overview of the recreation provision in South Africa was discussed.

2.4 RECREATION PROVISION IN SOUTH AFRICA: A CONCISE HISTORICAL PERSPECTIVE

The history of the provision of sport, recreation and park facilities at national and local authority governments are well documented. From the research document by Botha (1981:14), it seems that the provision of sport facilities originally was a priority before the provision of parks and recreation, for the local government of Ceres built a swimming pool in 1890 and the earliest

provision of municipal parks was in Pietermaritzburg in 1950. Although recreation service provision played a vital role in South Africa, a historical documentation of organised recreation provision from a service provision approach in the public sector is, however, lacking. Most local governments in South Africa only started to provide parks after 1930 (Botha, 1981:14). Recreation provision during the nineteenth century until 1950 originated from the establishment of parks and gardens (Lourens, 1998:3). The creation and maintenance of parks as a commodity for leisure and recreation, research and esthetical values continued to gain its growth even during the 1970-80's in South Africa (Botha, 1981:1), and hence beyond. According to Botha, (1981:14) and Lourens (1998:60) the first recreation facilities were actually sport facilities, and that led to the assumption that sport and recreation are one and the same concept.

According to Lourens (1998:4), history points to the basic fact that government was involved in recreation service delivery. The beginning of providing and maintaining municipal parks and facilities in South Africa was done on an *ad hoc* and incremental basis (Botha, 1981:3). Some of the larger local governments in South Africa such as Johannesburg, Pretoria, Durban and Cape Town have been involved in parks, sport and recreation provision for more than a hundred years (Lourens, 1998:1). The development of sporting facilities became a natural outcome of the utilisation of gardens by communities (Lourens, 1998:6). It must be highlighted that most of the gardens and parks were only for aesthetical value and not for active usage (Lourens, 1998:6). As early as 1901-1903, the provision and maintenance of parks and facilities were done by the engineering department of Johannesburg City Council (Meyer, 1988:66). The provision of parks, open spaces and sport facilities were done on a continual basis by the Johannesburg City council, and in 1966, they had control over three hundred parks, twenty swimming pools, twenty five community centres, sixty nine playing fields, 228 tennis courts, sixty bowling courts, one squash court, six "jukskei" courts, three golf courses, one zoo and three farms (Meyer, 1988:69). This shows that resource-orientated recreation provision was done on a continual basis, but the city of Johannesburg is actually the first council that initiated programmes and activities for parks, music and orchestra performances (Lourens, 1998:6). This was done as early as 1907, where "the conservatories in Joubertpark were a popular feature and together with the band performances, regularly attracted thousands of visitors to the park (Meyer, 1988:70). Some of the programmes that highlighted the tendency of community-based recreation provision, offered by the Johannesburg City Council, include organised "spele-programmes" play programmes during school vacations in 1945. They appointed six recreation leaders in 1946 to present "spele-programmes" during winter months and to give swimming lessons to children during school holidays (Meyer, 1988:71). In 1949 the assistant (recreation) was sent to Britain to do research on organisational and administrative systems of municipal recreation by various local authorities. Recreation programmes for school children were offered

each day, and swimming programmes under supervision (Meyer, 1988:72). There were a number of developments from 1949 to 1964, but the important factor is that, according to Meyer (1988:73), this development phase of community-based recreation provision was identified by the continual presentation of playground programmes, swimming classes, orchestra and ballet performances in parks, as well as by implementing recreation programmes at community centres. Meyer (1988:74-75) highlights the fact that within the structure and functioning of local governments, there need to be a more complete and efficient method of providing recreation, for the basic provision of facilities is not sufficient, and recreation programmes need to be implemented in order to create mass participation as well as a variety of programmes.

According to Meyer (2001:24), the development of recreation by local governments since 1960 as outlined in the Hoek-Report on Sport and Recreation can be divided into four stages, namely:

PHASE 1: 1960-1979. The main focuses of the report during this stage were the formation of the National Department of Sport and Recreation (1966) and the Hoek-Report (1978).

PHASE 2: 1980-1984. The Human Sciences Research Council (HSRC) research reports on Sport and Sport management in South Africa form the focus of this stage.

PHASE 3: 1985-1993. With regard to this stage a research study which could be found was the one done by the Institute for Leisure Studies at Potchefstroom University for CHE played an important role in this stage.

PHASE 4: Since 1994. The political change towards democracy in 1994 has led to the Reconstruction and Development Plan (1994) and the White Paper on Sport and Recreation (2002).

The development of the recreation provision in South Africa will be discussed according to the four stages identified above.

2.4.1 Phase 1: Development of recreation in South Africa during 1960-1979

2.4.1.1 Introduction

This is the phase in the history of recreation provision by National government in South Africa, which is shaped by two main occurrences. The first occurrence in this phase was the establishment of the Department of Sport and Recreation in South Africa in 1966 (Scholtz *et al.*, 1998:11). As an outcome of the establishment of the Department of Sport and Recreation, the first scientific research project on sport and recreation was commissioned, and is referred to as the Hoek Report of 1978. The discussion of this phase therefore focuses on the establishment of the Department of Sport and Recreation, as well as the impact thereof on the status of sport and recreation during this period. Trends in sport and recreation provision are highlighted by the findings of the Hoek Report of 1978 in order to provide a holistic view of recreation provision during this period.

2.4.1.2 Establishment of Department of Sport and Recreation

South Africa's first independent Department of Sport and Recreation was established and started functioning on 1 July 1966 (Scholtz *et al.*, 1998:11). The main goal of the Department was to develop sport and recreation in South Africa in order to promote the establishment of a strong and healthy nation (Meyer, 2001:24). The establishment of the Department of Sport and Recreation led to the mobilisation of human resources towards satisfying the recreation needs of communities. Furthermore, it was also the aim of the Department to manage sport and recreation in South Africa more efficiently (Meyer, 2001:25). The aims of the Department of Sport and Recreation were to render a service to the various sport associations; encourage activities which were aimed at the development of a strong and healthy nation and to grant subsidies for such activities; and make funds available to scientific research in the field of sport and recreation (Mchunu, 2008;19).

After the establishment of this department, between 1970 and 1980 a tripartite parliamentary system was established under apartheid laws. As a result of rationalisation, and changing government priorities, the independent Department of Sport and Recreation was downsized in April 1980 to the branch: Sport and Recreation Advancement within the Department of Education. In 1981 the name was again changed to the directorate: Sport and Recreation Advancement (Scholtz *et al.*, 1998:12). However as a result of the new dispensation, in 1994 the sport and recreation component was elevated to become an independent National department of sport and recreation or Sport Recreation South Africa until today. This development supported the need to focus on sport and recreation as required by section 5 of the Constitution of Republic of South Africa (1996).

2.4.1.3 The Hoek Report of 1978

In 1976, the Department of Education requested an all-inclusive national study on sport and recreation, and this resulted in the Hoek Report of 1978 (Scholtz *et al.*, 1998:12). The frame of reference and capacity of the Hoek Report (1978), not only limited the variance of political freedom, scientific independence and even the integrity of their findings, but also the final recommendations and strategies for implementation in coherence with the apartheid system (Scholtz *et al.*, 1998:12). The Hoek Report resulted in the total fragmentation of sport and recreation at national government level. It recommended that recreation provision by government be implemented in a decentralised manner by all government departments in relation to their primary functions (Hoek Report, 1978:267). Some of the findings of this research included the follow aspects, in any contemporary community, local governments should be the most important provider of both recreation facilities and recreation service delivery (Hoek *et al.*, 1978:267); local governments are passive towards accepting the responsibility to provide recreation facilities and services Hoek *et al.* (1978:267); and local governments have different ways in which they go about delivering recreation facilities and services, which stresses the need for a formal policy Hoek (1978:268).

Keeping the aims of the newly established Department of Sport and Recreation in mind, the Hoek Report of 1978 was the outflow thereof. From the results of the Hoek Report (1978), it is evident that problems facing local governments regarding sport and recreation provision in South Africa today, originated from this phase. This statement is also supported by Goslin (2003:45), who states that the problem of insufficient recreation provision lies in the historical perspective of recreation by local governments. Problems pertaining to recreation service delivery such as policies, the provision of recreation facilities, programming, financing and human resources still exist at local government level. The incapability of decision-makers to understand the value of recreation lead to insignificant recreation provision (Lourens, 1998:170).

Challenges pertaining to policy were that certain local governments did not have an independent department of parks and recreation. This function fell under a variety of departments, including the department of city engineering, the town secretariat, department of health, department of managerial services or even as a responsibility of the town clerk (Botha, 1981:18). The financing of parks and recreation facilities requires large sums of money, but it is evident that local governments spend a relatively small portion of their budgets on the development or maintenance of parks and recreation facilities (Botha, 1981:18). The establishment of the Department of Sport and Recreation led to the mobilisation of human

resources towards satisfying the recreation needs of communities (Meyer, 2001:25) but professionally trained human resources remain a problem.

2.4.1.4 Conclusion

It is noteworthy that at the end of this stage, the need for sport and recreation services was identified by the local governments, and in one way or another, they accepted responsibility to provide these services. After in-depth discussions with the administrators of national sports controlling bodies on 27 October 1979 the former minister of Education approached the Human Sciences Research Council with the request that an in-depth investigation into sport in South Africa be undertaken (HSRC, 1982:1). The HSRC Sport Report was completed on the 6th September 1982 and this will form the main focus of Phase 2.

2.4.2 Phase 2: Development of recreation in South Africa during 1980-1984

As mentioned above, the HSRC report of 1982 forms the primary basis for the discussion about the development of recreation provision in South Africa during 1980-1984. The Minister of National Education, Mr T N H Jansen, appointed professor Gert Scholtz of the Potchefstroom University for Christian Higher Education (currently the North-West University) as the director of the research, to investigate the provision of sport and recreation in South Africa (HSRC, 1982:1). The perspective of the HSRC report of 1982 radically differed from that of the Hoek Report (1978). The Hoek Report (1978) intended to be instrumental in dividing sport and recreation according to race, while the HSRC Report (1982) overtly and successfully strives to free sport and recreation from the bondage of those fundamental apartheid laws with direct relevance (Scholtz *et al.*, 1998:64). This phase mainly focused on the research with regard to sport and recreation provision by local governments and the subsequent final 21 HSRC reports. For the purpose of this study information regarding manpower (Report nr 11: Human resource), sports facilities (Report nr 10: Provision of facilities), and sports financing (Report nr 9: Financing in sport) are discussed in order to clarify the role of local governments.

2.4.2.1 Human resources/Manpower

With regard to human resources, training and research in this phase is mostly characterised by the passive delivery of parks and sport facilities by local governments (Botha, 1981:61 & Meyer, 2001:26). From 652 local authorities that were involved in the investigation including fourteen administration boards, 408 completed the questionnaire regarding the demand for the supply of manpower in essence 62.6%. The rest indicated that the questionnaire was not applicable to

them and this was interpreted as their being either in no way involved or only involved in a very limited way in sport provision. The very fact that almost 37% of the local authorities were not involved in aspects of the provision of manpower for sport explains why local sport clubs struggle to achieve success (HSRC, 1982:68). For the staff offering services to sport and recreation in local authorities, only 152 (23.3%) of the total number of 652 surveyed, furnished information—mainly the larger local authorities. From this it would appear that almost 74% gave preference to either a diploma course (47.3%) or a degree (27.0%). A total of 32.4% indicated the need for matriculation and 13.8% for a lower standard of education. The implication of this is that only about 17% of all local authorities in South Africa gave preference to candidates with post-matriculation training, (HSRC, 1982:70). Only 21 (3.22%) of the 652 local authorities indicated that they had a need for full-time trained manpower to deal with sport and recreational services. Of the total of 652 authorities, 7.1% had some small need, 10.0% a reasonable need, 8.7% a definite need and 6.3% a very urgent need—this gives an indication of the relatively low value attached to trained manpower (HSRC, 1982:70). Only 85 local authorities (13.0%) indicated that they could appoint trained personnel if available, 72 (11.0%) would consider it, while 12 (1.8%) would consider part-time appointments. It isn't known how many persons would be appointed by each of the authorities, the figure could possibly be in the region of 100 (HSRC, 1982: 70). The above results not only show that local governments did not value higher education levels as a necessity for providing sport and recreation services, seen from the perspective that only facilities were provided. From the reviewed report is clear that majority of personnel did lack proper educational training thus the lack of planning of recreation programmes as such requires attention.

From the findings, it appears that there is room for persuading the local authorities of the need to use professionally trained staff in the provision of sports and recreational facilities (HSRC, 1982:70). This comes to the fore when the current practices and priorities regarding services rendered to sport and recreation, and what has been identified as critical requirements in this connection, are considered. Local authorities, in considering current practices as well as future planning, gave a high to very high priority (75%) to the development, maintenance and care of sports facilities. For parks the priority ranking was in the order of 50% -- high to very high (HSRC, 1982:70). A relatively lower priority was accorded to the rendering of services in terms of sport and recreation (other than facilities and maintenance) directly to the public – the priority rating here was in the order of 55%,-high to very high (HSRC, 1982:70).

Rendering services to sport and recreation is therefore aimed at the provision of the basic requirements and this can be illustrated by the following findings (HSRC, 1982:70). Local authorities were asked to indicate their manpower requirements for the execution of a variety of

functions concerning sports provision. The need profile as regards additional manpower, revolves as follows around the key functions for sports provision, maintenance of sports facilities (86.5%), administrative/organisational (8.3%), visiting coaches/instructors (2.4%), attendance of courses on sport (1.3%), coaching and training (1.0%), transport of sportsmen (0.2 %), other services (0.2%), and refreshment services (0.1%).

In view of the particular emphasis of the existing requirements it would appear that local authorities were scarcely in a position to execute basic functions regarding the maintenance and care of sports facilities, let alone providing for the more sophisticated requirements. This explains the many deficiencies in sports provisions by the authorities (HSRC, 1982:68). The HSRC-Sport research (HSRC, 1982:48) indicated that almost 88% of all local governments did not have any professionally trained recreationists on a full-time basis to provide recreation services. Results also show that 75% of all local governments gave priority to the development and maintenance of sport and recreation facilities, and that almost 84% of the total labour spent on recreation went towards maintenance and not recreation service delivery (Meyer, 2001:27).

The Hoek Report (1978) and HSRC research (1982) reports both found that the absence of professionally trained recreationists indicate that local governments were of the opinion that the provision of recreation and leisure programmes was the responsibility of the communities (Meyer, 2001:27). According to Meyer (1997:22), local governments are unclear about the functions and their involvement in sport and recreation provision.

2.4.2.2 Sport and Recreation facilities

In relation to sport and recreation facilities, one of the most critical problems concerning sport in South Africa centres on sport facilities. This problem involves not only the provision of amenities, but also their financing and quality, as well as their accessibility, utilisation and management. Many of the existing facilities come from an era when big sport that attracts many people was not often practiced. From the Human Science Research Council it was stated that a number of these facilities were either too small or a risk-creating frustration, conflict and even violence, which is in direct contrast with the true objectives of sport (HSRC, 1982:87).

Local authorities, regarded as the single most important group of suppliers, had a shortage of about 49, 2% inadequate provision of sports facilities when measured against the existing facility infrastructure (HSRC, 1982:87). According to HSRC (1982:87), the corresponding figure for universities, technikons and colleges was 37,3%, for high schools it is 87.5%, for primary

schools 83.9% and for the South African Defence Force is 72.5%. In terms of physical numbers there is at present a shortage of 10 854 facilities of a divergent nature (HSRC1982:87). The requirements at schools represent 46.7% of the requirements and that of local authorities is 42.1%. The lack of facilities for the individual types of sport in certain instances assumed crisis proportions and this is reflected in figures of up to 150%. The most critical requirements regarding facilities experienced were tennis (1 932), rugby (1 119), soccer (990), cricket (645), athletics (482) and squash (304).

In total, the capital requirements for sport at present amount to R1 431, 7 million. The capital requirements for schools alone amount to R738.1 million (51.5% of the total). In this respect it must be noted that 22.8% of the schools that were involved in the investigation are found to have no sports facilities, while only 40% had athletic tracks. The total requirement of schools for tennis courts alone is 794. All this reflects only the broad pattern of provision and does not distinguish qualitative aspects, while it must be mentioned that considerable qualitative differences do exist in respect of sports facilities.

From this phase it was clear that the provisions of recreation facilities are at limbo. If the accessibility of facilities in terms of distance, as well as in terms of administrative limitations for the different population groups, is also taken into consideration, then the real inadequacy of the current dispensation becomes clear (HSRC, 1982:88). This is still one of the problems that local government is faced within the 21st century.

2.4.2.3 Finance

The HSRC-Sport report on financing found that most of the problems hampering effective sports practices revolved around the lack of adequate funds. A conservative approach was adopted when calculating the income and expenditure of private households, sports bodies and the private business sector, and the authorities. It was felt that the relative positions of the authorities as the sports financiers was over emphasised and that of the former groups consequently under emphasised (HSRC, 1982:95).

In terms of the sport expenditure and sources of finance, the total nett expenditure on sport in South Africa amounted to R 571 million, or 1.4% of the nett national income in 1979/80. Of this amount R460.8 million, or 80.7% was nett current expenditure and R110.2 million or 19.3% capital expenditure. Private households (54,6%) were by far the most important spenders, followed by sports bodies (27.0%), the authorities (8.1%), the private sector (7.9%) and teaching

institutions (2.4%). In contrast, sports clubs (37.5%) were responsible for the highest expenditure on capital items. This was followed by the authorities with 32.1%, the private business sector (16.9%) and teaching institutions (13.5%), while private households incurred no expenditure on capital items. In terms of the total nett expenditure on sport, private households were the most important sector (44,1%), followed by sports bodies (29,0%), the authorities (12.8%), teaching institutions (9.0%) and the private business sector (5.1%) (HSRC.1982:95).

An analysis of sports expenditure according to each sector did not indicate the sources of financing. From this it appears that private households were the most important contributors to sports financing being responsible for almost half of it in 1979/80. This contribution comprised pocket expenses for participants, officials, teachers promoting sport at schools, and scholars, and it was also made up of sponsorships and donations by the public. Sports bodies followed with a share of 18.3%, which represented only the income generated by the bodies themselves through affiliation and membership fees, the income for sports events and hiring out the profits for business activities. The private sector (15.6%) and the Government (15.4%) occupied almost the same position while teaching institutions had only a 2.2% share (HSRC, 1982:95). During 1979/80 the national Government spent 0.26% of its total budget on sport, provincial authorities 0.53% and local authorities 2.95% (HSRC, 1982:95). This result of the total spending of the different government tiers showed that sport and recreation is not a priority. Most of the problems facing local governments regarding sport and recreation can be traced back to these results. It is not only the lack of funds that results from this, but also incompetent human resources and lack of specialised programmes that can address the needs of the local communities.

As mentioned above, sport and recreation is not a top priority for any of the three levels of government and therefore time and resources spent on policies is not adequate. A need for national objectives regarding the provision of sport, parks and recreation for local governments was indicated by Scholtz (1985:11), as well as the HSRC-Sport research (1982) and the Institute for Parks Administration. The above-mentioned literature also stated that these national objectives must be philosophically accountable, scientifically based and in accordance with the South African situation (Scholtz, 1985:11). From the results of HSRC-Sport research (1982), it seems that there were several problems that need to be addressed by these national objectives. During this phase of the South African history, these national objectives had to address problems such as racial relations in sport and recreation, financing, resources, facilities, manpower and training, distribution and preservation of historical material, research, management aspects like promotion, communication, coordination, planning, organisation, management and statutory aspects (Scholtz, 1985:11).

The main findings regarding recreation service delivery of this phase between 1980-1984 by the HSRC-Sport research (1982), Hoek Report (1978), Scholtz (1985:115) and Meyer (2001:28) included, the need for nationally defined objectives regarding recreation provision by local governments was identified, volunteers assisted in the delivery of recreation service delivery in local communities, most local governments did not have professionally trained recreation professionals, the qualifications requirements for recreation professionals to work in local governments were not very high, human resources were mainly used towards the maintenance of park and sport facilities, and the total spending of the different government tiers showed that sport and recreation was not a priority.

The lack of facilities is not the only problem, but the real inadequacy of the accessibility of facilities in terms of distance, as well as in terms of administrative limitations for the different population groups adds to this situation as it can be traced by in the Group Area Act no 77 of 1957 (Group Area Act, 1957).

2.4.2.4 Conclusion

This phase was dominated by the reports of various research projects such as the HSRC-Sport research (1982), Hoek Report (1978). All these reports attempted to address the need for planning of recreation by government at all levels as an important aspect in improving the quality life of people.

2.4.3 Phase 3: Development of recreation in South Africa during 1985-1993

The involvement of local authorities in delivering recreation services, which include the provision of recreation programmes, was reported as a fairly new tendency with huge gaps (Meyer, 1988:29). A national survey was done on Recreation provision by local authorities of the RSA and SWA/Namibia in 1984, by the Institute for Leisure Studies at the Potchefstroom University for CHE. This national survey was done in order to establish the status of the quality of a variety of topics, including human resources, management and financial practices with regard to sport and recreation provision in local governments from the perspective of programme provision. The results of this survey form the basis of Phase 3 of the development of recreation in South Africa. This survey included White, Indian, Coloured and Black local governments at that time. In this section, firstly the availability of policies regarding sport and recreation provision is discussed. The status of finances, human resource, maintenance of parks, programmes and philosophy of provision with regard to sport and recreation are discussed.

2.4.3.1 Policies with regard to sport and recreation provision in local governments

Although local authorities are different, every local authority is supposed to have a provision policy regarding sport and recreation (Scholtz, 1985:16). These policies should concern the matters like financing, development and maintenance of facilities, human resources, community use of school facilities and multi-racial use of facilities (Scholtz, 1985:17). The following section focuses on the available financial, facilities and human resources policies regarding recreation provision.

2.4.3.2 Financial policies

The results of this literature study regarding financial policies show that out of 628 local authorities, 45.2% of the local governments did have formal financial policies regarding provision of parks, 38.2% regarding recreation provision and 41.2% regarding sport provision (Scholtz, 1985:17). This survey has found that 52.6% of the local authorities have no financial statistics regarding sport, parks and recreation spending (Scholtz, 1985:101). It must however be noted that due to complicated accounting systems, not all spending could be shown in this report, which was also found in the HSRC-report (Scholtz, 1985:102). According to Scholtz (1985:104), little has changed since 1980/81 regarding the sources of financing, and spending for sport, parks and recreation was mainly from the local authorities own resources. Own resources are built by tax, as well as levies on services imposed by local authorities. Scholtz (1985:106) used the guidelines for Financing in Sport, Parks and Recreation by Local Authority for RSA and SWA/Namibie: 1983/84. (Scholtz & Meyer, 1990:9) recommended that the following percentages of total gross income of local authorities should be budgeted for sport, parks and recreation:

Small local governments (less than 5000 residents) :	2%-5%
Middle-sized local governments (between 5000 and 30000 residents):	3%-7%
Large local governments (more than 30 000 residents):	4%-9%

This serves only as a guideline for local government spending regarding sport, parks and recreation.

From the research one tendency was obvious, and it was that in the provision of recreation there was hardly any national guidance due to the lack of common objectives which led to the

fact that the provision of recreation was a low priority and that recreation happens uncoordinated and unplanned nationally (Scholtz, 1985:11).

2.4.3.3 Human resources policies

The results of the HSRC Report (1982) regarding formal policies on human resources reflect that human resources were mainly for the provision and maintenance of resources like parks, resorts and sport facilities (Scholtz, 1985:19). This survey showed that 48.4% of the 628 local authorities did have a formal policy regarding human resources for parks, 36.8% for recreation and 34.9% for sport (Scholtz, 1985:19). From this it is evident that local authorities mainly accepted the responsibility for providing resources and only accept a supportive role in the provision of sport and recreation (Scholtz, 1985:19). Human resources in parks, sport and recreation provision are dominated in all categories by males (89%) with females far in the minority (11%), except for recreation officials and secretarial posts (Meyer, 1988:170). One of the main problems that local government still face today, is inadequate policy formulation (Goslin, 2003:43), which might stem from these two phases.

The main findings in the report by (Meyer, 1988:183) regarding human resource provision for sport and recreation was lack of human resources aimed at community-based recreation service delivery in local governments. It was indicated that only 1.2% of all human resources dedicated to sport and recreation were used for providing community-based recreation. These results show that the allocation of human resources regarding community-based recreation was dominated by resource-based provision (Meyer, 1988:183; Meyer, 2001:29). The human resource situation of parks, sport and recreation shows inadequate professional depth (Meyer, 1988:172). Shortages of human resources at top and middle level management were evident and this constitutes 90% of the shortages identified at top management level (Meyer, 1997:32). The ratio of top management to total human resources was 1:61, which shows that there needs to be more depth in the management structure of local governments (Meyer, 1988:172). Middle management consists of the following positions—senior recreation officers, senior horticulturists, senior swimming pool superintendents, sport officials, recreation officials, horticulturists and caretakers. Middle management constitutes 8% of total human resources (Meyer, 1988:172). It was found that with an increase in population numbers, there was a tendency that local governments hired more people that could provide recreation services. The focus of recreation also shifted towards more programme-oriented services than mere maintenance of facilities.

In a research study by Meyer (1997:31) shows that the problem surrounding the professional status of recreationists was never a focus point, and therefore needs attention. The status of professional recreationists was very low in local governments due to the uncertainty of how to apply these human resources (Meyer, 2001:29). Three levels of management were identified, where top management made up 1.6% of the total human resources, middle management (8%) and third level management which includes labourers and foremen made up 88% (Meyer, 1988:172). This result shows inadequate professional depth regarding trained human resources (Meyer, 1988:172). There was an absence of a qualification assessment pattern at first and second level for human resources with regard to recreation provision by local governments (Meyer, 1997:31). Human resources provision needs to take note that different population groups have different recreational needs (Meyer, 1997:32).

2.4.3.4 Policies for the provision, maintenance of parks and programmes

In the research study done by Meyer & Scholtz (1988:65) it become clear that the issues regarding availability of policies for provision, maintenance of parks and programmes are viewed as major contributing factors in recreation service delivery, as such warranted investigation. It was further indicated that resource-based provision was accepted as a function by most of the local governments, where the provision and maintenance of parks (73%), open spaces (72%) and public playgrounds (67%) were the three main categories. Other sources of provision like community centres and sport fields were provided in another way, and the tendency was that communities must provide for this need, partially or fully (Meyer & Scholtz, 1988:65). With regard to the provision and maintenance of community centres, 48% of the local governments accepted it as a responsibility, while 7% accept supportive responsibility (Meyer & Scholtz, 1988:65). The provision of funds and/or human resources for recreation programmes were regarded as a low priority by local governments, for 34% of these local governments did not have a formal policy.

However, 19% of these local governments accepted full responsibility for funding and human resources for the provision of recreation programmes, while 12% accepted a broad supportive function and 16% a limited supportive function (Meyer & Scholtz, 1988:65). More than half of the local authorities did have a formal policy regarding the provision and maintenance of parks (51.8%), while fewer local authorities have policies for recreation (43.5%) and sport (45.9%) provision and maintenance (Scholtz, 1985:18).

From these results it can be concluded that the provision and maintenance of parks at this stage in the history, was a higher priority than recreation and sport. The above is indicative of the normal development pattern that was followed by local governments with regard to provision of parks, recreation and sport, namely reserving open spaces for parks, recreation and sport, resource development, creation of facilities and the maintenance thereof. Most local governments did accept full responsibility for the above functions (Meyer & Scholtz, 1988:65). The next step in the process, namely the delivery of recreation programmes with skilled manpower to the community, are not accepted as a general function by most local governments (Meyer & Scholtz, 1988:65)

2.4.3.5 Philosophy of recreation provision

Modern life is almost unimaginable without people's involvement in sport and recreation activities. Involvement can take on different forms, including participation, spectators, officials, reading, communication and so forth (Scholtz, 1985:110). It is also important to note that the "play"-element of sport and recreation activities forms an integral part of every person, while physical activity and visible creation of new things are primary forms of communication (Scholtz, 1985:110). Due to phenomena like industrialisation, urbanisation, technology and many more, the need for sport and recreation increases, because people are now confined to small spaces and this places pressure on available facilities (Scholtz, 1985:110). Local governments cannot deny their responsibility towards communities, and therefore must adapt to the growing needs of urbanised communities. Resource-based recreation provisions only provide one need of the communities, and the functions of local governments must be broadened and developed to the direct involvement in sport and recreation as an activity (Scholtz, 1985:110). This requires a stimulating, initiative, coordinating and organising role with regard to sport and recreation provision. With all these changes, local governments are facing a new level of provision of sport and recreation, namely community-based provision (Scholtz, 1985:110). After a decade and half a research findings by Singh and Burnett (2003:88) alluded that the key to the entire mission and philosophy of the Department of Sport and Recreation, is the realisation that it is charged with the responsibility of providing a social service, and it should therefore work hand-in-glove with relevant stakeholders for mutual benefits. The same sentiments were also shared by Goslin (2003:41) who stated that providing recreation services to communities could never be the function or responsibility of a singly government agency. After careful studies from reports of HSRC-Sport research (1982), the Hoek Report (1978) and research of the Institute for Leisure Studies, Scholtz (1985:112) suggested the following national objectives for the provision of comprehensive recreation services. In order for local governments to overcome the challenges facing the needs of communities, the following objectives were identified by Scholtz (1985:112):

2.4.3.5.1 Objective 1

Local governments should aim to provide comprehensive sport and recreation activities, services and facilities, based on identified needs, to all members of local communities. These sport and recreation services should contribute to the education and development of communities through the advancement of social and racial relations, and to improve quality of life to serve the country and its people positively (Scholtz, 1985:112). In the provision of recreation the following principles and guidelines must be attended to, fundamental freedom of individual and groups in participation; the right of free association and choice; the quality of opportunity irrespective of colour, race, religion, sex or age; autonomy of sport and recreation boards; responsible maintenance protection and advancement of public interest; the common responsibility of local government, local communities and institutional, private business, sport and recreation bodies and private individuals; the complete and equal provision of resources, activities, services opportunities with regard to needs, demographics and geographic considerations; commonalities and diversity of local communities; and research as a prerequisite for provision and development (Scholtz, 1985:112).

2.4.3.5.2 Objective 2

A continuous and sufficient flow of funds for sport, parks and recreation services must be ensured (Scholtz, 1985:113). In order to implement the above objective, it was suggested that local governments should allocate the suggested percentage of their self-generated gross spending to sport and recreation. The principle of this objective is that all local governments should make a contribution to sport and recreation and that zero spending is not acceptable. Local governments should separate operational budgets from capital budgets and a uniform structure must be developed to report spending. Acceptance of national objectives should meet the needs of the various local communities (Scholtz, 1985:113). In The White Paper on Local Government of 1998 (The White Paper on Local Government, 1998:94), it was indicated that the choices about delivery options should be guided by clear criteria such as coverage, cost, quality and the socio-economic objectives of the municipality. It was further emphasised that the delivery mechanisms which municipalities can consider included the following options, building on existing capacity, cooperation, public-public partnerships, partnerships with CBOs and NGOs, contracting out, leases and concessions (public-private partnerships), and transfers of ownership (privatisation).

2.4.3.5.3 Objective 3

To provide facilities for sport and recreation that is accessible and affordable and as comprehensive as possible (Scholtz, 1985:113). The facilities should be provided according to the needs of communities and attempt to eradicate the shortage of facilities. The use and development of these facilities should not discriminate against race, age or gender. These facilities should be made available to provide opportunities for multi-racial and community usage and it must be multipurpose to be used for sport and cultural events (Scholtz, 1985:113). The existing school facilities are not accessible because in cities these facilities are compartmentalised instead of serving a general purpose. Resources for the development of facilities are sparse and ways must be considered to use school facilities to accommodate the general community (Scholtz, 1985:114).

2.4.3.5.4 Objective 4

To formulate uniform functions for local governments, with regard to the provision of sport, parks and recreation (Scholtz, 1985:114). Local governments have different functions regarding sport and recreation provision. Each local government provides for recreation in a different manner. Uniform functions must lead to comprehensive provision (Scholtz, 1985:114).

2.4.3.5.5 Objective 5

To contribute to community health, and fitness through sport and recreation and, physical exercise (Scholtz, 1985:114). It is been stated that Biokineticists among others may help in rendering professionally planned exercise training programmes (Scholtz, 1985:114). Furthermore, constructive involvement of recreation activity individually or as part of a community programme is viewed as an important components which may enhances mental health, social welfare and improves quality of life with positive effects on general health and well-being.

2.4.3.5.6 Objective 6

To maintain professional standard and status (Scholtz, 1985:115). During this period working in parks and recreation as an occupation was not yet well established in South Africa, of which over a period of time it become to e recognised as a profession. In this objective 6 it appeared that the uniformity in the naming of the post is required. The naming of posts differs from one

province to another and this makes human resource planning difficult. This also negatively affects the status of the occupation of people in sport parks and recreation (Scholtz, 1985:115).

2.4.3.5.7 Objective 7

To establish and implement a national programme for recreationists and horticulturists (Scholtz, 1985:115). The services of technikons, universities and occupational training organisations can be involved. Local governments can provide bursaries for students who want to study (Scholtz, 1985:115).

2.4.3.5.8 Objective 8

To establish greater awareness and sensitivity among local communities, the youth and general public regarding the place and value of constructive and creative recreational activities and programmes (Scholtz, 1985:115). There is a demand for a new and more realistic awareness of the impact and value of recreation. South Africans with their strong puritan heritage, their short experience in history of large urban communities and lack of information has the tendency to see leisure involvement and planning as less important (Scholtz, 1985:115). The variety of recreational activities in communities is limited because planned and developed recreational programmes are a personal choice. In large urban communities recreational planning and the development of comprehensive and varied recreational programmes is a task for professionally trained recreationists. A large availability of free time, increased levels of unemployment, large populations and urbanisation lead to change and more recreational need that must be addressed at a professional level (Scholtz, 1985:115).

2.4.3.6 Conclusion

The key tendencies that were identified in Phase 1, 2 and 3 of recreation development in South Africa included:

Phase One, was mainly characterised by the Hoek Report (1978) and the establishment of the Department of Sport and Recreation in South Africa. Towards the end of this stage, the need for sport and recreation services was identified by local governments, and in one way or another they accepted responsibility for providing these services.

Phase Two, was dominated by the HSRC Sport Research (1981) and these reports attempted to address the need for planning of recreation by government at all levels as an important aspect in improving the quality of people's lives.

Phase Three, was based on research done on recreation provision by local authorities of the RSA and SWA/Namibia in 1984, by the Institute for Leisure Studies at the Potchefstroom University for CHE. The main findings of this phase highlighted the same principles as the previous phases, but the growing needs of communities surpassed the mere provision of recreation facilities. Therefore provision of recreation services became more important in satisfying the ever-changing needs of the communities.

The first three phases of recreation development in South Africa can be seen as pre-apartheid phases, while phase four focuses on the change to democracy in South Africa in 1994, and are therefore viewed as the post-apartheid phase. The phase four development of recreation in South Africa brought about new direction due to the political landscape in the country. Phase four includes a new vision for government in recreation provision, and will be discussed in the next section.

2.4.4 Phase 4: Development of recreation in South Africa during 1994-2009

It needs to be stated that Phase 4 is a unique phase for the provision of recreation services, since it is the only phase during the period of democracy in South Africa. The Constitution of the Republic of South Africa, Act 108 of 1996, affirms the democratic values of human dignity, equality and freedom. In line with these constitutional imperatives the President of South Africa has assigned Sport and Recreation South Africa the powers and functions to develop and implement national policies and programmes regarding sport and recreation in the country. Sport and Recreation South Africa acknowledges that recreation is a national, provincial and local competence in accordance with section 5 of the Constitution of the Republic of South Africa, Act 108 of 1996. The advent of new government in 1994 influenced the change towards recreation provision and governance of recreation in South Africa. Important government actions in this phase regarding recreation provision by government include the Reconstruction and Development Program (RDP) (1994), South African National Recreation Council (SANREC) (1997), the White Paper on Sport and Recreation (2002) as well as the Mass Participation programme. This section will first provide background to the various projects and programmes that government initiated to provide recreation post 1994. Secondly, the structure and role of

government at national, provincial and local level will be emphasised. Thirdly the different models which can be adapted to provide recreation and the trends will be discussed.

2.4.4.1 Reconstruction and development programme (1994)

The African National Congress (ANC)-led government developed and introduced the Reconstruction and Development Plan. The Reconstruction and Development Plan was developed to address the inequalities of the past between black and white people in relation to poverty and degradation, underdeveloped areas without basic infrastructure, poor economy, poor living standards and skills (RDP, 1994:1). The main focus points identified in the RDP (1994:1) were to meet basic needs, develop human resources, building the economy, democratising the state and society. The RDP (1994:72) viewed sport and recreation as an integral part of its aim to establish a healthier society. The RDP states that sport and recreation should cut across all development programmes, and be accessible and affordable to all South Africans (GCIS, 1998:503). This statement is also supported by the Constitution of the Republic of South Africa, Act 108 of 1996, which guarantees the right of communities to enjoy their own culture and the right to a clean environment which is not detrimental to their health. The RDP of 1994 stated that overall responsibility for policy, provision and delivery of sport and recreation resides with the National Department of Sport and Recreation.

The RDP document formed the basis on which recreation could be provided in South Africa between 1994 and 1996. According to Meyer (2001:30), the RDP has brought about a paradigm shift towards the philosophy of recreation in that recreation could aid community development. The RDP also indicated a new type of involvement of local governments in relation to the provision of sport and recreation. Scholtz *et al.* (1996:5) and Meyer (2001:30) mention that recreation provision is a co-responsibility of provincial and local government as a part of their basic functions, as a consistent and binding responsibility that has to be fulfilled. In practice this implies that the necessary resources such as finance and appropriately trained manpower have to be provided to fulfil the broader defined function of recreation provision.

The Reconstruction and Development Program beefed up through the formation of an advisory board South African National Recreation Council (SANREC) in 1997 through the Ministry of Department of Sport and Recreation. In terms of future activities, the Department intended to form a Volunteer Programme for the purpose of providing recreation bodies with trained personnel and to create an umbrella body for the coordination of recreation activities country-

wide (Tshwete, 1997:1). It is therefore of major importance to give a brief account of the role of SANREC.

2.4.4.2 South African national recreation council (Sanrec 1997)

The recreation policy of the Department of Sport and Recreation (White paper on Sport and Recreation, 2002:3) gave advisory regarding the provision for the planning and implementation by means of the South African National Recreation Council, of research, recreation programmes and recreation service delivery to adjust to the recreation change in South Africa (Meyer, 2001:66). The primary task of this council was to create the necessary recreation structures at provincial and local level. The following are the functions of SANREC which give directions for adjustments that need to be made for recreation provision at local government level (White paper on Sport and Recreation, 2002:10): implementation of government policy on recreation; development and presentation of recreation activities which will include active play, regular physical activity and the full range of constructive leisure time pursuits; identifying and undertaking research programmes; identifying and certifying training programmes; attending and hosting conferences and symposia on recreation; representing its affiliates at national, continental and international forums; advising the minister on recreation policy; ensuring the existence of internal dispute handling mechanisms within its affiliates, prior to any involvement of the DSR; and refraining from acting in a way that could be interpreted as competing with the Ministerial initiatives.

The department of Sport and Recreation launched the South African National Games and Leisure Activities (SANGALA) in February 1996 to involve all South Africans in healthy recreational activities in the nation-building process. The SANGALA project consisted of the following (GCIS, 1999:528): community SANGALA aimed at the broad community without any differentiation in age or status; training SANGALA, specialising in the training of community recreation leaders; corporate SANGALA, aimed at middle and senior management in both private and public sectors; senior SANGALA, encouraging physical activity among senior citizens; street SANGALA, a life-skills project for homeless children; the Movers-in-Action projects are aimed at 3-6 year olds, providing them with small and large motor skills development recreational activities; and the RecRehab project rehabilitates youth and women in prisons. Despite the good intentions of SANREC it appeared that the council which had statutory powers had serious structural and functional problems. This led to the disbandment of SANREC (Hendricks, 2000:1, Recreation South Africa, 2000:7). Bam and Mene (2000:4), mentioned that the portfolio committee for sport and recreation had the following concerns about SANREC (Hendriks, 2000:1, Recreation South Africa, 2000:7): the composition of

SANREC; the role of the provincial recreation council (PROREC); the relationship between SANREC and local government; the relationship between SANREC and Recreation South Africa; the financial status of SANREC; the relationship between National Department of Sport and Recreation and SANREC; the involvement of rural communities in recreation programmes and projects; the sustainability of recreation programmes; and the relationship of SANREC and other national federations e.g. Recreation South Africa, Institute for Environment and Recreation Management and South African Forum for Outdoor Adventure.

The above concerns were brought forward in the meeting with the Minister of Sport and Recreation on 11 November 1999 (Sport and Recreation portfolio committee, 2000:2). The Minister of Sport and Recreation and the Department of Sport and Recreation initiated the Recreation Summit in which 160 stakeholders from local and provincial departments, community-based organisations and PRORECS attended the Summit on 10 March 2000 (Sport and Recreation portfolio committee, 2000:2).

According to Bam and Mene (2000:7) the Recreation Summit had the following recommendations to assist in the transformation of recreation: National workshops and coordination of recreation service delivery must be held; SANREC as the overall recreation authority in consultation with Department of Sport and Recreation must give serious attention to recreation structures, policies and projects; department of Sport and Recreation must determine the following regarding SANREC: Must SANREC be regarded as a priority project for the department?; Must it function as an independent structure that gets financial support from Department and which they get funds as stated in the White Paper for Sport and Recreation? Recreation provision must be scaled down to the provincial and local government level and SANREC will coordinate and manage recreation on provincial and local level; performance and evaluation of federations must be done and funded by Department of Sport and Recreation; communication networks must be developed between recreation service delivery structures; there must be collaboration between government structures and non-governmental structures; public awareness regarding the benefits of recreation and physical activities must be part of strategic plan that enhances mass participation; if members resign from SANREC this must not have negative impact on democratisation of recreation service delivery; financial accountability must maintained; all cultural historical documents must be preserved by SANREC; and a full-time administrator must be appointed to manage SANREC.

According to Bam and Mene (2000:5) the management of SANREC had the following concerns with regard to SANREC itself: lack of transparency and efficient management of SANREC; lack

of efficient procedures and policies regarding financial aspects; lack of accountability; poor communication between members of the management; lack of proper administrative infrastructure; absence of democratic procedures at meetings; too few council meetings; the Constitution of SANREC; and the President of SANREC and RECSA was the same person.

According to the above, the literature indicated that SANREC had good intentions to plan and implement recreation in South Africa but experienced problems in implementing their tasks. In this regard Bam and Mene (2000:7) mentioned that the problems of SANREC had a negative influence on the professionalisation of recreation.

In conclusion it became very clear that SANREC was unable to deliver recreation as expected by both the national Department of Sport and Recreation and the Portfolio for Sport and Recreation. The development of recreation in this phase was stalled by the inability of SANREC to address the portfolio for sport and recreation issues (Sport and Recreation Portfolio Committee, 2000:2).

2.4.4.3 White paper on sport and recreation

In order to provide recreation to all communities, the National Government as represented by the Ministry of Sport and Recreation developed a White Paper on Sport and Recreation in 1998. In 1998 the White Paper on Sport and Recreation was developed to provide a policy framework for sport and recreation in South Africa. The White Paper brought about a paradigm shift towards sport and recreation. This policy was the most important document changing recreation service delivery and was revised in 2002 and 2010 (draft which was found to be in progress). In order to implement the first phase of the policy framework, where the focus was on laying the foundation for mass participation in sport and recreation, the Department of Sport and Recreation identified eight priority areas in enhancing mass participation in sporting and recreation activities.

The first priority was to identify the roles and responsibilities of the various stakeholders in sport and recreation. The major stakeholder was identified as the Department of Sport and Recreation at both national and provincial levels. Other stakeholders included the National Sports Council, National Federations, local authorities, United School Sports Association of South Africa and the corporate sector (Frantz *et al.*, 2000:115). The second priority was the provision of funds for the upgrading of basic multi-purpose type facilities throughout the first phase within disadvantaged communities (Frantz *et al.*, 2000:116). The third priority focused on

the development of human resource potential for the effective running and administration of sport and recreation at all levels in South Africa. It was envisaged that volunteers would be recruited, trained, accredited and given recognition (Frantz *et al.*, 2000:116). The fourth priority was to motivate the community to develop active lifestyles and to channel those with talent for development in the competitive areas of sport. The fundamental objectives were to recruit and encourage youths and adults to participate in physical activities, motivate the populace to develop physically active lifestyles, and mobilise non-participants to participate in physical activities (Frantz *et al.*, 2000:116). The fifth priority was to develop a high performance programme geared towards the preparation of elite athletes for major competitions, while the sixth priority was to ensure that all sport and recreation bodies meet their affirmative objectives (Frantz *et al.*, 2000:116). The seventh priority was to develop a code of ethics for sport and recreation in South Africa, and the eighth priority was to develop an international relations policy in accordance with national government policy (Frantz *et al.*, 2000:116).

The primary focus of Priority Four had direct reference to recreation service provision. It described the key principles for the development of recreation service delivery and stipulated that recreation development must be demand-driven and community-based. Participation in recreation activities is a fundamental human right, must be based on equitable resource allocation and coordination effort and integrated development. Priority four of the White paper has recreation as a focus area along with sport development. Providing recreation opportunities is recognised as a vital prerequisite for sport and recreation development programmes. The key principle of recreation policy namely recreation development should be demand-driven and community based, recreation participation as a fundamental right, is stressed as in White Paper on Sport and Recreation (2002:10).

For the first time the White Paper on Sport and Recreation also gave due consideration to the shortcomings of previous uncoordinated and visionless recreation provision policies and activities (White Paper on Sport and Recreation, 2002:3). The governance and structure of recreation at all levels were included in the White paper of Sport and Recreation of (2002). Local government was given responsibility to provide recreation at local level as this level is in direct contact with the sites of delivery (the people). It appeared that the White Paper on Sport and Recreation (2002) have limitations in ensuring effective recreation service delivery since it was not having any binding capacity for its stakeholders (provinces, local authorities, national federations). As such, this implied that the national department of Sport and Recreation do not have any legal jurisdiction over the above mentioned stakeholders to ascertain the implementation of the strategies and priorities,

2.4.4.4 Mass participation programmes and research regarding recreation provision by local governments in North West Province

Local research concerning recreation provisioning in South Africa during this phase mainly included the mass participation programmes and research which was done in 1997 regarding recreation provision by local governments in the North West Province, by the Department of Recreation and Tourism of the Potchefstroom University (Meyer; 1997). The aim of this research was to establish the extent of recreation provision, and to identify shortages in order to create an effective provisioning system (Meyer, 1997:3-4). The mass participation research programme was discussed first in order to give a national perspective, while recreation provision in the North West Province was to provide a provincial perspective on recreation provision in this phase.

It appeared that in 2004, in response to the need for recreation, the National Department of Sport and Recreation commissioned a study of the impact of mass participation on social indicators. It was the intention of the study to make a difference in the reduction of chronic poverty evidenced by high rates of unemployment, criminality, drug and alcohol abuse, various manifestations of violence (public, domestic and gang-related), teenage pregnancies, HIV/ Aids and lack of resources (Burnett & Hollander, 2006:3). The objectives of the study were to: offer a situation analysis of the community profile in terms of social indicators that may be affected by sport and recreation; determine the expectations, needs, experiences and challenges of the different research participants (community leaders and members, coordinators and participants) as recipients of the programme; assess the monitoring and impact relating to the management and delivery of the programme; assess the impact of the programme on human and community development according to six indicator fields; identify and discuss best practices; and offer recommendations to Sport and Recreation South Africa in terms of service delivery and the implementation of the Programme.

According to Burnett and Hollander (2006:7) impact studies in the field of sport and recreation are relatively new, despite the global interest and need to assess the impact of various programmes and initiatives. The approach of the study was refined over the past nine years and utilised for impact assessment in mass participation.

According to Burnett and Hollander (2006:1) the National Mass Participation Programme named Siyadlala gave life to a National priority entrenched in the White Paper on Sport and Recreation of "Getting the nation to play." The programme was launched in April 2004 at national level,

followed by provincial launches, and aimed to promote mass participation of selected physical activities in the most disadvantaged communities in South Africa (Burnett & Hollander, 2006:1). Initially the programme was delivered in four impoverished communities in each of the nine provinces except Gauteng and the Free State. Later on Gauteng was able to launch 8 hubs and the Free State 22 hubs. A hub is a geographical centre of activity within five kilometre walking radius (Ministry of Sport and Recreation, 2009:286).

The number of hubs increased from 60 in 2004 to 131 in 2005 and 256 in 2006 representing a growth of 426.7%. The programme was delivered by provincial, district and local structures of the Departments of Sport and Recreation, Arts and Culture. Local governments who signed service agreements were prepared to accommodate these activities. The seven activities introduced in 2004 included street ball games (Handball, Soccer and Basketball), Aerobics, General Gymnastics, fun/big walk (athletics) and indigenous games (Burnett & Hollander, 2006:1).

The revival of indigenous games in South Africa evolved as a response to the national call to embrace the African Renaissance. The revival is intended to popularise those cultural activities that have a particular appeal to vast sectors of the South African society, particularly the traditional rural people. Due to the fact that sport and recreation activities are predominately practiced in urban areas and are largely Eurocentric, the revival of indigenous games is essential to get more South Africans more active. The fourth annual national Indigenous Games Festival took place in Mdantsane, East London in August 2007. North West Province was the 2007 indigenous games champion, having also won in 2003, 2005 and 2006 (GCIS, 2007: 510).

Although this study focused on the impact of recreation on social indicators, the results indicate that there is a lack of physical resources (infrastructure and services) which is visible and impacts on the quality of life of impoverished communities (Burnett & Hollander, 2006:15). With regard to health, about 61% of all children live in poverty, causing malnutrition and stunted growth according to Terreblanche (quoted by Burnett & Hollander, 2006:16).

Illiteracy is a problem in South Africa for in 2001, 28,4% of its citizens were illiterate (Burnett & Hollander, 2006:17). Early childhood education development poses a severe challenge as less than 50% of children aged between 5-6 years attended any early childhood centres, says Ericsson (quoted by Burnett & Hollander, 2006:17). In the context of sport and recreation, education and training mainly refer to acquiring of skills in technical officiating, administration,

management and marketing of programmes (Burnett & Hollander, 2006:17). Therefore there is a need to educate and train every citizen in sport and recreation so that the impact of mass participation can benefit the communities positively.

The most important change in this phase was recognising the importance of recreation service delivery towards a healthier society as well as the fact that recreation is a formal function of all levels of government according to the White Paper on Sport and Recreation (2002). The White Paper on Sport and Recreation (2002) is a policy framework for implementing sport and recreation in an effective manner. The recent attempt to research the mass participation project by National Department of Sport and Recreation demonstrates that government has a role to play in the overall development of its citizens.

2.4.4.5 Structure and role of government levels in South Africa

For the purpose of the study the governance and structure of recreation at all levels were used in the composition outlined in the White paper of Sport and Recreation of 2002 (7), since with White paper of Sport and Recreation of 2010 found to be in a draft format. Recreation in many South African communities has been plagued by apartheid-related misfortunes (Magi, 1999:293). The ANC government attempted to redress these misfortunes by amongst others developing the White Paper on Sport and Recreation. The White Paper on Sport and Recreation of 2002 provided the roles and functions of the different government tiers which have been mainly determined by the Constitution of the Republic of South Africa (Act 108 of 1996) for recreation service delivery. In addition the White Paper clearly articulated the priorities which national, provincial and local governments must set in the development and planning of recreation.

The following priorities were identified in the White Paper on Sport and Recreation (2002). It emphasises that government at all levels should be committed to: confirm roles and streamline the responsibilities of the various stakeholders in sport and recreation to ensure that co-ordination and economies of scale are realized; provide funds for the creation or upgrading of basic multi-purpose sport facilities in disadvantaged areas; develop the human resource potential for the effective management of sport and recreation in South Africa; motivate the community to develop active lifestyles and to channel those with talent for development into the competitive areas of sport; develop a high-performance programme that is geared towards the preparation of elite athletes for major competitions; ensure that all sport and recreation bodies meet their affirmative action objectives; develop a code of ethics for sport and recreation in

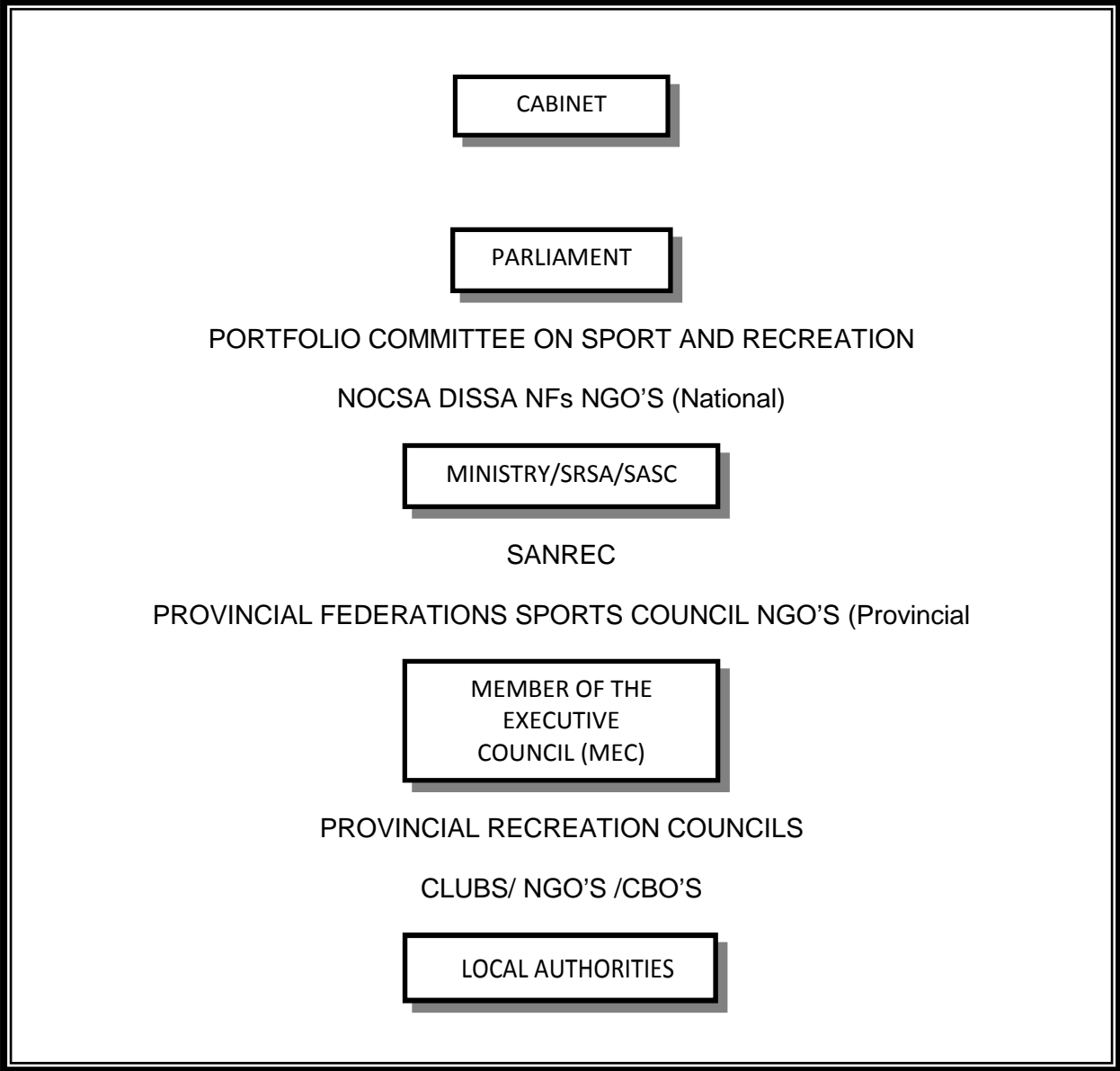
South Africa; and develop an international relations policy, in concert with the national government policy.

In the White paper on Sport and Recreation of 2002, it was indicated that the Minister and the Standing Committee on Sport and Recreation, are principally responsible for defining government policy, legislation and budget allocations (figure 2.1.). In the context of the illustration in figure 2.1, it was stated that SRSA/SASC main focuses on: the promotion of sport and recreation policy and its implementation, through the SASC, National Olympic Committee of South Africa (NOCSA) and National Federations (NFs); recreation policy, with the principal agent being the South African National Recreation Council (SANREC); funding of the above agencies; and the researching, auditing and upgrading of facilities for national and international events.

In addition, it was indicated that at the provincial level, the Member of the Executive (MEC) and the Provincial Sport and Recreation South Africa are charged with the responsibility of: policy development, within the context of the national sport and recreation policy, with the principal agents being provincial federations and macrobodies; implementation for recreation policy, via the Provincial Recreation Council (PRORECs); funding of the above agencies; and upgrading of facilities as created by local authorities, for national and provincial events. With regard to the local authorities as indicated in the organogram in figure 2.1, local authorities are to ensure the policy development at local level; implementation of recreation policy; funding of its principal agencies viz, clubs and individuals; and creating facilities for local and provincial usage.

The following are the functions of the Provincial Recreation Council of North West Province. They have to facilitate recreation activities in the province; promote recreation as well as the various recreation agencies; initiate and promote new recreation activities; brand recreation in the province; identify and co-ordinate recreation themes; incorporate (as many as possible) recreation agencies in order to coordinate activities; advise the people of the North West Province on recreation trends and developments in the province; and actively involve all communities.

The structure of sport and recreation in South Africa may be explained as in the Figure



2.1:

Figure 2-1: Structure of Sport and Recreation in South Africa (2002)

Figure 2.2, indicates the hierarchy of PROREC. PROREC is coordinated by the board whose chairperson is responsible to oversee the running of PROREC. The board consists of members from people with disability, the *bona fide* bodies for the aged, North West Parks & Tourism Board, and the Institute for Tourism and Leisure. The PROREC manager is appointed on a full-time basis and is responsible for the daily management of PROREC. PROREC consists of four districts (DISREC) and twenty one locals (LORECS). The DISRECS and LORECS are coordinated on a part-time basis.

From the above it can then be concluded that through the White Paper on Sport and Recreation (2002) government is responding to the needs of communities. The roles and functions of national and provincial governments suggest that government on the whole take interest in the development and planning of recreation. North West Provincial government supports PROREC in delivering recreation services in the communities. The department provides resources to enable PROREC to reach out to the communities (PROREC NW, 2010:1). Out of nine provinces it was revealed that only North West Province government still adheres to the White paper on Sport and Recreation to support PROREC. Recreation is considered vital to improve the quality of life of North West Province citizens. The programmes that are implemented in collaboration demonstrate that government understands the benefits of recreation.

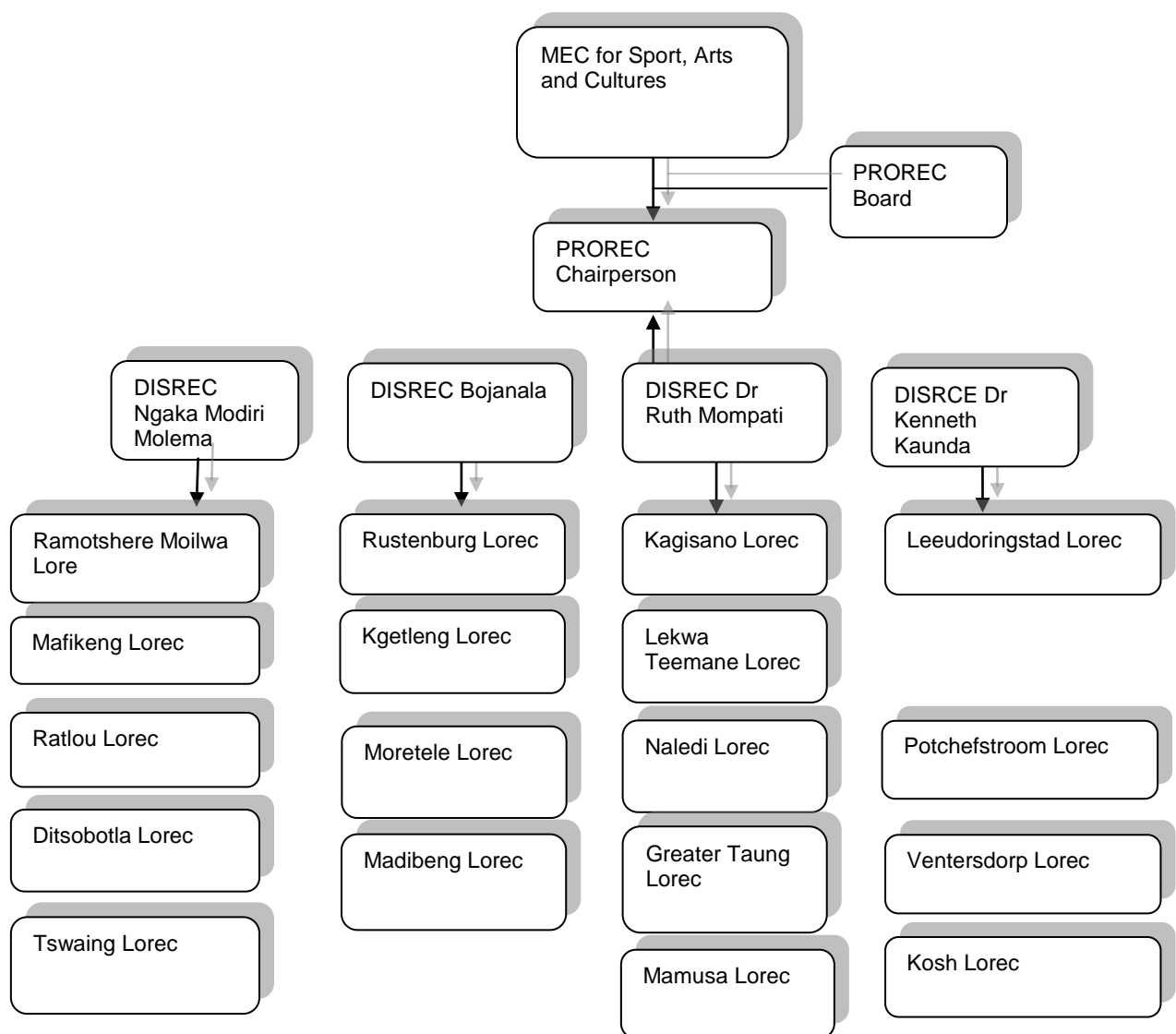


Figure 2-2: Hierarchy of PROREC

2.4.4.6 The role of local government in providing recreation services

Local government in South Africa is third division governments, which operates in geographical areas predetermined by legislation. The authority of these governments is vested in different council members who are elected by voters in that specific geographical area. The primary goal of local governments is to deliver a service in order to satisfy certain needs and demands of residents (Meyer, 2001:18).

Many citizens and communities are concerned about the areas where they live, access to services and economic opportunities, mobility, safety, absence of pollution and congestion, proximity to social and recreational facilities. Local government can therefore have an impact on all of these facets of people's lives (Naidoo, 2005:1). Local government will need to continue to be an important player if recreation is to be developed and services improved. The multiple benefits of recreation at the following levels: personal (relaxation, self-esteem and image); economic (small investment in recreation yields big economic returns); environmental (creates environmental health) and social (building strong communities, promoting ethnic and cultural harmony) are proof enough that it forms an important part of our everyday life (Collins & Kay, 2003: 28).

Local government is a sphere of government in its own right and no longer a function of national or provincial government. It has a distinctive status and role in providing services to the communities. Recreation in particular is such a critical service (Naidoo, 2005:2). Therefore, the White Paper on Local Government (1998) is the point of departure for local government to plan and implement recreation services.

The local government as an administrative system has a responsibility to ensure that its goals and objectives are met. The following objectives need to be achieved: providing democratic and accountable government by the local authorities; ensuring the sustainable delivery of services to communities; promoting social and economic development; promoting a safe and healthy environment; motivating the involvement of the different communities as well as the organisations in the matters of local government; and striving to achieve this within its financial and administrative capacity (White Paper on Local Government, 1998).

The reason why service delivery found to be in a bad state was because of the huge number of municipalities in South Africa. In 1994 the number of municipalities was one thousand two

hundred and sixty two (1262) and this had a great impact on the overall service delivery (GCIS, 2004:320). In 2000, these municipalities were reduced to two hundred and eighty four (284) because of the poor service delivery (GCIS, 2004:320). These included six metropolitan (Category A), 231 local municipalities (Category B) and 47 category C Municipalities (district areas or municipalities). The dramatic reduction in the number of municipalities (as mandated by the Municipal Structures Act 117 of 1998:6) was responsible for a substantial increase in geographic coverage. This restructuring process has proved to be more complex, time-consuming and expensive than initially anticipated. This situation caused costs to be passed to local governments (with limited financial and administrative capacity) with the result that service delivery is not up to standard.

Therefore, the Municipal System Act no.32 of (2000:10) stipulated that administration of local government must be responsive to the needs, wants and desires of the local community; take measures to prevent corruption; facilitate a culture of public service and accountability amongst staff; establish a clear relationship and manage co-operation and communication between the organisation and the community; and give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive.

From the above it is clear that recreation may be viewed as a tool that can be used for development and ultimately to the improvement of the quality of all citizens' lives. The importance of recreation cannot be denied, and the need for such services has been established. It is also clear that providing recreation services is a function of local governments. The local governments are in direct contact with the sites of delivery. Their primary functions are to: develop a policy framework for the governance of sport at a local level that is in concert with the national and provincial sport and recreation policy; make sport and recreation accessible to all people in the local area; create the infrastructure required for the delivery of sport and recreation. (Given that the club is the basic unit of sport and recreation, the local authorities are an important link in the value chain); ensure the existence of programmes that develop the human resource potential in sport and recreation; and effect international agreements in concert with provincial Department of Sports and Recreation, as reached by the national DSR, for the purpose of sharing technology, skills transfer and the development of sport and recreation.

Based on the various levels of government it was clear that government as a whole is committed to recreation provision, including the federations and non-governmental organisations (see the structure in Figure 2.1). The structure determining recreation provision at all levels of government, shows that there is no option of not providing recreation services to

communities and that local government is responsible for it because they are the closest level of government to the people. It can thus be determined that local government needs to provide recreation in such a way that the needs of the local communities are met.

According to Meyer (1997:79) local governments in the North West Province mostly followed a road of resource-based recreation provision. The results of this research are discussed under the headings of recreation provision policy, human resources, finances, facilities and programmes so as to provide an overview situation of the recreation which is mostly delimited to the North West province.

2.4.4.6.1 Policy

Policy provision was analysed according to the existence of policies regarding financing, provision and maintenance, human resources, community use of facilities and the coordinating, planning and implementing of recreation programmes. The availability of policies was further investigated with application to parks and open spaces, recreation, sport and culture. Only 25% of local governments made policy provisions for financing of recreation, 43.8% had policies for provision and maintenance of recreation, 35.5% of these local governments had a formal policy regarding human resources for recreation and 12.5% had a policy for planning, coordinating and implementing recreation provision (Meyer, 1997:37).

With regard to policies for financing, local governments in the North West Province tend to make more provision for parks and open spaces as well as sport facilities than for recreation (Meyer, 1997:36). The same trends are visible for the policies regarding provision and maintenance, which shows that local governments follow a resource-based approach to providing recreation services (Meyer, 1997:37). Regarding the policy provision for human resources, again parks and open spaces (61.1%) and sport (44.4%) display more commitment from local governments, than recreation (35.3%). It is evident that recreation is only accepted as a supporting function by most local governments (Meyer, 1997:38). Regarding policy provision for the coordination, planning and implementation of recreation programmes, only 12.5% of local governments indicated that they have a policy, which shows the lack of involvement of local governments (Meyer, 1997:39).

2.4.4.6.2 Human Resources

Human resources for delivering recreation services at local government level, are determined by the function the local governments accept and the implementation thereof (Meyer, 1997:57). The total human resources profile for the North West Province indicates that the number of workers and supervisors adds up to 93.9%, all levels of horticulturists to 1.7%, swimming pool managers to 0.7% and supervisors to parks, resorts and sport facilities to 0.4% (Meyer, 1997:61). From the above it is clear the 96.7% of the total human resources are employed in the provision and maintenance of facilities for sport, parks and recreation as well as the supervision thereof (Meyer, 1997:61), which is also indicative of resource-based recreation provision.

Human resources responsible for the delivery of supporting services, such as sport and recreation officials, made up 6% of the total human resource capacity (Meyer, 1997:61). This result shows a failure on local government's side to implement strategies of the RDP-programme as well as the functions of the South African National Recreation Council (Meyer, 1997:61), for all responsibilities were discharged towards resource-based recreation provision.

The main shortages identified for human resources in recreation provision are linked to top and middle level management (Meyer, 1997:80). This trend was also identified in the previous phase. According to Meyer (1997:66), there is a 14.8% shortage in top level management (including manager and assistant manager positions), 40.9% shortage in middle level management (including superintendents, senior horticulturist, senior recreation officer, senior sport officer, assistant resort managers and swimming pool superintendents). From the 14.8% shortage in top level management, 6.8% identified a need for recreation managers and assistant recreation managers (Meyer, 1997:66). It can also be added, that there was no standard qualification basis for recreation personnel at local government level.

2.4.4.6.3 Finances

While 56.3% of the local governments did financially support sport organisations, 80% of local governments in no way financially supported recreation organisations Meyer (1997:42-44).

2.4.4.6.4 Programmes

Eighty four percent (84%) of local authorities did not support the function regarding the coordination, planning and implementation of recreation programmes. This is indicative of the total lack of support (Meyer, 1997:39). With regard to the policies regarding the funding of recreation programmes and provision of human resources for recreation, 23.5% of the local governments indicated that communities should take sole responsibility for this issue. 50.6% of local governments did not have any policy regarding this matter (Meyer, 1997:41). Liaison between local governments and recreation organisations was non-existent (Meyer, 1997:46). From the above it is clear that providing recreation programmes was not seen as a priority by local governments. Once again it emphasises the importance thereof as a function of local government.

The results in this study emphasise the findings of the previous phase at a provincial level. According to Meyer (1997:55), local governments in the North West Province should expand their vision regarding sport, parks, recreation and culture. A more community-based provision is needed. Recreation service delivery is still a major instrument in community development, stability and improved quality of life (Meyer, 1997:89). Some shortages identified in this study were addressed by the RDP document as well as the White Paper on Sport and Recreation (2002). The main issue facing recreation service delivery still remains implementing policies and plans at local government level.

2.4.4.6.5 Conclusion

From the four phases discussed above, it is very clear that recreation provision by local governments was a challenge. All the various government levels attempted to address these challenges, including a lack of, or inadequate policy formulation, specialised recreation programmes, inadequate funding, lack of or incomplete infrastructure, lack of professionally trained recreationists. This was addressed by the recreation policy of the National Department of Sport and Recreation in phase four. The policy framework took a stand on recreation service delivery by National, Provincial and Local governments.

The lack of professionally trained manpower has been common and consistent in these phases. The need to provide education and training, to provide recreation was seen as critical and important. Once this can be done, it can enable the recreationists to plan and implement more specialised recreation programmes. Not only was inadequate funding a challenge, but also

sources of funding, as well as the spending of funding during these phases. It is very clear that funding is critical to enable all levels of government to deliver recreation. The need to plan and implement recreation cannot be overemphasised.

Lastly the lack of facilities is also a need for communities as well as to access, afford and utilise them. In addition many facilities are incomplete and are not taken care of. Recreation service delivery remains a fundamental responsibility for local government. The demand for recreation provision is even greater since it can benefit communities.

All in all it can be summarised by saying that since the Hoek-Report in 1978, with all the political changes in mind, local governments did provide sport and recreation services, however mostly resourced-based and not really sufficient. It seems that some of the fundamental problems still exist today, although the White Paper on Sport and Recreation (2002) did address these problems, providing a sound policy framework. The challenges now lie in implementing these policies and guidelines for local authorities, still facing some fundamental challenges as sufficient funding, trained human resources, community-based programmes and facilities. In the light of the above discussions the recreation service delivery systems, models and trends will be discussed to indicate options which local government can use in provision of recreation. Recreation service delivery models have been designed to motivate and demonstrate the importance of recreation to be delivered by local government.

2.4.5 Recreation service delivery systems and models

Local government recreation services are on the threshold of exciting, yet daunting, times when it comes to the way services are delivered and business is conducted (Davidson, 2007:1). Change is the most dominant theme of our lives in this century (Edginton *et al.*, 2004:502). Change may create turmoil on the one hand and on the other hand, opportunity for innovation, renewal and growth (Edginton *et al.*, 2004: 502). According to Edginton *et al.* (2004:502) the leisure market is constantly evolving, with people seeking new ways of experiencing leisure. Today government resources are tight and it is expected that government do more with less, yet communities want to maintain existing levels of service. Stepping back from our current direct service delivery model and examining a new model of doing business is essential. Supporting what the community wants, determining what fits the vision of the city and the department, and looking at what is manageable with existing resources and is sustainable in the long-term are critical elements that need to be considered and examined (Davidson, 2007:1).

On a professional level because of static financial resources, public demand for maintaining or increasing service levels, and a drive to ensure the provision of services efficiently and effectively, there is a need and a desire to explore a way of operating differently (Davidson, 2007:1). Determining how community recreation services can be delivered by the local governments in North West Province is critical. There is a need to explore ways of operating differently. The two main forms for recreation service delivery include resource-based recreation and community-based recreation (Meyer, 2001:18). Resource-based recreation mainly focuses on the provision, maintenance and development of facilities which are necessary for recreation activities. Community-based recreation means that specially trained people are used to deliver recreation services to local communities by means of carefully planned development and the implementation of holistic and varying recreation programmes (Meyer, 2001:18). In general, resource-based recreation is insufficient to satisfy the ever-changing needs of communities, and therefore the trend is towards community-based recreation. With the above in mind, this section will briefly discuss why there is a need for a new paradigm in providing recreation, followed by the current strategies or models that can be used by local governments and the new trends identified for recreation service delivery.

2.4.5.1 A paradigm for future recreation service delivery

All aspects of life have been affected by the changes occurring in the 20th century society. Not only is our world characterised by extremely rapid change, but each change identified, like a complex design of dominoes, quickly ripples through the rest of society and the environment (Godbey, 1989:3; Stanley, 1993:1). It is vitally important that the administrators of leisure service delivery organisations recognise new trends and adapt leisure and recreation activities, facilities, programmes and services to be consistent with the changing needs of their community and society. The challenge for local government as recreation service providers is to anticipate, as nearly as possible, the recreation needs of their communities and new ways of delivering recreation services (Stanley, 1993:1).

Decisions must be made on which programme activities, facilities, or service will receive the often limited local government resources. Responding to change is an increasingly important managerial function for local governments Kraus & Curtis as quoted by Stanley (1993:1). Therefore the need arises for identifying a new paradigm of recreation service delivery for local governments. As indicated by Roger (2000:1) a recurring problem is the presence of a communication barrier between the educators and local government recreation professionals.

The 21st century challenges recreation service deliverers to develop recreation programmes that accurately meet individual needs, tastes, values and behaviour of local communities. According to Hidlebaugh’s view as quoted by Roger (2000:1), the role of the recreation professionals has been primarily to create and distribute recreation services at community level. The role and the skill sets that the effective recreation practitioner will require are somewhat different in the 21st century. According to Sayed, (2003:8) the current recreation services are provided on the basis of past experiences and assumptions that are no longer relevant to the contemporary 21st century conditions and circumstances. Roger (2000:1) indicated that although there are many significant successes in the recreation field, major issues still remain. He mentioned that problems in recreation exist regardless of location, size or the levels responsible for recreation.

Recreation professionals are avoiding the defining of their roles and the identification and resolution of problems and issues and this must be changed (Roger, 2000:2). According to Grey as quoted by Edginton *et al.* (1998:462) developed a model for the changing role sought by public leisure service organisations. Table 2.1, indicates the differences between the two paradigms, namely the traditional and the emerging paradigm.

Table 2-1: A Comparison of the Traditional Paradigm and the Emerging Paradigm (as quoted from Grey in Edginton et al., 1998)

Traditional Paradigm	Emerging/Upcoming paradigm
*Provides equal services to all the citizens	*Provides services based on social and economic need
*Provides programmes consisting of a series of activities selected from a restricted list of recreation pursuits	*Provides programmes of human service that may go far beyond traditional recreation activities
*Acts as a direct services provider	* Acts as a community organiser and catalyst in matching community resources to citizen need
*Offers programmes in department facilities	* Offers programmes anywhere in the community.
*Provides staff leadership in activities	*Uses staff resources to coach citizens until they can provide their own leadership
*Funds basic services from tax sources	*Funds service from a variety of sources, including fee-for service, contract arrangements, barter, agency partnerships and cooperation with the private sector, as well as tax resources.

*Plans by updating the past	*Plans by anticipating a preferred future. Plans with potential clients, community informants, other agencies, political representatives
*Plans programmes with the staff	* Evaluates services in terms of human consequences *Organises services around client groups in response to needs felt by participants and careful community-wide needs analysis figures, and corporations as well as staff
*Encourages participation by publicity. *Evaluates results primarily in terms of attendance	*Develops a marketing approach to operations
*Motivates the staff to work for the people	*Motivates the staff to work with the people
*Justifies budgets in terms of historical precedent	*Justifies budgets in terms of social needs and programme results
*Requires financial accountability	*Requires financial and programme accountability
* Achieves the ultimate goals of a fine recreation programme.	*Achieves the ultimate goal of human development and Community organisation

2.4.5.1.1 Traditional paradigm

The information on the left side of table 2.1 presents the traditional approach. The emphasis is on providing programmes that consist of activities and on acting as a direct service provider. The direct approach involves a department's commitment to provide leadership, facilities and equipment for participants (Meyer, 1995:4). According to Meyer (1995:4), the facility-oriented concept views recreation service professionals to be primarily concerned with: surveillance of the grounds or operation of recreation centre, community centre or playground; developing a master plan for the facility; control of equipment; assuring leadership; a community that complies with rules; meeting safety standards and proper use of facilities; coordination and maintenance activities of facilities; planning and execution of programme of activity; face-to-face leadership roles; and packaged programmes, planned and implemented while individuals are encouraged to accept.

Although this approach included advantages like the fact that described behavioural outcomes can be measured, there is efficient utilisation of resources and a degree of accountability, this approach can lead to a situation where people are becoming distrustful of agencies and lack

confidence in their ability to provide direction and meaning in life (Meyer, 1995:5). In short, individual recreation needs are not met by this approach.

If the changes in South Africa are considered, one notes that during 1969-1979 the need for sport and recreation services was identified by the local governments, and in one way or another, they accepted responsibility for providing these services. The focus was on local governments accepting the function of providing recreation services. Changes occurred and during 1980-1984, the need for planning of recreation by government at all levels as an important aspect in improving the quality of people's lives was the issue. The early signs indicating that merely resourced-based recreation was not enough can be identified with the fact that improving the quality of life of people became the focus during the second phase. Between 1985 and 1993 the growing needs of communities surpassed the mere provision of recreation facilities and therefore provision of recreation services became more important in satisfying the ever-changing needs of the communities.

The most recent changes occurred since 1994, when South Africa became a democratic society. This has brought about new legislation that in a way, recognised the benefits of recreation, and made the provision of recreation services compulsory for local governments. The main legislation that changed the importance of recreation includes the Constitution of South Africa (1996), Reconstruction and Development Program (1994), SANREC (1997), and the White Paper on Sport and Recreation (1998 & 2002). Mostly, these government documents state that recreation service delivery by local governments is a function and a priority. This new leisure paradigm calls for services that meet social and economic needs rather than services that are based on a list of activities that are of no value to leisure participants (Sayed, 2003:18).

2.4.5.1.2 The emerging paradigm

Humphrey (1986:63) mentions that leisure professionals must be architects of change rather than being reactors to change. Bannon (1990:61) also supports the notion that professionals must know how to assess and identify new trends. Lack of leadership has become an issue in the field. The challenge is that leisure professionals must anticipate and direct changes rather than to wait and to be forced to react to change. Godbey (1989:65) advises leisure professionals to be proactive rather than reactive and suggests that the place for action is at the local level.

Recreation professionals are creative enough to develop a fresh, innovative approach to professionalism and should completely reject the traditional, legislative concept (Roger, 2000:2). The following model for the recreation professional as suggested by Roger (2000:2) is based on the five things that professionals do as skill requirements.

* ***They conduct, encourage, and use recreation-related research.*** This means that they take the time to read research. They cooperate with formal research projects. They consistently carry out evaluative research on their own programmes.

****They take advantage of continuing educational opportunities.*** They enrol for course work in colleges and universities even after completing formal studies. They attend conferences and workshops, and they read professional books and journals.

****They take pride in their chosen career and encourage others in the career to develop a spirit of dedication and respect for the work that they do.*** They join and actively support local, provincial, and national professionals, and they contribute to the continual development and improvement of the field.

****They are interested in carrying out a task well for the sake of personal and agency pride in providing quality service.*** It means knowing what you are doing and being good at it. It also means being willing to admit mistakes and correct them and to improve performance and effort. It means being as technically sound and as behaviourally knowledgeable as possible.

* ***Professional judgement distinguishes the behaviour of the professional.*** A professional has the ability and the attitude for handling unfamiliar challenges and problems.

The emerging paradigm emphasises programmes that meet social and economic needs rather than programmes that are generated from a list of leisure activities (Edginton *et al.*, 1998:461). Godbey *et al.*, (1989:63-103), Mobley & Toalson (1992:8) and Edginton *et al.* (2004:510) identified the following general trends in society listed in Table 2.5.1 and examined their impact on leisure services. Most of these trends reflect the aspects of the emerging paradigm that must be adapted to specific situations. The benefits of recreation must also play an important role in satisfying the needs of local communities.

Table 2-2: Trends impacting on recreation services

Godbey (1989:63-103)	Mobley & Toalson (1992:8)	Edginton <i>et al.</i> (2004:510)
The organisation of leisure services must be revised with an emphasis on attractive environments of leisure. The idea of programmes has to be vastly broadened to include the role of a catalyst, enabler or facilitator	Change is a norm Multicultural diversity will continue to grow rapidly	Changing cultural population: Cross-cultural programming to bring people from different backgrounds together on common ground
Planners must consider programme life cycles and need to have longer term planning instead of a short-term, immediate approach	The mission of parks, recreation and leisure services is extremely broad and loosely defined	Programmes should be connecting spirit, mind and body
There is increased specialisation in leisure behaviour; programmes can no longer use mass production approaches. Fewer programmes with better quality, more programmes which go beyond the beginner level and increased leadership specialisation	The field may be losing its mission orientation	Greater gap between rich and poor -bridge this gap by having wealthy people support and provide specific programmes for the poor
Leisure services must retrofit for an ageing society, redesign facilities, and merge with adult education	Lifelong learning will become a necessity	Provide changing and flexible services as societal trends change, such as family programmes, after school programmes
Leisure professionals need to respond to the needs of children (children need leadership, discipline, increased opportunities for play with supervision, and opportunities to expand their horizons)		Programmes foster a sense of common togetherness
Planners should increase involvement in tourism with an emphasis on quality of life and quality of the environment(link up with hotels, travel agencies,	Success will depend on an organisations' ability to build cooperative relationships and establish rewards and coalitions with other	Adapt to needs of communities Treat people in a genuine manner– with integrity, opposed to as a commodity

restaurants and resorts)	organisations. Tourism has emerged as one of the world's growing industries and an increasingly important part of leisure expression	
Leisure managers must recognise leisure service as an emerging function of diverse organisations; municipal recreators should become enablers and facilitators and coordinate the efforts of others	There is a strong trend towards greater participation in the decision-making process by citizens and employees	Increased demand for resources Increase collaborative community programmes, volunteers, and funding
Municipal leisure services should promote environmental improvement and non-consumptive leisure activity (Godbey, 1989:63-103)	The environment will increasingly become the focus of international concern	
	Substance abuse will continue as a major problem	
	The wellness movement will continue to grow	
	Success depends on quality of service	

According to Bannon (1990:60) many authors concerned with the future consider trends and changes impacting leisure participation and the provision of leisure services by professional recreation personnel employed by municipal governments. The need for local government to accept the challenge of a changing society and reflect that in recreation services provided becomes stronger every day. It is evident that in order to motivate scientifically the statements of the emerging paradigm, the trends identified above are discussed as follows:

Provide services based on social and economic need: As change is the norm in our society (Moblely & Toalson, 1992:8), there is increased specialisation in leisure behaviour. Programmes can no longer use mass production approaches Godbey (1989:63-103). The individual needs of the communities must be met. This once again emphasises the fact that resource-based recreation provision is insufficient. This is why lifelong learning will become a necessity (Moblely

& Toalson, 1992:8), even for recreation professionals. Roger (2000:2) enhances this by stating that recreation professionals should take advantage of continuing educational opportunities. The provision of human services may go far beyond traditional recreation activities. Mobley and Toalson (1992:8) state that multicultural diversity will continue to grow rapidly, while Godbey (1989:63-103) states that leisure organisations should broaden their idea of programmes. Edginton *et al.* (2004:510) support these statements adding that cross-cultural programming is necessary.

Act as a community organiser and catalyst in matching community resources to citizens' need: Edginton *et al.* (2004:510) suggest the provision of changing and flexible services as societal trends change, including family programmes and after school programmes. Programmes should be connecting spirit, mind and body. ARPA (2010:2) states that leisure activities and parks are essential to holistic development. Planners must consider programme life cycles and need to have longer term planning instead of a short-term, immediate approach (Godbey, 1989:63-103).

Offer programmes anywhere in the community: Cross-cultural programming is necessary to bring people from different backgrounds together on common ground (Edginton *et al.*, 2004:510), and these programmes foster a sense of common togetherness.

Use staff resources to coach citizens until they can provide their own leadership: There is a strong trend towards greater participation in the decision-making process by citizens and employees (Mobley & Toalson, 1992:8). If recreation programmes provided by local governments meet the needs of citizens, the benefit of leadership development will follow as indicated by Bramham *et al.* (2002:1) which state that involvement in cultural activities is typically assumed to be associated with personal development: e.g., increasing self-esteem and self-confidence, learning social skills, a sense of achievement, learning to exercise one's own ability to act (empowerment), or more simply extending oneself in new directions.

Justify budgets in terms of social needs and programme results as well as fund services from a variety of sources, including fee for service, contract arrangements, agency partnerships, and cooperation with the private sector, as well as tax resources: The important factor here is partnerships. According to Mobley & Toalson (1992:8), success will depend on an organisation's ability to build cooperative relationships and establish rewards and coalitions with other organisations. Edginton *et al.* (2004:510) add to this that increased collaborative community programmes, volunteers, and funding are necessary. All local

governments need financial and programme accountability. Organise services around client groups in response to needs felt by participants and careful community-wide needs analysis.

One of the main underlying discussions in this study is that the needs of communities must be met by providing the correct recreation services. According to Godbey (1989:63-103), there is increased specialisation in leisure behaviour. Leisure professionals need to respond to the needs of children (children need leadership, discipline, increased opportunities for play with supervision, and opportunities to expand their horizons). However, the principle of recreation specialisation is applicable to all target markets and not only to children.

Plan by anticipating a preferred future: Leisure managers must recognise leisure service as an emerging function of diverse organisations. Local governments should become enablers and facilitators and coordinate the efforts of others (Godbey, 1989:63-103). Adapting to a changing society is of the utmost importance.

Plan with potential clients, community informants, other agencies, political representatives, and corporations as well as staff: Edginton *et al.* (2004:510) state that local governments should adapt to needs of communities. It is also very important to treat people in a genuine manner, with integrity opposed to as a commodity. The aspect of planning is crucial for local governments.

Motivate the staff to work with the people: The mission of parks, recreation and leisure services is extremely broad and loosely defined (Mobley & Toalson, 1992:8). Meyer (1995:7) states that the changes is so pervasive that recreation and services must include ideas currently not considered within the domain of their philosophy (training individuals to get satisfaction out of their work as well as concentrating on satisfactory participant leisure experiences).

Achieve the ultimate goal of human development and community organisation by evaluating services in terms of human consequences: According to Mobley & Toalson (1992:8), success depends on quality of service. If the recreation service has satisfied the needs of the participants, the benefits of recreation participation will be established which ensure positive human consequences.

The trends discussed above indicate that professionals in the field of recreation and leisure are challenged with the future and that the future has an enormous impact on recreation service delivery internationally (Meyer, 1995:7). South Africa needs to adapt to these changes, and local governments are the instruments that have to implement and foster these changes. Future challenges to recreation professionals appear to be dynamic and exciting (Meyer, 1995:9). The need for adapting to change in the development of programmes is motivated by the above. The next section of programming actions for the future will be discussed in order to shed some light on how recreation programmes should adapt to fulfil the all-important function of adding quality of life to communities.

Making projections for the future or forecasting the future is an exceedingly challenging task. A careful review of professional literature and of social indicators makes it possible to identify and discuss future issues that are emerging and call for attention of professionals (Edginton *et al.*, 2004:507). Kraus (2000:354-375) indicates the following fourteen programming actions and ranked them in order of importance: be prepared to serve an increasingly diverse society; emphasise social purpose of recreation; achieve fuller public understanding of the value of recreation and leisure; upgrade recreation and park programmes and facilities, especially in inner cities; adopt a benefit-based management approach; promote the identity of recreation as a health-related field; develop partnership with environmental organisations to protect the environment; employ marketing approaches to achieve fiscal self-sufficiency and gain public respect; expand family-centred programmes and facilities; promote higher values and ethical practices in youth sport competition; strive for fuller mainstreaming of persons with disabilities into community recreation; plan for the long-term role of recreation and leisure in local government in a potentially job-scarce economy; develop higher levels of professionalism through accreditation, certification, continuing education or programme standards; and unify separate branches of leisure-service fields in common programmes and projects.

It can be summarised that recreational professionals are not excluded from new ways of planning for programmes. This implies that a much more concerted effort should be going into planning effective recreation service delivery programmes, for the stakes on recreation to contribute to the overall quality of life become more every day. Changes and trends have to be taken into account in order to provide sustainable recreation service delivery.

2.4.6 Strategies for recreation service delivery

According to Edginton *et al.* (2004: 37), and Russell and Jamieson, (2008:69) there are four strategies or models that can be employed or used in the organisation and the delivery of leisure services. They are social planning; community development, social marketing and social action. These four strategies are used by governmental organisations in providing recreation services. In responding to changes that influence the delivery of recreation services, the models will be analysed.

2.4.6.1 Social planning/direct service delivery

Social Planning is a task-oriented process directed towards nationally and locally distributing leisure services (Edginton *et al.*, 2004:38, Rothman *et al.*, 2001:36). Social planning focuses on helping communities identify strengths and weaknesses and determine ways to improve the quality of life in the community (Russell & Jamieson, 2008:69). This model balances the distribution of resources according to need (Russell & Jamieson, 2008:69). Needs of the community are identified, and programmes are developed to meet these needs (Russell & Jamieson, 2008:69). The aims of social planning have been described as the solving of social problems, the satisfying of social needs and coordination of services Weyers (*In Rothman et al.*, 2001:36). Professionals use their knowledge and expertise to plan, organise and implement the services on behalf of the community. Professionals look upon individuals within a community as the customers or recipients of their services (Edginton *et al.*, 2004:38, Kralt 2006:32). Their job is to understand and know the customer well enough to provide meaningful service. Within a direct service approach, the local government acts as the sole provider of leisure activities. Direct service delivery does not encompass partnership, citizen participation or empowerment because professionals determine what is necessary for community members (Edginton *et al.*, 2004:38).

Direct service delivery caters to serving the public at large because it provides programmes and facilities from public funds with an attempt to service the greatest number of citizens (Kraus, 1998). Within this direct service delivery system, the municipal recreation department develops programmes and a system of leisure service through a professional process, but not a community-centred process (Kralt, 2006:37). Searle and Brayley (2000), indicate that direct service delivery from the perspective of municipal recreation is the development and maintenance of leisure facilities, operation of programmes and delivery of services using public funds

Direct service delivery is a multi-step process. The first step indicates the development of a philosophical framework. This is the vision of an organisation. The second step is the identification and assessment of customer needs. The third step is planning for programme delivery. This entails acquiring and transforming the resources necessary to produce services. This step is followed by the implementation of the programme itself. The next step is the evaluation of the programme and lastly the feed-back and control of the programme (Edginton *et al.*, 2004:39).

Though the process of direct service delivery may be well organised and carefully thought out, it is impossible to meet all needs of all the people all the time. Organization leaders and professionals will have difficulty in deciding when distributing scarce resources (Edginton *et al.*, 2004:39).

2.4.6.2 Social marketing

This strategy is concerned with consumer satisfaction and giving people what they want (Edginton *et al.*, 2004:44, Russell & Jamieson, 2008:69). The focus of these strategic marketing activities is to determine which benefits individual customers perceive to be desirable (Edginton *et al.*, 2004:47; Russell & Jamieson, 2008:69). This is a shift from a focus on activities or facilities. Using this orientation, it is suggested that we are in the “life satisfaction business”, not just in the business of providing facilities and distributing recreation programmes (Edginton *et al.*, 2004:47). The strategy is built on the basic assumption that an organisation should have as its basic strategic objective meeting customer needs (Edginton *et al.*, 2004:44). It is a way of aligning resources with needs, supply with demand.

The strategy involves integrating five components that is the product (service/programme), the place, the price, the way the product is promoted, and how the product is packaged to produce customer satisfaction (Edginton *et al.*, 2004:46). The strategy also identifies target markets or market niche. According to Edington *et al.* (2004:47), one of the central features of marketing is that an organisation, to be successful, cannot be all things to all people. His view is that the organisation must carefully determine what business it is in and what population it can serve. In this case an organisation has to undertake the process of segmenting markets to understand specific customer needs to which it can effectively relate (Edginton *et al.*, 2004:47). Marketing segmentation is done by demographics and psychosocial or life style variables (Edginton *et al.*, 2004:47).

2.4.6.3 Social action

This is a strategy not widely considered to be amongst the competency of most leisure professionals (Edginton *et al.*, 2004:47). The strategy assumes that there is a disadvantaged population, great social injustice and a need to force the system, institutions, organisations, and agencies to change the ways they are distributing resources (Edginton *et al.*, 2004:47, Russell & Jamieson, 2008:69). The strategy has been used in advocating for the rights of persons with disabilities and pursuing civil and human rights in North America (Edginton *et al.*, 2004:47, Russell & Jamieson, 2008:69). In this case recreation is seen as a human right (Edginton *et al.*, 2004:48). Unlike community development and social planning efforts, social action focuses on power, pursues conflict strategies, and challenges the structures that oppress and disempowered constituents (Fisher as quoted by Rothman *et al.*, 2001:350).

It is the type of community intervention that best lives up to the social justice and social change mission of social work, and yet, because of its oppositional politics, tends to be the least practiced within social work institutions and social service agencies (Fisher as quoted by Rothman *et al.*, 2001:350). Leisure professionals' role in using this strategy varies. According to Edginton *et al.* (2004:48) the professional may serve as an advocate to champion or lead the rights of others. The "classic" social action effort is grassroots-based, conflict-orientated, with a focus on direct action, and geared to organising the disadvantaged or aggrieved to take action on their own behalf Fisher as (quoted by Rothman *et al.*, 2001:350). The professional here helps to identify issues and organise people and resources to impact on the concern (Edginton *et al.*, 2004:48). The other roles that a professional can play are that of an activist or agitator and these roles impact on the delivery of recreation services (Edginton *et al.*, 2004:48). Social action views customers as individuals who are victims of society whilst social planning viewed customers as consumers. The strategy is done through conflict or confrontation. In addressing this conflict, a professional may listen to the individuals providing insight into problems with which they are concerned. The professional must assess needs and apply resources within economic and political realities accordingly (Edginton *et al.*, 2004:48).

2.4.6.4 Community development

Community Development is indirect service delivery. The strategy rests on the basic assumption that individual customers can be partners in the process of determining their own leisure destiny (Edginton *et al.*, 2004:40). Communities here learn how to plan, lead, organise and implement their own recreation programmes. The strategy focuses on helping people to help themselves (Edginton *et al.*, 2004: 40). Community development is not new to the leisure

field. It was the actions of citizens through the community development approach of people helping people, which began the recreation movement during the industrial revolution in the 1880's in North America (Murphy *et al.*, 1991:88). This was as a result of people leaving rural areas and coming to live in cities. This influx of people to the cities created deplorable conditions (Murphy *et al.*, 1991:88). Concerned citizens realised that such conditions could not continue and that action needed to be taken to increase the quality of life for people in urban slums (Murphy *et al.*, 1991:88). The result was the development of the parks and recreation movement in North America (Kralt, 2006: 6).

Unlike direct service delivery, community development is a community-centred process for recreation service delivery. The strategy adopts process goals as opposed to task goals. Recreation is not the subject in this method of service delivery, but instead is the vehicle by means of which social progress within a community can be achieved (Kralt, 2006:38). This method of service delivery advances both the concept of leisure and the capacity of cities to create new solutions to leisure problems (Kralt, 2006:39). Community development is a form of service delivery that could help municipal recreation departments develop interaction that is necessary to work with community groups to build healthy communities and balanced human development (Kralt, 2006:39). This approach to municipal service delivery could increase the health and functioning of a community, as well as allow for continued growth and development of leisure opportunities within the community (Kralt, 2006:49). It is also an approach that is highly dependent on citizen participation (Hutchinson & Norgradi, 1996:122). It aims to empower both individuals and local communities through involvement, education, skills development and proposed changes in existing conditions (Hutchinson & Norgradi, 1996:100).

Aria and Pedlar (1997:176-177) suggest the principle of community development involves citizen participation which means that individuals identify their own needs and strategies for change and then take action unlike in the social planning or direct service delivery approach where citizens do not have control over their production or satisfaction. Citizen participation is vital if a municipal department wishes to incorporate community development in their approach to service delivery and thus professionals will need to encourage citizens to be involved in determining what is best for the greater good (Kralt, 2006:27). The level of participation can vary depending on the community. Community members need to be empowered to make decisions based on their own leisure needs and the participation should not be a one-time occurrence (Kralt, 2006: 27).

Therefore the success of a healthy community lies in individual citizens embracing the concept of participation and moving beyond reliance on professionals (Arai, 1996:26). Professionals are an important part of public participation. However, they are not the driving force (Kralt, 2006:27) Communities or groups have to define their own programmes and their strategies that will help them move forward (Arai, 1996:26). Therefore each model or strategy will probably be found to be suitable at various times by communities and as a result each model must be studied for its benefit and value and be available for use when the time comes.

2.4.7 Conclusion

The literature reviewed aimed to provide insight information regarding recreation service delivery, historical overview on recreation development as well as the governance in South Africa, and the outcomes which can be achieved through recreation programmes. It also aimed to provide knowledge regarding the benefits which can be achieved through recreation services as well as factors that could affect recreation service delivery. Recreation and leisure definition are found to be interlinked in contributing to the health, and well-being hence to the economic and ecological development.

The reviewed literature concerning the historical development of recreation in South Africa show that recreation service delivery received little attention, as such hindered the process of recreation services at the urban and rural local governments level. In the reviewed literature, it was stated that recreation may play a vital role in nation building and also as a vehicle for impacting on social issues as it was recognised in all historical development phases. The reviewed literature showed that recreation services were not widely spread according to all the demographics of the nation. Furthermore, the literature regarding the recreation service delivery suggested numerous steps such as engagement of all stakeholders, retraining, appointment of suitable qualified personnel in recreation, provision of proper recreation programmes which should be taken care of in order to ensure that recreation is more effective. In addition, the above reviewed literature and reports which were found, indicated that communities should be more involved in the whole process of recreation service delivery. Furthermore, the literature indicated that for these strategies to be successfully implemented, local governments should take the role of facilitating recreation programmes, which should not only be beneficial to communities, but also to local governments. Communities should take more responsibility for themselves, and therefore some of the functions of local governments should now be done by the communities.

Numerous factors, which affected the delivery of recreation services at local governments, were identified in the reviewed literature. It was found that lack of recreation facilities, qualified human resources, finance, effective recreation programmes were major factors hindering the recreation services. From the reviewed literature recreation service delivery systems and models as suggested by Grey in Edginton *et al.* (1998) were identified, and may be of effective use in recreation services. Besides the indicated models, the literature still indicated that the services of qualified recreation professional remain important. In the reviewed literature it was found that an organisation structure such as the White Paper on Sport and Recreation (2002) had limitations in ensuring effective recreation service delivery since it did not have binding capacity for its stakeholders (provinces, local authorities, national federations). Given this stated limitations of the White Paper on Sport and Recreation, it was clear that the provision and implementation of recreation at local governments are somewhat affected.

The information from the reviewed literature as well as reports will be used in the development of the methods (chapter 3), and the interpretation of the results (chapter 4) and will also help in the development of the recommendations.

CHAPTER 3

METHODS AND PROCEDURES

- 3.1 INTRODUCTION
 - 3.2 RESEARCH DESIGN
 - 3.3 PARTICIPANTS
 - 3.4 MEASURING INSTRUMENTS
 - 3.5 TRUSTWORTHINESS AND QUALITATIVE PROCEDURES
 - 3.6 ETHICAL ASPECTS (NWU-00023-11-S1)
 - 3.7 DATA ANALYSIS
-

3.1 INTRODUCTION

The purpose of this chapter was to give thorough descriptions of the research methodology as well as the procedure used during the study. The research design described, participants, measuring instruments, and statistical analyses are discussed.

3.2 RESEARCH DESIGN

The mixed-methods study design which followed the qualitative and quantitative methods was used to collect data from 20 identified Local Governments within North West Province. Tashakkori & Teddlie (2003:11) and Johnson *et al.* (2007:123) indicate that mixed methods research is the type of research in which a researcher or team of researchers combine elements of qualitative and quantitative research approaches (e.g. use of qualitative and quantitative viewpoints, data collection, analysis, inference techniques) for the broad purposes of breadth and depth of understanding and corroboration. De Vos (2005a:360) refers a combination of quantitative and qualitative methods used in a single study as effective in providing valuable information. According to Romi and Kohan (2004:131) quantitative instruments alone may be non-compliant for research. Qualitative research methods make it possible for researchers to investigate thoroughly obscure feedback (Fontana & Frey,

2000:646). Seng (1998:38) believes that qualitative research aim to provide a unique interpretation of events and to help reduce generalisation.

3.3 PARTICIPANTS

The targeted groups of this study were recruited from the four districts of Dr Kenneth Kaunda, Dr Ruth Mompati, Dr Modiri Molema, and Bojanala consisting of 20 local governments according to the demarcation of the North West Province. The participants within these areas were personnel who are responsible for managing recreation at local government levels in the North West Province. Given the nature of this study (quantitative and qualitative methods), the participants comprised two groups. Group one consisted of 20 personnel from local governments who were requested to complete the quantitative questionnaire. Group two was identified during collection of quantitative data to a form focus group consisting of five people.

3.4 MEASURING INSTRUMENTS

For quantitative data collection, a quantitative questionnaire used in the study was adopted from a protocol by Scholtz and Meyer (1990). The questionnaire requested the participants to answer questions regarding information on policies, facilities, programming, financing and human resources. The data was based on two to five likert scales ranging from 1 highly acceptable, 2 acceptable, 3 not sure, 4 unacceptable, 5 highly unacceptable. For analyses of the data, numeric codes in the form of frequencies as well as phi coefficients to determine the differences were used.

With regard to qualitative data collection, a two-fold qualitative data collection procedure was followed, including one-on-one interviews and a focus group. In addition to these two methods, experts in the field of recreation were also included in the study.

A qualitative questionnaire was developed using themes or theories identified during quantitative data collection. The format included open-ended questions with appropriate probes. Questions were designed to examine the perceived problems of recreation service delivery, and individuals' perceived susceptibility of not participating in recreational activity, the perceived benefits of participating in recreation activities and the cues to participate in recreation activity. Questions using individual experience were aimed at discovering what knowledge and skills personnel working in the recreation sectors in the local governments practise to encourage the usage of recreation facilities.

Inclusion in the study was based on the managerial position in recreation they occupied in local government, which was a criterion used for selection in line with the aims of the study. Prior to the completion of the questionnaire, briefing was done at each measuring point in July and subsequently the identified managers were given a week to complete and submit it to the principal researcher. For practical feasibility and to obtain trustworthy feedback the interview took place at the Recreation Department of the North-West University (Potchefstroom Campus). All interviews took place on one day. Before the interview, participants were made aware of the recorder, the purpose of the interview in the research and how long the interview would take (twenty to thirty minutes). For the one-on-one interviews, three recreation specialists were also conducted to obtain their views with regard to recreation service delivery. The recreation specialists include Prof X (hypothetical name), PhD in Recreation and Sport Management Prof J (hypothetical name), PhD in Recreation Management and Miss MZ (hypothetical name) (MA in Recreation Management). They all have proven practical experience in the industry.

3.4.1 Focus group

Focus group interviewing is a method of qualitative research that is used to gain people's perceptions and experiences that influence their behaviours (Krueger, 1994:6). Focus groups are well suited for exploratory studies to learn more about a particular topic where there is limited knowledge (Patton, 1990:336). Their general function is to extract underlying values, attitudes, beliefs and images. According to Krueger and Casey (2000:4) a focus group interview is a situation where a comfortable atmosphere is created where participants can give their perceptions, visions, experience and concern about a certain topic. Some advantages to using focus groups include low cost, high validity and the fact that sensitive topics may be more likely discussed openly if they know others have also had the same experiences. Focus groups are especially important when developing interventions (Patton, 1990) to assure that they are accurately tailored to the target populations and will also be accepted.

For the focus groups, personnel with skills and experience in the participating local governments were recruited, using purposive sampling. Each group session took place at a central location, convenient for participants to be transported to and from the North-West University. The same moderators and observers were present during each of the focus group meetings to keep data accurate and consistent. Moderators participated in training prior to the study. Notes were taken and all sessions were recorded on tape. Participants in the focus group were informed about the aims and procedures of the study and were subsequently asked to complete and sign an informed consent form. Participants were given the assurance that the information they would provide was confidential and to be used for research purposes and

nothing else. Questions were pre-tested on a pilot group of five personnel dealing with recreation services in the local government but who were not part of the actual group for the study. Approval for the study was obtained (*Ethic no:* NWU-00023-11-S1) from the North-West University's Ethics Committee.

3.4.2 Participating observation

Strydom (2005a:276) defines participating observation as a qualitative procedure where a certain situation or a community was studied under normal circumstances. Dane (1990:185-160) suggests that the researchers' participation must be of such nature that circumstances will not be disrupting. To develop a thorough understanding of the ideas the participants have about a specific subject the researcher is obliged to become socially interactive (Schurink, 1988:81). For the purpose of this study, during every interview a tape recorder was used to record the interview and provide more data to analyse. Benefits of using a tape recorder is that data collection during interviews is much more extensive when a tape recorder is used (Smith *et al.*, 1995:17). During the interview each participant was given a hypothetical name (i.e. Alphabetical letters: A to E) to ensure their privacy. Since in the qualitative study analyses took place during data collection, in the present study notes were transcribed and verified through the use of recorded information. Qualitative data can be analysed by making use of interpreting data analysis (Tesch, 1990:113). The process mainly consists of two steps namely, de-contextualisation and re-contextualisation. During the process the text (typed documents from one-on-one interviews, focus group interviews and participating observation) as a rule are analysed by means of categories, segments, items, units and themes which are further placed in groups. Tesch (1990:116) identifies such themes as a part of text where the meaning is susceptible to one idea, episode or a part of the information given. In this study, after identifying the main trends from the quantitative data, categories were established and used as interview script. The identified categories included the following: recreation policies; human and financial resources; facilities and programmes.

3.5 TRUSTWORTHINESS AND QUALITATIVE PROCEDURES

In the present study, during an interview the participants were assured that their answers they provide are confidential and to be used for the purpose of this study as a means of ensuring trustworthiness and qualitiveness. In addition, each participant was given hypothetical names according to the alphabetical orders which were subsequently used in the results and discussion. The trustworthiness of data is mainly justified by the validity or reliability thereof. Validity and reliability are mainly determined by measuring what the true meaning of a concept is as reflected by the research method which is being used and to get the same results by the

same research technique which is repeatedly used on the same population (Rubin & Babbie, 2005:186; Babbie, 2009:105). According to Neuman and Kreuger (2003:184) qualitative research is based on a profound understanding of what is being studied and to give the participants' views in an honest and balanced manner.

3.6 ETHICAL ASPECTS (NWU-00023-11-S1)

In the context of science ethics or ethical behaviour can be defined as morals by an individual or group which is generally acceptable. It becomes evident by their behaviour towards colleagues, other researchers, assistants and students (Strydom, 2005b:57). Gravetter and Forzano (2003:60) are of the opinion that researchers are responsible towards participants in the research (human or non-human) as well as the science for example, by not reporting forged or non-accurate data or by not making use of one's position to mislead the participant (Neuman & Kreuger, 2003:99). Neuman and Kreuger (2003:104) are also of the opinion that participation should not be forced onto anyone and that the participant must be thoroughly briefed on the research project before any participation. What should be taken into consideration is that the researcher should be capable to think for him/herself and make an informed decision (like the type of activities, timeframe thereof, privacy and possible risks) (Grinnel, 2001:58-62). On agreeing to participation in the study participants are thoroughly briefed on the circumstances, the possible implications thereof and how research will take place. This gives participants the opportunity to think about their participation in the study. They can withdraw at any moment. Strydom (2005b:63) mentions that it will be hard to find participants in the health sciences if the participants' privacy is not taken into consideration. In this sense the participants' privacy should be protected by not linking their identity to any answers, as such information should not be made public (Neuman & Kreuger, 2003:107). Prior the commencement of the study an ethical approval to conduct the study was granted by the North-West University's Ethics Committee (*Ethic no:* NWU-00023-11-S1).

3.7 DATA ANALYSIS

Two forms of analyses based on the design of the study were followed: Firstly, descriptive analysis, frequencies for percentages and phi-coefficients were used to calculate the quantitative data. The phi coefficients ($\phi=0.1$ (Small) $\phi=0.3$ (Medium); $\phi=0.5$ (larger)) were calculated to determine the practical significant differences in the measured variables. Secondly, for the qualitative data, the moderator and an observer were present during the sessions and conducted the analyses. Data were first analysed by thoroughly reading through the transcripts and listening to the tapes, while extracting any general themes and patterns that emerge. The data were systematically coded, sorted and organised into appropriate categories,

patterns and themes. Comparisons were drawn between local governments (Dr Kenneth Kaunda, Dr Ruth Mompati, Dr Modiri Molema, and Bojanala districts). Finally, the researcher (moderator and observer) discussed the results and a final analysis was prepared. Analyses were done with the assistance of a statistical consultant at the North-West University. In Chapter 4 the results of the study are interpreted and discussed

CHAPTER 4:

RESULTS AND DISCUSSION

- 4.1 INTRODUCTION
- 4.2 DEMOGRAPHIC INFORMATION
- 4.3 URBAN AND RURAL LOCAL GOVERNMENTS
- 4.4 JOB POSITION LEVEL
- 4.5 YEARS OF EXPERIENCE IN CURRENT POSITION
- 4.6 Highest qualification of participants
- 4.7 MANAGEMENT COMPONENTS OF RECREATION PROVISION
 - 4.7.1 Availability of strategic recreation provision plan
 - 4.7.2 The delivery of recreation services
 - 4.7.3 Policy statement regarding recreation provision
- 4.8 POLICY IN RESPECT OF FUNCTIONS REGARDING RECREATION PROVISION
 - 4.8.1 Provision of recreation facilities
 - 4.8.2 Maintenance of recreation facilities
 - 4.8.3 Provision of public playgrounds
 - 4.8.4 Maintenance of public playgrounds
 - 4.8.5 Provision of community centres
 - 4.8.6 Maintenance of community centres
 - 4.8.7 Accessibility of recreation services
 - 4.8.8 Availability of recreation programmes
- 4.9 Provision of human resources by local government
- 4.10 PROMOTION OF RECREATION SERVICES
- 4.11 LOCAL GOVERNMENTS LINKAGES WITH COMMUNITIES
 - 4.11.1 Linkage with recreation bodies or clubs.
 - 4.11.2 Linkage with provincial recreation council (prorec)

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- 4.11.3 Linkage with local recreation council (lorec)
 - 4.11.4 Linkage with district recreation council
 - 4.11.5 Linkage with community projects
 - 4.12 NEED FOR A RECREATION CONTROLLING BODY
 - 4.13 RECREATION PROMOTION METHODS
 - 4.14 PROBLEMS IN THE PROVISION OF RECREATION SERVICES
 - 4.14.1 Different age groups
 - 4.14.2 Special groups.
 - 4.14.3 Administrative aspects
 - 4.15 BENEFITS OF RECREATION
 - 4.16 HUMAN RESOURCES IN LOCAL GOVERNMENTS
 - 4.16.1 Qualifications for recreation positions
 - 4.17 Provision of recreation services
 - 4.17.1 Methods and strategies for programme services
 - 4.17.2 Methods and strategies for human resources
 - 4.17.3 Methods and strategies for finances
 - 4.17.4 Methods and strategies for policies
 - 4.18 CONCLUSION
-

4.1 INTRODUCTION

In this chapter 4, the results are interpreted and discussed in line with relevant literature reviewed in chapter 2 of this dissertation. The empirical research presents the analysis of data that were collected in the twenty local governments as well as the focus group results. A focus group session was conducted with specified personnel of local governments in order to obtain more information added to the results that were obtained from the questionnaires. In addition, the results obtained from both the quantitative and qualitative data lent the study to seek verification of the results through the interviews with the three recreation specialists to obtain their views with regard to recreation service delivery.

The results are discussed in the same order as in the literature to portray a holistic view of recreation service delivery in the North West Province. The questionnaire was divided into four

sections, including demographical information, management of recreation, human resource in recreation and the provision of recreation services (methods and strategies) and are therefore discussed in this order.

4.2 DEMOGRAPHIC INFORMATION

Studying the provision of recreation in South Africa revealed that there is a low rate of participation in recreation due to lack of access to recreation facilities, funding, health problems as well as people stating that they lack time to participate in recreation activities (Fourie, 2006:118; Struwig, 2008:4). The conclusion was that recreation services at local government are insufficient. It is therefore important to identify the characteristics of the respondents as it helps to determine the value of the information given. Demographics can be described as the study of the human population in terms of size, density, location, sex, age, race, vocation and other statistical information regarding a population. According to Bennet (1995:77) and Saayman (1997:24) these factors enable one to determine which recreation services are to be provided.

4.3 URBAN AND RURAL LOCAL GOVERNMENTS

Figure 4.1; show the representation of the demographics of the North West Province. Urban as well as rural areas were included in this study in order to obtain information of local governments with regard to recreation provision. The North West Province consists of four districts that encompass all twenty-two local governments. The names of the districts are Bojanala Dr. Kenneth Kaunda, Dr. Ruth Mompati and Ngaka Modiri Molema. Rural local governments include Kgetleng River, Leekwa Teemane, Mamusa, Ventersdorp, Naledi, Kagisano, Tswaing, Ratlou, Zeerust, Taung, Moretele, Ditsobotla, Moses Kotane. Urban local governments include Tlokwe, Matlosana, Rustenburg, Madibeng and Mafikeng. Rural local governments account for 75% of all the questionnaires that were completed, while 25% were from urban local governments (Figure 4.1). The skewed demographics with the rural governments having had high percentage may be explained by the factor that the North West province is largely made up of rural areas as outlined in the Group Area Act no 77 of 1957 (Group Area Act, 1957).

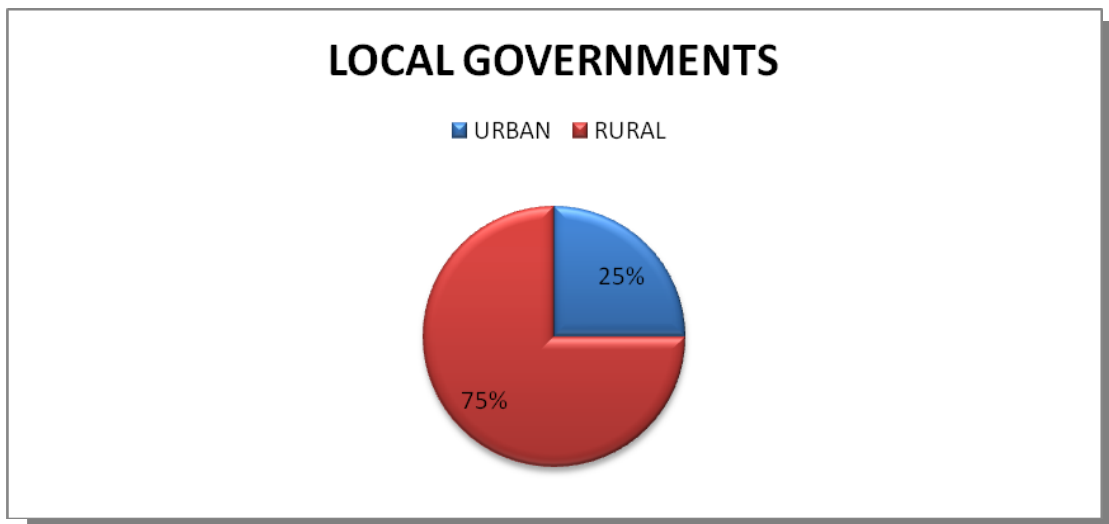


Figure 4-1: Representation of urban and rural Local Governments

4.4 JOB POSITION LEVEL

Figure 4.2, present the results of the level of positions occupied by staff that completed the questionnaires at the twenty different local governments. The study targeted municipal managers, however in most local governments senior were delegated to complete the respective questionnaires. The results indicate that 60% of the officials are directors (senior management) who completed the questionnaires, and 40% are mid-level officials delegated to supply the relevant information (Figure 4.2). The following positions can be regarded as top management in the public service: acting director, director communications, director infrastructure, director, executive manager, head of department and municipal manager whilst the following positions are middle management: assistant manager, IDP official, manager, sports, sport and tourism. It is therefore clear from the results that a fair percentage of senior management in local governments were able to complete the questionnaires as well as middle management.

4.5 YEARS OF EXPERIENCE IN CURRENT POSITION

Participants were asked how long they had been holding their current positions, and the results in Figure 4.3 show that 63% of the participants had occupied their current positions for less than 5 years, while 31.7% had occupied their positions between five to ten years, and only 5.3% had occupied their positions for more than ten years.

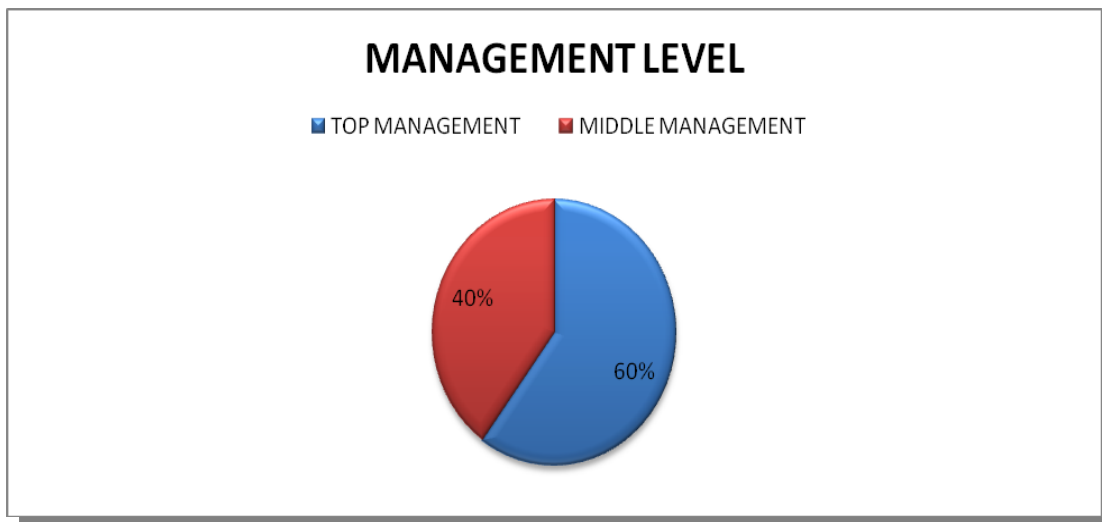


Figure 4-2: Distribution of top and middle management levels

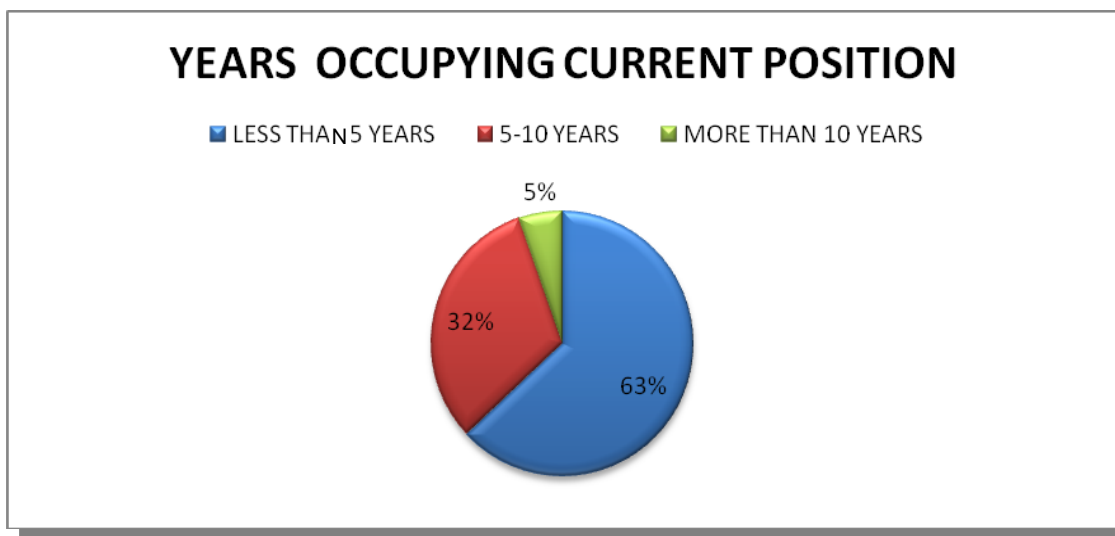


Figure 4-3: Years Occupying Current Position

The reasons why participants did not occupy their current positions for longer periods of time can include the political aspect of jobs (elections) and the reorganisation of local governments. Most of the senior posts are contracted for the term of office of the mayors. This is done to allow new governments to appoint their own staff, to avoid unnecessary misconceptions about the out-going political office bearers. In this study the majority of personnel have less experience in their present job position as such this may have a negative bearing regarding recreation service delivery (Mothilal, 1999:5; Scholtz & Meyer, 1990:127; Tshabangu & Coop, 2002:27; Weimers, 2000:72). This may also be confirmed by what is been alluded by the ARPA (2001:10), and ARPA (2006:5) and PRO (2006:2) that well-skilled and experience personnel can help in the planning and implementation of recreation programmes.

4.6 HIGHEST QUALIFICATION OF PARTICIPANTS

Table 4-1: Participants qualification levels

QUALIFACTION (N=20)	%
B ENGI	5
BA	5
B PROC	5
BTECH	15
DIPLOMA	25
GR 12	5
HONS	5
MASTER'S	15
CERTIFICATE IN MANAGEMENT	5
MPA	5
NO REPSONSE	10

It is clear from this results that the majority of the participants who completed the questionnaire have post-matric qualifications from different fields of studies with no specification for recreation whilst 5% only have grade 12 (Table 4.1). The results are therefore in agreement with literature that personnel working in recreation departments are either not qualified or qualified but lack knowledge and expertise in the field of recreation. The lack of relevant qualifications in the field of recreation by personnel in the present study may show a lack of a common intellectual interest (Goslin, 2003:39), which may be a factor associated with poor recreation service delivery. The absence of professionally trained recreationists indicated that local governments were of the opinion that the provision of recreation and leisure programmes was the responsibility of the communities (Meyer, 2001:27).

4.7 MANAGEMENT COMPONENTS OF RECREATION PROVISION

This section focused on aspects of management and policy regarding recreation service delivery in local governments in the North West Province. The questions regarding the availability of strategic plans in local governments are discussed as well as the departments responsible for the delivery of recreation. In addition the available policy statements concerning recreation provision and policy of local governments in respect of their functions are explained.

Furthermore the services that local governments render to promote recreation including their contact with communities and the need for a recreation controlling body are emphasised. Finally the methods that local governments apply to promote recreation are articulated as well as problems experienced by local governments in providing recreation (including available human resources) and benefits of recreation. For the purpose of this section management from a recreation service perspective is briefly explained.

According to Torkildsen (2005:381), management has been derived from the original model of classical management theory of Fayol. The Fayol model of management includes planning (policies, forecasting, objectives), execution (systematic implementation of policies, co-ordination) and control (monitoring performance) Torkildsen (2005:381).

Torkildsen (2005:381) have added to Fayol's model an additional function such as motivation, communication, budgeting and staff development. This model can be adapted to meet the needs of different organisations, and can be used as a basic framework for the management of recreation services, facilities and programming, namely: conceptualising, having a mission, direction, goals and marketing strategy; setting measurable objectives; organising, establishing a structure and system; recruiting, training and developing staff; carrying out the plan and obtaining results through people; assisting subordinates and inspiring and motivating them; seeking improvements and appraising results.

With reference to the above discussions this section will elaborate on the model of management which Torkildsen (2005:381) has explained and adapt it to the management aspect of recreation provision in the North West Province.

4.7.1 Availability of strategic recreation provision plan

Participants were asked if their local governments have a strategic plan for the provision of recreation service and all participants (100%) indicated that there was no strategic plan for recreation provision by the local governments. When a follow-up study was conducted on a focus group, the indication and response was that there is a need to have a strategic plan. The following were supporting statements that were made by the respondents (Presented as B to C, which are not actual names):

B: <i>"It must form part of the IDP" (integrated development programme)</i>
--

C: *"It is common sense that really we cannot work haphazardly. In my view there should be strategic plan because failure to have one it means I will use year after year budget of recreation to do only and the same thing and it will not serve the purpose intended. In as much as B has said it can be part of the IDP with a view to be reviewed annually"*

A strategic plan forms the basis of service delivery, and the absence of formal strategic plans indicates that service delivery will be compromised. Furthermore linked to the strategic plan the focus group also indicated that their local governments did not conduct recreation needs analysis for the overall planning. This is in agreement with what was reported by Goslin (2003:39) in which it was indicated that lack of recreation needs analysis may be attributed to lack of integration and a lack of common intellectual interest. The following were supporting statements that were made by the respondents.

A: *"I am not sure in my municipality was done, but I know there was a time one day, they went all out. They were doing parks, but they were doing parks they will just come and grade and put lawn and they will leave. So to me I do not know"*

B: *"Ok from B side I think the analysis has not really been done in terms of recreation but generally the needs of communities. We have the Imbizos, where communities speak to say this is what they need. And that is to be done almost every year, And that informs the IDP. The budget is according to IDP. So in short that has been done but is not actually focusing on recreation but general issues affecting the community"*

C: NO

D: *"Because it is not our core function. Is somebody who will have to do it"*

E: *"I think a lot of surveys have been done not specifically on recreation"*

The results show that needs analysis forms the basis of developing a strategic plan. It is therefore important that local governments engage and interact with communities to obtain the necessary information. By this process a strategic plan can be put in place as a vehicle for service delivery. Although local authorities are different, every local authority is supposed to have a provision policy regarding sport and recreation (Scholtz, 1985:16; Singh & Burnett, 2003:79). These policies should concern the matters like financing, development and maintenance of facilities, human resources, community use of school facilities and multi-racial use of facilities (Scholtz, 1985:17; Singh & Burnett, 2003:79). The statements made by the respondents also confirm the results on the use of research for service delivery (See table 4-30).

4.7.2 The delivery of recreation services

Participants were asked to indicate which department in their local government was responsible for recreation service delivery (See Table 4-2). From the results it is clear that recreation services delivery is widely spread across numerous service points; the Department of Parks accounted for 25%; Social Services 20% and other departments 20%. In rural areas the Department of Parks accounts for 26%, Social Services 20%, and other departments 20% whilst in urban areas the Department of Parks accounted for 20%, Social Services 20%, and other departments 20%.

Table 4-2: Departments responsible for recreation delivery

DEPARTMENTS	TOTAL (N=20)			RURAL (N=15)			URBAN (N=5)			PHI COEFFICIENT*
	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	
Parks	25	35	40	26.6	33.3	40	20	40	40	0.098
Social Services	20	40	40	20	40	40	20	40	40	0.001
Health Department	0	45	55	0	40	60	0	60	40	0.001
Separate department	0	45	55	0	40	60	0	60	40	0.001
Other	20	20	60	20	20	60	20	20	60	0.001

*phi coefficient=0.1 (small); phi coefficient =0.3 (medium); phi coefficient=0.5 (large)

Table .4-2 shows that recreation service delivery should be offered by Parks, Social Services, Other Department, Health Department and Separate Departments. There is no practically significant (phi=0.1) effect between a certain type of area and whether recreation is provided by Parks, Social Services, Health Department and a separate department or other departments. The results are contradictory with regard to which department should be responsible for recreation service delivery. When a follow-up study was conducted on a focus group, similar contradictions were observed as outlined in the box below. In the box, the following are supporting statements that were made by respondents (no actual names) A, B, C, D and E during interviews. These inconsistency regarding which department should be responsible for recreation service delivery is in congruent with the findings by Goslin (2003:40) in which it was revealed that the position of recreation did not move far away from their original dichotomous

roots of recreation programme provision and spatial facility provision in which it was seen placed under number of disciplines.

A: *“It should be partnered with parks because immediately you put it with sport, people tend not differentiate between recreation and sport”*

B: *“This unit falls within community services. It’s a correct allocation to this section and must just be resourced. Recreation itself is not resourced and depends on other unit.*

C: *“It will be suited to parks and recreation” We don’t have recreation as a unit and I am heading community services as colleagues have said.”*

D: *“How about us taking recreation to cooperative service to be also responsible for the welfare of the communities as well.” “The status core is as a colleagues are saying that Recreation is located at community services department.”*

E: *“Sport must be part of recreation” The experience is that when recreation is put with parks recreation plays second role.” “We have established sport and recreation unit and it has become better.” A subsection of sport and recreation is relevant.”*

The focus group further indicated that there is a need for a partnership. The participants in the focus group indicated that recreation should form a partnership with other stakeholders such as provincial government. The following in the box are supporting statements that were made by respondents A, B, C, D and E during interviews. The responses from the focus group highlighted the importance of partnership in the delivery of recreation services. These findings are supported by what statement by Uhlik (1995:14) who indicated that the partnership as a shared effort intended to produce benefits and satisfaction as much intangible and intrinsic as tangible and extrinsic. In addition, Uhlik (1995:15) stated that a dynamic arrangement between two or more parties based upon the beneficial satisfying of specifically identified, mutual needs. LaPage (1994) argued that leisure embraces partnership as a fundamental value in the same way that life and liberty are valued. Uhlik (2007:35) emphasised that more significant is the discovery, implicit perhaps, that the goal of service to others offers a higher benefit, the possibility of transformation through self-aware, directed action, resulting in the creation of meaningful lives. Goslin (2003:41) suggested that providing recreation services to communities could never be the function or responsibility of a single government agency, as such this clear show the need for partnership in rendering recreation services. From these findings, it is clear that recreation must not be separated from sports as such recreation must be position within the portfolio of sport in the local government but notwithstanding partnership with other stakeholders (LaPage, 1994).

A: *“Local government should lead problem of recreation and must be within partnership with other stakeholder”*

B: *“My little contribution will be a question of partnership” Partnership is lacking this should be synergizing the stakeholders to have a way of working together”*

C: *“Local government being at the forefront must come in to assist the previously disadvantage group.”*

D: *“ It should be local government” Based on my experience annually we go into communities with the mayor to have IMBIZOs with communities”*

E: *“I fully support the colleagues that partnership is important” “Local government has facilities to present the type of programmes” local government as closer to the communities has assets to do this.”*

The current results indicate that the responsibility for recreation service delivery has not yet been accepted by a single department. This, however, just highlighted that this challenge which has been experienced from the early years of recreation service delivery, are somewhat not resolved (Botha, 1981:18). Given these contradictions, an expert working in the field of recreation stated that there is a need to reposition recreation. Davidson (2007:1) stated that supporting what the community wants, determining what fits the vision of the city and the department, and looking at what is manageable with existing resources and is sustainable in the long-term are critical elements that need to be considered and examined, for there is a need and a desire to explore a way of operating differently. It can therefore be concluded that a need for a specific department designated for recreation is critical. The availability of such a department will provide an opportunity for focus and proper planning as well as efficient recreation service delivery. The challenge for local government as recreation service providers is to anticipate, as nearly as possible the recreation needs of their communities and new ways of delivering recreation services (Stanley, 1993:1).

4.7.3 Policy statement regarding recreation provision

Participants were asked if their local governments have a policy statement concerning aspects of recreation provision, including aspects of financing, provision of human resources, provision of recreation facilities and recreation programmes, coordination, planning and implementation of recreation programmes in the local community, lease of recreation facilities, appointment of administrative or supportive services and the use of volunteers.

Table 4-3: presents the results on policy statement on aspects of recreation provision. From the seven aspects concerning policy statement it is clear that there were no policy statements

concerning financing (in 80% of the cases), provision of human resources (90%), provision of recreation facilities (65%), and provision of recreation programme (80%). In addition there was no coordination, planning or implementation of recreation programmes in the local community (in 85% of the cases), or the lease of recreation facilities (75%), or the appointment of administrative or supportive service (95%) or the use of volunteers (80%) either.

When rural and urban areas are taken separately it is seen that no policy statements concerning financing were made according to 87% of respondents in rural areas (60% for urban areas). Concerning provision of human resources no statements were made in 100% of the cases in rural and in 60% of urban municipalities. Concerning coordination, planning and implementation of recreation programmes no policy statements existed in 86% of rural and 60% of urban municipalities. In connection with the lease of recreation facilities no policy statements existed in 80% of rural and 60% of urban municipalities. No policy statements exist about the appointment of administrative or supportive services in 100% of rural and 80% of urban municipalities. Policy statements about the use of volunteers did not exist in 80% of the municipalities, rural or urban.

Though there was no practically significant ($\phi=0.130$) effect between the area and whether there are policy statements regarding recreation provision in financing, recreation facilities, programmes, planning and coordination and implementation of recreation programmes and appointment of supportive services these factors remain critical to recreation service delivery. Practical significant effect ($\phi=0.5$) between area and the policy statements regarding recreation provision was observed in provision of human resources, where the availability of policy in urban areas is larger than in rural areas. These findings may be confirmed by the skewed distribution indicated in demographic of the present study in which the majority of the local governments were historically rural. It is clear that the historically rural areas are faced with many social challenges (Cronje *et al.*, 2007), which are structured by the national government according to priority needs so as to address the inequality balances as such the implementation of recreation policy is somewhat affected.

Table 4-3: Availability of policy statement

Components of provision	TOTAL (N=20)			RURAL (N=15)			URBAN (N=5)			PHI COEFFICIENT*
	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	
1. Financing	15	80	5	13.3	86.7	0	20	60	20	0.130
2. Provision of human resources	5	90	5	0	100	0	20	60	20	0.456
3. Provision of recreation facilities	25	65	10	26.6	66.7	6.7	20	60	20	0.033
4. Provision of recreation programmes	5	80	15	6.7	86.6	6.7	0	60	40	0.116
5. Coordination, planning and implementation of recreation programmes in the local community	10	85	5	13.3	86.7	0	0	80	20	0.177
6. The lease of recreation facilities	25	75	0	20	80	0	40	60	0	0.200
7. The appointment of administrative/supportive services	0	95	5	0	100	0	0	80	20	0.001
8. The use of volunteers	15	80	5	20	80	0	0	80	20	0.224

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

The lack of provision of recreation facilities have also been confirmed and supported by the recreation specialists. The following statements in the box provide the views of specialists. The names are hypothetical: Recreation Specialist A; Recreation Specialist B; Recreation Specialist C.

A: I will be in agreement with this, it appears to be a general trend in local government across the country. I am glad that this research in a particular province has come up with empirical evidence. It supports the previous findings and the trends that are current. Now I would like to pick up on one at a time and then try to link them as well. If we address it as results showing the following factors as problems that hinder recreation service delivery, I think the first problem for me before I go to specific findings that you outlined for me.

I want to address the issue that is factors/problems hindering recreation service delivery. This is where the problem starts. When it comes to not only local government, if you come to National government, if you go to Provincial government as well as local government this is the start of the problem. Here are few things. Number one, what is service delivery is not clear, what is recreation service delivery is not clear.

As to what is recreation, what is recreation service and to whom is to be delivered and by whom? Those things are not clear in this country this moment in time. So when we speak about the factors that you put down here I would agree with you that they do hinder what you call recreation service delivery but as academics and scientists we understand what it means in international context but specifically for South Africa that has not been addressed at this point in time. You will not find it in black and white in this country at this moment in time. So that is part of the problem.

B: *I think if you look at the research that was done in the early eighties by the then HSRC, it revealed that policies is a problem at all levels, not only all at local government level. But I mean over a period of twenty years where I have been involved with local government research it is a problem so in terms of answering you question, yes I think it is a problem. I think maybe it's now worse than it was before due to a shift in service delivery. I mean if you go back earlier years eighties and nineties, recreation was I guess, let's put it this, that there was always a bit of money made available for it. But with all the gaps that we need to fill in terms servicing all communities. I think there is not enough money to service communities. I think that's where policy should come in. Because policies are the guidelines that should guide government and local authority in particular where they should put in money. And in the absence of policy it then implies that they will not put money on a particular budget item. So, that's obviously has a spill over effect which is reflected in your results, which means that they won't be money for facilities (bla, bla, bla) and the rest.*

C: *First of all I think it is not only just about lack of policies at local government level, but it is lack of policy or implemental policies from National level. That whilst South African government has tried to establish through sport and recreation department a policy which is defined in a white paper, it actually is geared towards promoting sport rather recreation service delivery. And that's where the problem lies. Until this government develops a dedicated recreation specific policy in terms of service delivery, your service delivery is not going to happen at the lowest level. That's been your local government level. So whilst the local government is the delivery arm of government services, they are unable to deliver this service because of this lack of guidance from the policy which should be established at National level. So my interpretation is that I kind of agree with the study and what I am saying to you is anecdotal because of my exposure to local government, provincial and national government and that there is not a policy to direct their actions.*

From the above it is also clear that local governments are still challenged with the lack of various policy statements for recreation provision. Policies for recreation form the basis of service delivery, and the absence of these policies indicate that service delivery is compromised. It can therefore be concluded that one of the main problems that local governments still face today, is inadequate policy formulation, which has originated from the first and the second phase of recreation provision in South Africa (Scholtz, 1985:16). The need for formal policies cannot be overemphasised since recreation provision is an essential service to assist in human development.

4.8 POLICY IN RESPECT OF FUNCTIONS REGARDING RECREATION PROVISION

Local governments were asked to indicate the level of responsibility they took with regard to different functions regarding recreation provision. The results are discussed below:

4.8.1 Provision of recreation facilities

In Table 4-4 twenty five percent (25%) of local governments indicated full responsibility for the provision of recreation facilities. Thirteen percent (13.3%) in rural areas and 60% in urban areas indicated full responsibility. About 10% take ample supplementary function. In rural areas it is 6.7% and in urban areas 20%. Furthermore 5% of the local governments take limited supplementary function. In the rural areas the figure is 6.7% and urban areas do not take this function. In respect of the local community taking sole responsibility, absolutely no responsibility is taken for the provision of recreation facilities, whether in rural or urban areas. About 55% of the local governments indicated that they do not have policies. In rural areas the figure is 66.7% and in urban areas 20%.

Table 4-4: Provision of recreation facilities

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	25	13.3	60	0.540
Ample supplementary function	10	6.7	20	
Limited supplementary function	5	6.7	0	
Local community is solely responsible	0	0	0	
Has no policy	55	66.7	20	
No response	5	6.7	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

From Table 4-4 it seems that in urban areas 60% of local governments take full responsibility with 13% in rural areas. In rural areas 66.7% indicated no policy with 20% in urban areas. A practical significant effect (phi=0.540) between area and the policy statements regarding recreation provision was observed in the provision of recreation facilities where the availability of policy in urban areas is larger than in rural areas.

The lack of provision of recreation facilities has also been confirmed and supported by the professional recreation specialists. The following statements in the box below reflect the views of specialists under hypothetical names: 1. Recreation Specialist A. 2. Recreation Specialist B. 3. Recreation Specialist C.

A: *These low percentages would indicate what I have just mentioned. My explanation and my take on this is local authorities are best placed to address recreation at a grassroots level. The reason for this they own the property, they own infrastructure, they govern what is in the immediate vicinity where people stay. In settlements and for the best place of all tiers to utilise tax and rates they collect from citizens and translate that into satisfying the needs of the people and in this with regard to recreation facilities and infrastructure.*

B: *Ok again it reverts back to your issue of policies. The absence of a policy implies that government can only fund issues as per their policy. So again we need to have a framework where one can work from local government point of view. But I also think Victor that we need to maybe come with different model for facilities to say I think we need to draw in the private sector. I think we need to draw in schools, I think we need to have a re-look at how we use facilities. I mean we have been saying for a long time that lets take school facilities. They are only used during a certain time of the day, certain time of year. So maybe we should have a different model. If take Potch as an example where the local government and university has come into (MOU) in terms of facility development and that is working quite well.*

C: *You know I don't think there is a lack of recreation facilities. I think there is overabundance of facilities in this country. The problem is people within recreation and leisure services failed to understand that a facility could be an open space. But when you talk to people now in terms of facilities they want see a building, something that is built and that not necessarily constitute a facility where one can encourage people to participate in physical activity or in leisure time activity. Because if you look at leisure time activity and if we leave all sporting activities out, one really does not need much in terms of facilities. For mass participation and recreation services you need open space, you need a built environment that is designed to encourage people to engage in physical activity such as cycling, walking, running, jogging, bird watching, parks. Parks especially come into an important pleasure for recreation service delivery because that's where most of your leisure services take place. Recreation as opposed to sport is designed and delivered quite differently because your sport activities need to have a proper facility for effective service delivery.*

Based on the above it is quite clear that local governments do not prioritise provision of recreation facilities as an important and essential service. The provision of recreation facilities as a responsibility seems to be a historical trend as noted in the literature review (Botha, 1981:3; HRSC 1982:87; Fourie, 2006:533). According to Scholtz (1985:113), facilities must be made available to community usage and it must be multipurpose to be used for sport and

cultural events. Resources for the development of facilities are scarce and ways must be considered to use school facilities to accommodate the general community (Scholtz, 1985:114; Singh & Burnett, 2003:86; Fourie, 2006:533). It can therefore be concluded that local governments require finance and human resource to be able to provide recreation facilities. According to one of the specialists, there is an overabundance of recreation facilities. This statement needs to be qualified by the fact that this can be for certain urban geographical areas. The rest of the specialists agreed with the results obtained.

4.8.2 Maintenance of recreation facilities

In Table 4-5 it can be seen that 40% of local governments indicated maintenance of facilities as a function (26.7% in rural areas and 80% in urban areas). About 50% of local governments indicated no policy for the maintenance of recreation facilities (60% in rural and in urban areas 20%). A medium practical significant ($\phi=0.0461$) between area and the maintenance of recreation facilities was also observed with 80% urban areas local governments taking full responsibility whilst no (60%) policy existed in rural areas.

Table 4-5: Maintenance of recreation facilities

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	40	26.7	80	0.0461
Ample supplementary function	0	0	0	
Limited supplementary function	5	6.7	0	
Local community is solely responsible	0	0	0	
Has no policy	50	60	20	
No response	5	0	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

The maintenance of recreation facilities is also critical for the life expectancy and the sustainability of facilities. The maintenance of recreation facilities as a responsibility seems to be a historical trend as noted in the literature review (Scholtz, 1985:114; Singh & Burnett, 2003:86; Fourie, 2006:533). These results demonstrate a serious lack of management

commitment in the development of recreation. The need for maintenance and upkeep of facilities is crucial enough for the local governments to prioritise this function.

4.8.3 Provision of public playgrounds

In Table 4-6 forty five percent (45%) of local governments indicated full responsibility for provision of public playgrounds with 40% in rural areas and 60% in urban areas. About 10% of local governments indicated a limited supplementary function as in rural areas it is 6.7% and in urban areas 20%. Furthermore 5% of local governments indicated lack of policies for the provision of public playgrounds (In rural areas it is 40% and in urban areas 20%). Though no practically significant ($\phi=0.0461$) relationship could be detected between the area and the provisions of public playgrounds, these factors remain critical to recreation service delivery.

Table 4-6: Provision of public playgrounds

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	45	40	60	0.298
Ample supplementary function	5	6.7	0	
Limited supplementary function	10	6.7	20	
Local community is solely responsible	0	0	0	
Has no policy	5	40	20	
No response	5	6.7	0	

* ϕ coefficient=0.1 (small); ϕ coefficient=0.3 (medium); ϕ coefficient=0.5 (large)

The provision of playgrounds as a part of recreation facilities is also important for the community. The above results indicate that local governments take responsibility for playgrounds in 40% of rural and 60% of urban municipalities. The provision of public grounds as a responsibility seems to be a historical trend as noted in the literature review (Meyer, 1988:73). It can therefore be concluded that the need for provision of playgrounds is critical to the participation of the community in recreation. Local governments must ensure that they take full responsibility regarding development of policies for recreation to become an essential service.

4.8.4 Maintenance of public playgrounds

In Table 4-7 it can be seen that 55% of local governments indicated full responsibility for the maintenance of public playgrounds. In rural areas it is 46.7% and in urban areas 80%. About 25% of local governments have no policy with regard to maintenance of public playgrounds (In rural areas it is 26.7% whilst in urban areas it is 20%). According to the $\phi=0.303$, there was visible practical medium effect between the maintenance of public playgrounds and the area. In urban areas 80% of local governments have taken full responsibility whilst in rural areas only 47% have.

Table 4-7 Maintenance of public playgrounds

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFIECIENT*
Full responsibility	55	46.7	80	0.303
Ample supplementary function	5	6.7	0	
Limited supplementary function	5	6.7	0	
Local community is solely responsible	5	6.7	0	
Has no policy	25	26.7	20	
No response	5	6.7	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

Again in the maintenance of playgrounds by local governments 46.7% in rural areas indicated taking responsibility and in urban areas 80%. These results indicate commitment by these local governments. However the same local governments indicate lack of policies in 26.7% and 20% of cases respectively. The provision of public grounds as a responsibility seems to be a historical trend as noted in the literature review (Meyer, 1988:73). These results demonstrate that it is crucial for the local governments to prioritise the maintenance and upkeep of facilities so as to expand economic growth (Fourie, 2006:553).

4.8.5 Provision of community centres

Results (Table 4-8) show that 60% of local governments indicate full responsibility for the provision of community centres both in rural and urban areas. About 30% of local governments

indicate lack of policies. In rural areas it is 33.3% and in urban areas it is 20%. Furthermore 5% of local governments gave no response (In rural areas it is 6.7% and in urban areas 0%)

Table 4-8: Provision of community centers

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	60	60	60	0.404
Ample supplementary function	0	0	0	
Limited supplementary function	5	0	20	
Local community is solely responsible	0	0	0	
Has no policy	30	33.3	20	
No response	5	6.7	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

The provision of community centres is also critical to the provision of facilities for recreation services. Local governments indicated 60% full responsibility in both rural and urban areas. However 33.3% and 20% respectively show lack of policies for the provision of community centres. A significant medium practical effect ($\phi=0.404$) between area and the policy statements regarding provision of community centres was also observed where the existence of a policy in urban areas seems to be larger in urban and lower in rural areas. The provision of community centres as a responsibility seems to be a historical trend as noted in the literature review (Meyer, 1988:73). These results concerning the lack of policies require local governments to prioritise policy development as the point of departure become important; as such it may strengthen the relationship in co-sponsored programmes or other forms of co-ordination in community based recreation services or centers (Singh & Burnett, 2003:79).

4.8.6 Maintenance of community centres

In Table 4-9 it can be seen that 60% of local governments indicated full responsibility towards maintenance of community centres with 53.3% in rural areas and 80% in urban areas. About 35% of local governments indicate lack of policies whilst 40% is in rural areas and 20% in urban areas. Furthermore, 5% indicated no response (in rural areas 6.7% and in urban areas 0%). Though no practically significant ($\phi=0.209$) relationship between the area and maintenance of community centres was found, these factors remain critical to recreation service delivery.

Table 4-9: Maintenance of community centers

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	60	53.3	80	0.209
Ample supplementary function	0	0	0	
Limited supplementary function	0	0	0	
Local community is solely responsible	0	0	0	
Has no policy	35	40	20	
No response	5	6.7	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

Again although local governments indicated (53% in rural and 80% in urban areas) taking full responsibility for maintenance of community centres, there is still a lack of policies indicated by 40% and 20% respectively. The maintenance of community centres as a responsibility seem to be a historical trend as noted in the literature review (Meyer, 1988:73). It can therefore be concluded that maintenance of community centres is also critical to enable the community to participate in recreation.

4.8.7 Accessibility of recreation services

In Table 4-10 it transpires that 20% of the local governments indicate full responsibility for recreation to be accessible to all communities with 13.3% in rural areas and 40% in urban areas. About 50% of the local governments have no policy with regard to accessibility to recreation services (in rural areas 60% and urban areas 20%).

A practical significant effect (phi=0.551) between the area and the policy statements regarding recreation provision in accessing recreation to all communities was also observed where the availability of policy in urban areas is larger than in rural areas. This means that recreation services must be made accessible to communities to participate in recreation. From Table 4-10 it can be seen that in urban areas local governments have accesses (40% full responsibility) to recreation services whilst in rural areas only a fraction takes full responsibility.

Table 4-10: Accessibility of recreation services

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	20	13.3	40	0.551
Ample supplementary function	5	0	20	
Limited supplementary function	15	13.3	20	
Local community is solely responsible	5	6.7	0	
Has no policy	50	60	20	
No response	5	6.7	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

These results also showed by the high lack of policies (60% in rural areas and 20% in urban areas). It can therefore be concluded that the need for policies cannot be over emphasised. Local governments must have policies to provide strategic direction for the provision of recreation services (Scholtz, 1985:114).

4.8.8 Availability of recreation programmes

In Table 4-11 it can be seen that 15% of local governments indicated full responsibility towards existence of recreation programmes where the percentage is 13.3% in rural areas and 20% in urban areas. About 70% of local governments do not have existing recreation programmes (in rural areas is 73.3% and urban areas is 70%).

A high 73.3% and 70% which lack policies indicated very little commitment by local governments towards the existence of recreation programmes. Though there is no practically significant (phi=0.126) relationship between the area and the existence of recreation programmes, these factors remain critical to recreation service delivery.

Table 4-11: Availability of recreation programmes

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Full responsibility	15	13.3	20	0.126
Ample supplementary function	0	0	0	
Limited supplementary function	15	13.3	20	
Local community is solely responsible	0	0	0	
Has no policy	70	73.3	70	
No response	0	0	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

When a follow-up study was conducted on a focus group it was also clear that there is a lack of recreation programmes. The participants in the focus group indicated that generally there is a lack of programmes that local government plan and implement in communities. The following are supporting statements that were made by the respondents:

C: *There are programmes, but not driven from municipality, there is a youth centre, it is driven by other departments. Department of sport arts and culture and the like. But really in the community where I come from there are not many recreational things that keep communities busy.*

E: *I think people participate in sport are quiet organised, on the recreational side individuals is dependent on his own decisions to do something in leisure time.*

D : *In municipality sport is not necessarily organised, but sport council. But also individual interest group young girls and boys are doing traditional dance and dramas but as municipality No.*

In addition to the statements made by the focus group, professional recreation specialists also support the views that there is a lack of recreation programmes. The following statements in the box below provide the views of specialists under hypothetical names: 1. Recreation Specialist A. 2.Recreation Specialist B. 3. Recreation Specialist C.

A: *This is a sad reality in South Africa. It is sad, because traditionally governments all three spheres felt that if they provide recreation facilities then their job is done. But we know that recreation facilities do not necessarily mean that people would recreate, that people will live an active lifestyle. So until we don't have programmes we don't make any different to the lives of people. So facilities themselves are shell. What makes facilities real facilities, living facilities is when they are popular programmes and people utilise them and then they serve the purposes that we have for having recreation programmes relating to social development and all other objectives that we can say are the benefits participating in recreation programmes.*

B: *The problem with the programme is that a lot of programmes are dependent on facilities and obviously again it has kind of spill over effect that the lack of facilities means that certain programmes cannot take place. So you have to again revert back to you policies and policies need to make provision for example (x amount) for facilities and addressed to that I think the other problem is programme existence. All programmes depend on staff who knows how to implement this, who have sufficient skills and experience. So training of staff I think is crucial in terms of that. And also making use of volunteers, I think that is a crucial point. Volunteers can do a lot of programmes, but you need a partnership again with the community and to be able to do that*

C: *You know leisure programming is a very difficult concept because your programming will revolve around your facilities again and the availability of skilled human resources where we actually find very lacking in this country. In terms of programming, one will look at running sustainable programmes on a daily basis through community halls, through schools through leisure time facilities you know whether is recreation centre or whatever and this will be directed by your facilitator or by your recreation volunteers that will run the programme. And in my own opinion I think there should be more formalized programmes through local government especially during holiday periods and after school. And that mainly for children and senior citizens rather than general population. Because as I said in response to the previous question your facilities, I mean there is so much outdoor facilities that are available for people to actively to engage. So in terms of programming I see more specific programmes taking place within community centres, and your indoor sport centres and so on. And that has to be driven by either large volunteer base or by skilled recreation programmers.*

The absence of recreation programmes seems to be a historical trend in South Africa. The involvement of local authorities in delivering recreation services, which include the provision of recreation programmes, was reported as a fairly new tendency with huge gaps (Meyer, 1988:29). The motivation for leisure service organisations must be to provide recreation programmes because they believe that leisure experiences have positive value in meeting significant human needs (Russell *et al.*, 2008:11)

It can therefore be concluded that local governments must assume their responsibility as providers of recreation programmes.

4.9 PROVISION OF HUMAN RESOURCES BY LOCAL GOVERNMENT

In Table 4-12 it can be seen that 25% of local governments indicated full responsibility for the provision of human resources to plan for recreation (20% in rural areas and 40%in urban areas). About 50% of local governments do not have existing human resources. In rural areas it is 66.7% and in urban areas it is 40%. Though no practically significant ($\phi=0.240$) relationship between the area and provision of human resources was found, these factors remain critical to recreation service delivery.

Table 4-12: Provision of human resources

FUNCTIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT *
Full responsibility	25	20	40	0.240
Ample supplementary function	0	0	0	
Limited supplementary function	15	13.3	20	
Local community is solely responsible	0	0	0	
Has no policy	50	66.7	40	
No response	0	0	0	

* ϕ coefficient=0.1 (small); ϕ coefficient=0.3 (medium); ϕ coefficient=0.5 (large)

It is also clear that very few (20% of local governments in rural areas and 40% in urban areas) take full responsibility for the provision of human resources. However, there is great lack of policies as indicated by 66.7% and 40% respectively. When a follow-up study was conducted on a focus group it is likewise clear that there is a lack of human resources.

This also emerged from the feedback provided by the participants.

A: *“The challenge is on the definitions of recreation as recreation is regarded as inferior to sport.” It is also the mindset of people that recreation is not important”*

B: *“Recreation is not the focus and there is no human resource and other resources” The bulk of funds goes to basic services” there is no operational budget.*

C: *“It used to be in our organisational structure previously some years back. Recently it was taken out because it is not prioritised. By the time it was on the structure no one was appointed for that because of financial and was never catered for because of financial resources” “We do not have even HR but lately after having engaging with Victor we made inputs for that”*

D: *“Once is not a core function then it means there will not be resources allocated to it.” “ I want to believe this study as one of us asked to know what is going to happen at the end, it will assist in the reviews of structures and indicate that is important that recreation forms part of priority areas of local government. is complete ”*

In addition to the statements made by the focus group, professional recreation specialists also support the views that there is a lack of recreation programmes. The following statements in the box below give the views of specialists under hypothetical names: 1.Recreation Specialist A. 2.Recreation Specialist B. 3. Recreation Specialist C.

A: *Once again I would agree with this trend in terms of the results. It is quite common in the country that there are insufficient professional qualified recreational personnel in the country. These has not been a focus on recreation apart form few pockets and little few initiatives. There has not been a wide national focus on recreation, not in province not any local government level. To address this, it has to start Nationwide and of course provinces and municipalities that we have to start skilling the people that are in local government with regard to recreation officers. Specific training programmes have to be developed and rolled out throughout the country. Tertiary institutions had to provide specific programmes in recreation management. Private enterprise has to also come on board to support this and sponsor such training programmes and initiatives. On the other hand non-governmental organisations, community-based organisations must be supportable as such. Initiatives, because it is one of the things that will support the delivery of programmes, without the people to drive the programmes then existing facilities or spaces are still not going to be utilised and we will not achieve our objectives. So human resource I think is the first important pillar to put in place and training is very important. We must all come up with accreditation system for these resources so that as we train them we must be able to retain them by accrediting people.*

B: *Ok I think, first of all we need to start making use of volunteers much more often and I mean if you take for example the Provincial Recreation Council, its got a large data base of volunteers that they use. I think that is the way to go. So that`s one issue of addressing the problem. The other is obviously is*

training. I think there are too few of recreation officials that are currently employed with no knowledge or experience or training in this field. They must probably come from other areas or local government does not know where to place them and they place them at sport and recreation because it seems not to be a difficult thing to manage. So placement of people, training is crucial.

C: Ok you know I think because recreation in this country has never been a key focus area that they have not really looked at the allocation of equitable resources for the sector and then the other problem is that the qualifications that are coming out of tertiary institutions have such a diluted recreation focus and most of the graduated students end up becoming sport coaches, personnel trainers rather than recreation specific people. And that's why you seeing almost 10% human resource element within public sector. Right I mean you said 90%, so you seeing only 10% of that is because skills are not going out of tertiary institutions. But I am hoping that something like this will change hopefully if a study like this can be conducted in another five years time and see this change because we now have a qualification in community recreation qualification from level four to six where people should be trained with the right skills to getting to public service.

The absence of human resources specifically providing recreation services is still a challenge for local governments. Scholtz and Meyer (1990:127) point out that there is a growing demand for professionally trained people to develop a variety of recreation programmes in a sustainable manner. It can therefore be concluded that local governments should prioritise human resources in order to plan, coordinate and implement recreation programmes.

4.10 PROMOTION OF RECREATION SERVICES

Participants from local governments were asked to indicate whether or not they provide specific services in order to promote recreation.

As expected there is a high percentage (90%) of the local governments that do not provide financial aid to recreation bodies (86.7% in rural areas and 100% in urban areas). About 65% indicated that they promote recreation through community centres/halls whilst 35% do not. Furthermore 40% in rural and 20% in urban areas do not promote recreation through community centres/halls either. A total of 75% indicated that they maintain community centres whilst 25% do not. In rural areas 67.7% indicated that they do while 33.3% do not. Furthermore a high 100% indicated that they do promote recreation through maintenance of community centres. Again 85% of local governments do not have their own full-time personnel (86.7% in rural and 80% in urban areas). In addition 90% do not have part-time personnel

either (93.3% in rural and 80% in urban areas). Seventy percent do not make their own infrastructure available for recreation use including (73.3% in rural and 60% in urban areas).

Also 80% do not use volunteers including rural and urban areas. A total of 70% do not do recreation-related activities (rural 73.3% and urban 60%). Furthermore 55% of local governments do provide recreation facilities and 45% do not. In rural areas 46.7% do provide and 53.3% do not provide recreation facilities. In urban areas 80% do provide and 20% do not provide recreation facilities. About 50% maintain recreation facilities and 50% do not. In rural areas 40% do maintain recreation facilities and 60% do not. In urban areas 80% do maintain recreation facilities and 20% do not.

About 70% of local governments do not have effective partnership whilst 30% do have. In rural areas 73.3% do not have effective partnership either while 26.7% do have. In urban areas 40% do have effective partnership and 60% do not. About 70% do not coordinate contribution of recreation to major events whilst 30% do. In rural areas 80% do not whilst 20% do. In urban areas 60% do coordinate contributions of recreation to major events and 40% do not. About 80% do not market recreation (73.3% in rural areas and 100% in urban areas). Furthermore 90% do not train personnel (86.7% in rural areas and 100% in urban areas). Lastly 85% do not promote recreation through programmes for the youth, adults, disabled or elderly (rural 80% and urban 100%). Though no practically significant ($\phi=0.1$) relationship was found between the area and the services rendered by local governments to promote recreation, these factors remain critical to recreation service delivery. According to the ($\phi=0.3$) there is a visible association between the services rendered by Local Governments to promote recreation and the area. In urban areas local governments do not take full responsibility and neither do they do so in rural areas.

Table 4-13: Promotion of recreation services

METHODS	TOTAL (N=20)			RURAL (N=15)			URBAN (N=5)			PHI COEFFICIENT T*
	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	
1. Financial aid for recreation bodies	10	90	0	13.3	86.7	0	0	100	0	0.192
2. Community centres and /or halls	65	35	0	60	40	0	80	20	0	0.182
3. Maintenance of community centres	75	25	0	67.7	33.3	0	100	0	0	0.333
4. Availability of own personnel on a full-time basis, e.g. as recreation organiser(s)	15	85	0	13.3	86.7	0	20	80	0	0.081

5. Availability of own personnel on part-time basis, e.g. as programme organiser(s)	10	90	0	6.7	93.3	0	20	80	0	0.192
6. Make available own office infrastructure for recreation use (e.g. telephone, typist, etc)	25	70	5	20	73.3	6.7	40	60	0	0.186
7. The use of volunteers	20	80	0	20	80	0	20	80	0	0.000
8. Recreation-related activities	30	70	0	26.7	73.3	0	40	60	0	0.126
8.1. Provision of recreation facilities	55	45	0	46.7	53.3	0	80	20	0	0.290
8.2. Maintenance of recreation facilities	50	50	0	40	60	0	80	20	0	0.346
8.3. Effective partnership in rendering recreation	30	70	0	26.7	73.3	0	40	60	0	0.126
8.4. Coordinate the contribution of recreation to major events	30	70	0	20	80	0	60	40	0	.0378
8.5. Marketing of recreation	20	80	0	26.7	73.3	0	0	100	0	0.289
8.6. Training of personnel	10	90	0	13.3	86.7	0	0	100	0	0.389
8.7 Programme for the youth, adults, disabled and elderly	15	85	0	20	80	0	0	100	0	0.243
8.8. Other functions of services – SPECIFY	0	25	75	0	20	80	0	40	60	-

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.11 LOCAL GOVERNMENTS LINKAGES WITH COMMUNITIES

4.11.1 Linkage with recreation bodies or clubs.

Table 4-14 presents the link between local governments and communities. A high percentage (55%) of these local governments does not have any links with recreation bodies or clubs (60% in rural areas and 40% in urban areas). About 15% indicated they do this by means of conversation with individual bodies (13.3% in rural areas and 20% in urban areas). A total of 20% indicated they do this by means of a local advisory association/council (26.7% is in rural areas and 0% in urban areas). Though no practically significant ($\phi=0.281$) effect was found between the area and linkage with recreation bodies or clubs, these factors remain critical to recreation service delivery.

The above results (60% and 40%) indicated clearly that there is a need for local governments to create an enabling environment to link with recreation bodies. These lower percentages suggest that there is a poor relationship between recreation bodies and local governments. It can therefore be concluded that local government should provide a platform for recreation bodies to link with them for better recreation service delivery.

Table 4-14: Linkage with recreation bodies

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
No link	55	60	40	0.281
By means of conversation with individual bodies	15	13.3	20	
By means of local advisory association/council	20	26.7	0	
By means of notices	0	0	0	
No response	10	0	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.11.2 Linkage with Provincial Recreation Council (Prorec)

A high percentage (75%) of these local governments does not have any links with the provincial recreation council (PROREC) (in rural areas 73.3% and in urban areas 80%). About 15% indicated that they do this by means of conversation with individual bodies (13.3% in rural areas and 20% in urban areas). A total of 5% indicated linkage with a local advisory association/council (6.7% in rural areas and 0% in urban areas). Furthermore 5% indicated linkage by means of notices (in rural areas 6.7% and in urban areas 0%). Though no practically significant (phi=0.200) effect was found between the area and linkage with a provincial recreation council, these factors remain critical to recreation service delivery.

Table 4-15: Linkage with Provincial Recreation Council (PROREC)

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT *
No link	75	73.3	80	0.200
By means of conversation with individual bodies	15	13.3	20	
By means of local advisory association/council	5	6.7	0	
By means of notices	5	6.7	0	
No response	0	0	0	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

According to these mostly negative results of no links with a provincial recreation council it is very clear that local governments are not aware of the role that PROREC must play in the provision of recreation. When a follow-up study was conducted on a focus group similar views were aired by respondents saying that they were not aware of PROREC. Statements were as follows:

B: *no, no not. There is no interaction at all.*

D: *I heard about it from department of sport arts and culture. I think its with the province. So not in details but I have heard and I know about it from municipality.*

E: *I think it comes back to all what we said this morning is that the focus currently is on sport at local authorities. There is no HR to liaze with PROREC and so on. In our daily activities we first focus on the other problems. The is no people that really at local authority that interact with PROREC. There is no such structure regarding recreation*

A: *Our municipality does interact with PROREC, but municipality is a member of IRM.*

The link between PROREC and local governments is critical in the development of recreation and the establishment of lower structures of recreation in North West Province so that resources such as funding can be made available for the development of recreation. Therefore the need of such a structure to link with local governments cannot be overemphasised. It can be concluded that the relationship between PROREC and local governments must form the basis for proper planning and implementation of recreation programmes.

4.11.3 Linkage with Local Recreation Council (Lorec)

Again a high percentage (65%) of these local governments does not have any links with a local recreation council (LOREC) (in rural areas 73.3% and in urban areas 40%). About 10% indicated linkage by means of conversation with individual bodies (6.7% is in rural areas and 20% in urban areas). Furthermore 10% indicated linkage by means of a local advisory association/council (13.3% in rural areas and 0% in urban areas). A total of 5% indicated linkage by means of notices (in rural areas 6.7% and in urban areas 0%).

From Table 4-16 it seems that the results of 73.3% from rural and 40% from urban areas impose limitations on the planning and presentation of recreation services. The results also indicate high negative percentages - 73.3% and 40% respectively have no links with a local recreation council. According to the ($\phi=0.351$), there was a visible small practical effect

between the linkage with Local Recreation Council in urban areas. The observation is that there are no linkages in rural areas. PROREC is responsible for the establishment of recreation structures in the North West Province and LOREC is one of them. It can therefore be concluded that the link between local governments and LOREC is also important in the development and the implementation of recreation programmes.

Table 4-16: Linkage with Local Recreation Council (LOREC)

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
No link	65	73.3	40	0.351
By means of conversation with individual bodies	10	6.7	20	
By means of local advisory association/council	10	13.3	0	
By means of notices	5	6.7	0	
No response	10	0	40	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.11.4 Linkage with district recreation council

Again a high percentage (65%) of these local governments does not have any links with a district recreation council (DISREC) (in rural areas 66.7% and in urban areas 60%). About 10% indicated linkage by means of a local advisory association/council (13.3% in rural areas and 0% in urban areas). Though no practically significant (phi=0.196) effect was found between the area and linkage with district recreation council, these factors remain critical to recreation service delivery.

PROREC is responsible for the establishment of recreation structures in the North West Province and DISREC is one of them. It can therefore be concluded that the links between local governments and DISREC is important again in the development and the implementation of recreation programmes.

Table 4-17: Linkage with District Recreation Council (DISREC)

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
No link	65	66.7	60	0.196
By means of conversation with individual bodies	0	0	0	
By means of local advisory association/council	10	13.3	0	
By means of notices	0	0	0	
No response	25	20	40	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.11.5 Linkage with community projects

Table 4-18 indicates 40% of these local governments do not have any links with community projects (in rural areas 46.7% and in urban areas 20%). About 20% indicated linkage by means of conversation with individual bodies (rural areas 20% and urban areas 20%). A total of 5% indicated linkage by means of a local advisory association/council (6.7% in rural areas and 0% in urban areas). Furthermore 5% indicated linkage by means of notices (rural areas 6.7% and urban areas 0%). Though no practically significant ($\phi=0.228$) effect was found between the area and whether there are linkages with community projects, these factors remain critical to recreation service delivery.

Table 4-18: Linkage with community projects

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
No link	40	46.7	20	0.228
By means of conversation with individual bodies	20	20	20	
By means of local advisory association/council	5	6.7	0	
By means of notices	5	6.7	0	
No response	30	20	60	

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

According to these results (46.7%% and 20%) of no links with communities it is very clear that there is a need for local governments to come up with a strategy to a have a formal relationship with communities within which they are operating. Local governments are responsible for the welfare of the communities. Providing leadership to interact with communities is critical in the smooth running of local governments. It can therefore be concluded that there is a need for communities to link with local governments for better recreation service delivery. This is also highlighted in the Municipal Systems Act (Act 32 of 2000:10).

4.12 NEED FOR A RECREATION CONTROLLING BODY

Table 4-19 shows that 95% of local governments need to have a recreation controlling body (93.3% in rural areas and 100% in urban areas). About 5% indicated no in rural areas and 6.7% in urban areas. Though no practically significant ($\phi=0.132$) effect was found between the area and whether there is a need for a recreation controlling body, these factors remain critical to recreation service delivery.

Table 4-19: Need for a recreation controlling body

ORGANISATIONS	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI COEFFICIENT*
Yes	95	93.3	100	0.132
No	5	6.7	0	
Don't know	0	0	0	

*phi coefficient=0.1 (small); phi coefficient =0.3 (medium); phi coefficient=0.5 (large)

The above results (93.3% and 100%) about the need for a recreation controlling body imply that there is a dire need for recreation structure. This challenge means that PROREC must become more robust and visible to market itself throughout the North West Province. It can therefore be concluded that PROREC as a recreational structure must begin to communicate with local governments so that there is a professional relationship in order for a recreation body to be recognised (PROREC NW, 2010:1).

4.13 RECREATION PROMOTION METHODS

Table 4-20 presents the methods that local governments apply to promote recreation in communities. A significant high percentage (85%) indicated no special mentioning of recreation achievers in council meetings (80% in rural areas and 100% in urban areas). About 85% do not give special awards to participants including rural areas (86.7% and urban areas 80%). Furthermore 85% do not give financial aid to participants, (in rural areas 86.7% and in urban areas 80%). A total of 85% do not have awareness campaigns (80% in rural areas and 100% in urban areas). Though no practically significant ($\phi=0.243$) effect was found between the area and whether there is need for recreation controlling body, these factors remain critical to recreation service delivery.

According to the above results it means that recreation is not regarded as an essential service. These results correlate with the previous results in that many of the local governments do not provide recreation as an important service. The need for awareness campaigns to promote recreation cannot be overemphasised. Therefore recreation must assume its rightful place and local governments must begin to accept this responsibility like other essential services.

The above results suggest that recreation as a whole is not given priority by local governments. It is important that recreation is recognised as an essential service by local governments so as to provide communities with the opportunity for participation. From the issue pertaining recreation promotion methods, it is therefore important to bring all stakeholders on board to create a platform and focus on recreation.

Table 4-20: Recreation promotion methods

METHODS	TOTAL (N=20)			RURAL (N=15)			URBAN (N=5)			PHI COEFFICIENT*
	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	YES %	NO %	NO RESPONSE %	
Special mentioning of recreation achievements in the council meetings	15	85	0	20	80	0	0	100	0	0.243
Presentation of special prizes/awards to participants for special achievements	15	85	0	13.3	86.7	0	20	80	0	0.081

Financial aid to participants who perform in the recreation field	15	85	0	13.3	86.7	0	20	80	0	0.081
Awareness campaigns	15	85	0	20	80	0	0	100	0	0.243

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.14 PROBLEMS IN THE PROVISION OF RECREATION SERVICES

4.14.1 Different age groups

Table 4-21 presents problems in the provision of recreation services and facilities regarding recreation programmes for different age groups.

A significantly high 55% of the local governments indicated that recreation participation among pre-school pupils is not their function (rural areas 60% and urban areas 40%). About 55% indicated that recreation participation among pupils (6-12) is not their function (in rural areas 60% and in urban areas 40%). A total of 55% indicated that recreation participation among scholars is not their function (rural areas 60% and urban areas 40). Furthermore 15% indicated that recreation participation among the youth (19-24) is not their function, however 50% indicated it as a large problem. Thirteen percent of rural areas indicated it as not their function, with 60% being a large problem. In urban areas 20% indicated recreation promotion is not their function and 40% as a moderate problem. Again 15% indicated that recreation participation among adults is not their function and 45% indicated as a problem. In rural areas 13.3% indicated this as not their function and 53% have a problem with it. In urban areas 20% indicated that promotion of recreation services as not their function and 40% as having a problem.

In rural areas 6.7% indicated that the provision of recreation services and facilities as not their function, 13.3% as a slight and 60% as a major problem in rural areas. About 20% indicated the provision of recreation services and facilities as not their function, 60% a moderate and 20% as a major problem. A total of 10% indicated that recreation participation among senior citizens is not their function, 25% saw it as a moderate and 55% as a major problem. In rural areas the provision of recreation services and facilities 6.7% indicated it as not their function, 20% as a moderate and 60% as a large problem. In urban areas 20% indicated it as not their function,

40% as a moderate and 40% as large problem. According to $\phi=0.345$, there was a visible association between problems in the provision of recreation services and facilities for different age groups where in urban areas local governments do not take this as their responsibility nor do they in rural areas. From the above results it is also clear that local governments do not prioritise provision of recreation services and facilities for the different age groups. The absence and lack of programmes as well as facilities for different age groups may cause communities to be inactive and as such communities may not benefit from participation in recreation. It can therefore be concluded that the need for recreation programmes and facilities for different age groups cannot be overemphasised. This is supported by Barnes *et al.* (1997:47) who say that recreation service delivery must represent an approach that is highly dependent on citizen participation; particularly participation of citizens who are vulnerable, for example disabled people, youth at risk and elderly persons.

Table 4-21: Different age groups

RECREATION PROGRAMMES	TOTAL (N=20)						RURAL (N=15)						URBAN (N=5)						PHI Coefficient*
	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	
Recreation participation among pre-school pupils	55	10	0	20	15	0	60	6.7	0	13.3	20	0	40	20	0	40	0	0	0.405
Recreation participation among pupils(6-12years)	55	10	5	15	15	0	60	6.7	6.7	6.7	20	0	40	20	0	40	0	0	0.503
Recreation participation among scholars(13-18years)	55	10	10	15	10	0	60	6.7	6.7	13.3	13.3	0	40	20	20	20	0	0	0.345
Recreation participation among the youth(19-24years)	15	10	0	25	50	0	13.3	6.7	0	20	60	0	20	20	0	40	20	0	0.359
Recreation participation among adults(25-40)	15	15	5	15	45	5	13.3	13.3	6.7	6.7	53.3	6.7	20	20	0	40	20	0	0.465
Recreation participation among people(40-59years)	10	5	10	25	20	0	6.7	6.7	13.3	13.3	60	0	20	0	0	60	20	0	0.554
Recreation participation among senior citizens(60+years)	10	5	5	25	55	0	6.7	6.7	6.7	20	60	0	20	0	0	40	40	0	0.332

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.14.2 Special groups.

Table 4-22 shows that 10% of the local governments have problems with unemployed youth, 10% moderate and 70% large problems. In rural areas 6.7% indicated it as not their function, 73.3% as a large problem. In rural areas 20% indicated it as not their function, 20% a moderate and 60% as a large problem. About 10% of the local governments indicated problems with youth at risk, 10% as moderate and 70% as large. In rural areas 6.7% indicated it as not their function and 73.3% as a large problem. In urban areas 20% indicated it as not their function, 20% as a moderate and 60% as a large problem. Again 10% of the local governments indicated problems with women and girls, 15% as moderate and 65% as large. In rural areas 6.7% indicated it as not their function and 66.7% as a large problem. In urban areas 20% indicated it as not their function, 20% as a moderate and 60% as a large problem.

A total of 15% of the local governments indicated problems with people with disabilities, 15% as moderate and 60% as large. In rural areas 13.3% indicated it as not their function, and 73.3% as a large problem. In urban areas 20% indicated it as not their function, 50% as a moderate and 60% as a large problem. About 5% of the local governments indicated problems with crime prevention, 5% as a moderate and 75% as a large problem. In rural areas 13.3% indicated it as not their function, 13.3% as a moderate and 60% as a large problem. In urban areas 20% indicated it as not their function, 20% as a moderate and 60% as a large problem. Though no practically significant ($\phi=0.1$) relationship was found between the area and whether there are facilities regarding special groups, these factors remain critical to recreation service delivery. According to ($\phi=0.3$), there is a visible association between problems in the provision of recreation services for special groups and the area, where neither in urban areas nor in rural areas do local governments take this as their responsibility .

The results also indicated a severe negative impact on the need for recreation by special groups. This challenge with regard to the lack of programme and facilities for the special groups implies that local governments do not prioritise recreation. Local governments are closer to the communities and the need for interaction with the communities is critical in the development of society. This is supported by Barnes *et al.* (1997:47) who say that recreation service delivery must represent an approach that is highly dependent on citizen participation; particularly participation of citizens who are vulnerable, for example disabled people, youth at risk and elderly persons.

Table 4-22: Special groups

RECREATION PROGRAMMES	TOTAL (N=20)						RURAL (N=15)						URBAN (N=5)						PHI Coefficient*
	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	
Unemployed youth	10	5	5	10	70	0	6.7	6.7	6.7	6.7	73.3	0	20	0	0	20	60	0	0.324
Youth at risk	10	5	5	10	70	0	6.7	6.7	6.7	6.7	73.3	0	20	0	0	20	60	0	0.324
Women and girls	10	5	5	15	65	0	6.7	6.7	6.7	13.3	66.7	0	20	0	0	20	60	0	0.271
People with disabilities	15	5	5	15	60	0	13.3	6.7	0	6.7	73.3	0	20	0	0	50	60	0	0.246
Crime prevention	5	10	5	5	75	0	13.3	6.7	6.7	13.3	60	0	20	0	0	20	60	0	0.211

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.14.3 Administrative aspects

About 30% of local governments indicated general organisation and administration of recreation as not their function, 10% considered it a moderate and 40% a large responsibility. In rural areas 33.3% indicated it as not their function, 46.7% as a large responsibility. In urban areas 20% indicated it as not their function, 40% as a moderate and 20% as a large responsibility. A total of 5% indicated financing of recreation as not their function, 10% as a moderate and 75% as a large responsibility. In rural areas 6.7 % indicated it as not their function, 6.7% as a moderate and 73.3% as a large responsibility. In urban areas 80% indicated it as a large responsibility. Again 5% indicated the provision of local recreation facilities as not their function, 10% as a moderate and 65% as a large responsibility. In rural areas 6.7 % indicated it as not their function, 13.3% as a moderate and 66.7% as a large responsibility. In urban areas 20% indicated it as a slight and 60% as a large responsibility. Again 5% indicated provision of recreation facilities as not their function, 15% as a moderate and 65% as a large responsibility. In rural areas 6.7 % indicated it as not their function, 20% as a moderate and 60% as a large responsibility. In urban areas 20% indicated it as a slight and 80% as a large responsibility. About 55% indicated combining the use of school facilities by the school as well as the local community as not their function, 15% as a moderate and 10% as a large responsibility. In rural areas 60 % indicated as not their function, 13.3% as a slight and 13.3% as a moderate responsibility. In urban areas 40% indicated it as not their function, 20% as a moderate and 40% as a large responsibility.

Furthermore 10% indicated research in recreation not as their function, 10% as a moderate and 75% as a large responsibility. In rural areas 6.7 % indicated it as not their function, 13.3% as a moderate and 73.3% as a large responsibility. In urban areas 20% consider it as not their function and 80% as a large responsibility. Again 5% indicated maintenance of recreation facilities not as their function, 25% as a moderate and 60% as a large responsibility. In rural areas 6.7 % indicated it as not their function, 26.7% as a moderate and 60% as a large responsibility. In urban areas 20% consider it a moderate and 60% a large responsibility. Again 15% indicated the availability of human resources as a moderate and 70% as a large responsibility. In rural areas 13.3% saw it as a moderate and 73.3% as a large responsibility. In urban areas 20% considered it as a moderate and 60% as a large responsibility. Though no practically significant ($\phi=0.1$) relationship was found between the area and whether there are facilities regarding administrative aspects, these factors remain critical to recreation service delivery. According to ($\phi=0.3$) there is a visible association between problems in the provision of recreation services for administrative aspects where in urban areas local governments do not

take this as their responsibility neither do they in rural areas. Practical significant relationship ($\phi=0.5$) between the area and problems in the provision of recreation services and facilities regarding recreation programmes for administrative aspects were also observed where local governments do not accept this function neither in rural nor in urban areas.

Problems regarding administrative aspects have also been indicated by previous research (Scholtz, 1985:17).

Table 4-23: Administrative aspects

RECREATION PROGRAMMES	TOTAL (N=20)						RURAL (N=15)						URBAN (N=5)						PHI Coefficient*
	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	Not a function %	None %	Slightly %	Moderate %	Large %	Missing data %	
General organisation and administration of recreation	30	10	10	10	40	0	33.3	6.7	13.3	0	46.7	0	20	20	0	40	20	0	0.641
Financing of recreation	5	10	5	5	75	0	6.7	6.7	6.7	6.7	73.3	0	0	20	0	0	80	0	0.291
Provision of local recreation facilities	5	10	10	10	65	0	6.7	6.7	6.7	13.3	66.7	0	0	20	20	0	60	0	0.343
Provision of recreation facilities	5	5	10	15	65	0	6.7	6.7	6.7	20	60	0	0	0	20	0	80	0	0.358
Combining use of school facilities by the school as well as local community	55	5	10	15	10	5	60	6.7	13.3	13.3	0	6.7	40	0	0	20	40	0	0.621
Research in recreation	10	5	0	10	75	0	6.7	6.7	0	13.3	73.3	0	20	0	0	0	80	0	0.291
Maintenance of recreation facilities	5	10	0	25	60	0	6.7	6.7	0	26.7	60	0	0	20	0	20	60	0	0.231
The availability of human resources	0	5	5	15	70	5	0	6.7	0	13.3	73.3	6.7	0	0	20	20	60	0	0.423

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.15 BENEFITS OF RECREATION

Table 4-24 presents benefits from providing recreation programmes. A significant high percentage (85%) indicated moderate benefits, contributing to a full and meaningful life, (80% in rural areas and 100% in urban areas). About 75% saw benefits towards promoting strong communities, (73.3% in rural areas and 80% in urban areas). A total of 80% indicated benefits towards healthy course of growth and development (73.3% in rural areas and 100% in urban areas). About 70% indicated benefits towards creating an all-round sense of well-being in people (66.7% in rural areas and 80% in urban areas). Again 75% indicated benefits towards the reduction of anti-social behaviour (63.7% in rural areas and 100% in urban areas). A total of 80% saw benefits of preserving the natural environment (73.3% in rural areas and 100% in urban areas). Again 80% indicated benefits towards creating jobs which are needed in rural areas (including 73.3% in rural areas and 100% in urban areas). Furthermore 80% saw benefits towards improved creative thinking and problem solving abilities (73.3% in rural areas and 100% in urban areas). Again 75% indicated benefits of coping with particular stress to emotional well-being, (66.7% in rural areas and 100% in urban areas). A total of 75% saw benefits of the reduction of weight or obesity (73.3% in rural areas and 80% in urban areas). A total of 70% saw benefits of building one's sense of identity (66.7% in rural areas and 80% in urban areas). A total of 75% saw benefits of developing a positive lifestyle (66.7% in rural areas and 100% in urban areas) and 75% indicated moderate benefits of bringing different cultural groups together (66.7% in rural and 100% in urban areas). Though no practically significant ($\phi=0.1$) relationship was found between the area and whether there are benefits regarding provision of recreation programmes, these factors remain critical to recreation service delivery. According to ($\phi=0.3$) there is a visible association between benefits of the provision of recreation programmes and the area where in both urban and rural areas respondents accepted the need for programmes.

Table 4-24: Benefits of recreation

BENEFITS	TOTAL (N=20)					RURAL (N=15)					URBAN (N=5)					PHI Coefficient*
	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	
Meaningful life	0	5	5	85	5	0	6.7	6.7	80	6.7	0	0	0	100	0	0.205
Promoting strong communities	0	0	20	75	5	0	0	20	73.3	6.7	0	0	20	80	0	0.015
Healthy course of growth and development	0	0	15	80	5	0	0	20	73.3	6.7	0	0	0	100	0	0.259
Creating an all-round sense of well-being in people	0	0	25	70	5	0	0	26.6	66.7	6.7	0	0	20	80	0	0.086
Reduction of anti-social behaviour	0	0	15	75	10	0	0	20	63.7	13.3	0	0	0	100	0	0.277
Preserving the natural environment	0	0	15	80	5	0	0	20	73.3	6.7	0	0	0	100	0	0.259
Creating jobs which are needed in rural areas	0	0	15	80	5	0	0	20	73.3	6.7	0	0	0	100	0	0.259
Improved creative thinking and problem solving abilities	0	5	10	80	5	0	6.7	13.3	73.3	6.7	0	0	0	100	0	0.259
Coping with stress to emotional well-being	0	0	20	75	5	0	0	26.6	66.7	6.7	0	0	0	100	0	0.309
Reduction of weight or obesity	0	0	20	75	5	0	0	20	73.3	6.7	0	0	20	80	0	0.015
Building one's sense of identity	0	5	20	70	5	0	6.7	20	66.7	6.7	0	0	20	80	0	0.145
Developing a positive lifestyle	0	5	10	75	10	0	6.7	13.3	66.7	13.3	0	0	0	100	0	0.277
Bringing different cultural groups together	0	5	15	75	5	0	6.7	20	66.7	6.7	0	0	0	100	0	0.309

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

It is evident from Table 4-24 that the respondents overwhelmingly indicated a high percentage to support the idea that indeed there are benefits associated with the participation in recreation. Again when a follow-up study was conducted on a focus group, the participants' responses were in line with the quantitative data. The participants' responses are presented as follows:

A: *"You know before we go to community we must start with municipality. I am not blaming any one, I am not making myself better. I think we should start with municipality. The problem with municipality is that they undermine recreation in so much that they do not need a person who is qualified in recreation to head the portfolio of recreation. They will take a person who did public management, they will take a person who did marketing to head portfolio of recreation. Even if the advert I do not think that we know as municipality that there are qualifications in connection with recreation. We think that anybody can head recreation in so much that is undermined. It is difficult to give inputs to someone who do not know what you are talking about. It is a mind set."*

C: *"I would like to agree with what A have said. For example I for one did physical education which was later named human movement science at the time. So when I went to municipality it was like have done something that I am not even going to use for starters. So I am wondering that what it is in terms of curriculum for tertiary in terms of recreation really. It is of no use even prospective graduates or what to be doing recreation when you know you will not have work at local government for argument sake. It must start with local government to be saying guys recreation is important."*

D: *"There is a need for change in power and functions which then encompass legislation to say this function must go to this level of sphere of government and once is done like that then the funds follows the function and municipalities will be able to carry it out"*

E: *All of us realize the value of recreation. The answer is undoubtedly yes we want recreation. I think as A have said earlier there is a big mind change to be implemented especially at local government regarding recreation. Yes we all want recreation. I think is a lot of things to change before we get there. There are many excuses when it comes to appointing recreation officials from municipality. The indication will be that there is no salary."*

It can therefore be concluded that participation in recreation is important to human development and building stronger communities. The beneficial outcomes of recreation and leisure has become more widely documented and programmes to facilitate positive outcomes for participants in recreation activities are being more widely developed (Stein & Lee, 1995:53). Dustin *et al.* (1999:32) support the idea that a benefits approach to understanding and justifying leisure services has been a positive step for recreation provision.

4.16 HUMAN RESOURCES IN LOCAL GOVERNMENTS

In this table only 10% of local governments indicated the availability of human resources (6.7% rural and 20% urban). It is very clear that 90% of local governments lack human resources to provide recreation (93.3% in rural and 80% in urban areas). Though no practically significant ($\phi=0.1$) relationship was found between the area and availability of human resources, these factors remain critical towards recreation service delivery.

Table 4-25: Availability of human resources

	Total (N=20) %	Rural (N=15) %	Urban (N=5) %	PHI Coefficient*
YES	10	6.7	20	0.192
NO	90	93.3	80	

* ϕ coefficient=0.1 (small); ϕ coefficient=0.3 (medium); ϕ coefficient=0.5 (large)

The absences of human resources as a responsibility seem to be a historical trend as noted in the literature review (Meyer, 1997:66). Lack of human resources has always been a challenge. It can therefore be concluded that local governments should prioritise human resources in order to plan, coordinate and implement recreation programmes.

4.16.1 Qualifications for recreation positions

Table 4-26 presents the qualifications that councils require for various positions. About 50% indicated university degree for a director of recreation (in rural 53.3% and in urban 40%). A total of 30% indicated a university degree for deputy director of recreation (rural 26.7% and urban 40%). Again 25% indicated a university degree for assistant director of recreation (in rural) areas 20% and in urban 40%). In addition 30% indicated technikon training (40% in rural and 40% in urban areas). For the post of chief recreation officer 45% indicated technikon training (46.7% indicated university training for rural areas and 40% in urban areas. For the post of senior recreation officer 45% indicated technikon training (46.7% in rural and 40% in urban areas). For recreation centre manager 40% indicated technikon training (40% in rural and 40% in urban areas). For recreation hall manager 30% indicated technikon training (33.3% in rural and 20% in urban areas).

For sport facility manager 25% indicated technikon training (26.7% in rural and 20% in urban areas). For assistant recreation manager 25% indicated technikon training (26.7% in rural and 20% in urban areas). For facility officer 30% indicated matric (26.7% in rural and 40% in urban areas). For admin Officer 45% indicated matric (46.7% in rural and 40% in urban areas). For a clerk 50% indicated matric (53.3% in rural and 40% in urban areas). For secretary 45% indicated matric (46.7% in rural and 40% in urban areas).

¹ Technikon training refers to University of Technology

Table 4-26: Qualifications required for recreation positions

RECREATION POSITIONS	TOTAL (N=20)							RURAL (N=15)							URBAN (N=5)					PHI Coefficient*	
	Not applicable %	University %	Technician %	Matric %	NTC IV-V %	NTS1-111 %	No response %	Not applicable %	University %	Technician %	Matric %	NTC IV-V %	NTS1-111 %	No response %	Not applicable %	University %	Technician %	Matric %	NTC IV-V %		No response %
1. Director Recreation	10	50	5	0	0	0	35	6.7	53.3	6.7	0	0	0	33.3	20	40	0	0	0	40	0.300
2. Deputy Director Recreation	10	30	25	0	0	0	35	6.7	26.7	33.3	0	0	0	33.3	20	40	0	0	0	40	0.453
3. Assistant Director Recreation	10	25	30	0	0	0	35	6.7	20	40	0	0	0	33.3	20	40	0	0	0	40	0.513
4. Chief Recreation Officer	10	0	45	10	0	0	35	6.7	46.7	0	13.3	0	0	33.3	20	40	0	0	0	40	0.331
5. Senior Recreation Officer	5	5	45	15	0	0	30	6.7	0	46.7	33.3	0	0	26.7	0	20	40	0	0	40	0.583
6. Recreation Centre Manager	10	5	40	10	0	0	35	6.7	6.7	40	13.3	0	0	33.3	20	0	40	0	0	40	0.365
7. Recreation Hall Manager	10	0	30	25	0	0	35	6.7	0	33.3	26.7	0	0	33.3	20	0	20	20	0	40	0.275
8. Sport Facilities Manager	10	0	25	25	5	0	35	6.7	0	26.7	26.7	6.7	0	33.3	20	0	20	20	0	40	0.300
9. Assistant Recreation Manager	15	0	25	25	0	0	35	13.3	0	26.7	26.7	0	0	33.3	20	0	20	20	0	40	0.133
10. Facility Officer	15	0	15	30	5	0	35	13.3	0	20	26.7	6.7	0	33.3	20	0	0	40	0	40	0.365
11. Admin Officer	10	0	0	45	10	0	35	6.7	0	0	46.7	13.3	0	33.3	20	0	0	40	0	40	0.331
12. Clerk	10	0	0	50	10	0	30	6.7	0	0	53.3	13.3	0	26.7	20	0	0	40	0	40	0.330
12.1 Secretary	10	0	0	45	0	5	40	6.7	0	0	46.7	0	6.7	40	20	0	0	40	0	40	0.294

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

Though no practically significant ($\phi=0.1$) relationship was found between the area and whether there are qualifications required by local government, these factors remain critical to recreation service delivery. According to ($\phi=0.3$) there is a visible association between qualifications required by local governments for recreation positions in urban areas and those in rural areas. Practical significant relationship ($\phi=0.5$) between area and the qualifications required by local government was also observed where local governments in urban and rural areas require such qualifications.

4.17 PROVISION OF RECREATION SERVICES

This section deals with important aspects of recreation services as well as the management thereof. In Chapter 2 we referred to Grey (as quoted by Edginton *et al.*, 1998:462) who developed methods and strategies for the changing role sought by public leisure service organisations. These methods and strategies as identified provide the understanding between the traditional and the emerging paradigms. For the purpose of this section regarding provision of recreation services, the methods and strategies have been divided into programmes, human resource, finance and policy aspects so that the respondents from local governments could give the correct information about the provision of recreation services.

4.17.1 Methods and strategies for programme services

A significantly high 70% indicated that they do not provide programmes for human services that may go far beyond traditional recreation activities, 10% indicated they provide it slightly and 15% moderately. In rural areas 66.7% indicated none and 20% moderate provision. In urban areas 80% indicated none and 20% slightly.

A significantly high 60% indicated that they do not offer programmes anywhere in the community, 20% indicated slight and 15% moderate provision. In rural areas 60% indicated none, 20% slightly and 13.3% moderately. In urban areas 60% indicated none, 20% slightly and 20% moderately. A significantly high 75% indicated that they do not develop a marketing approach to operations, 10% indicate slightly and 15% moderately. In rural areas 80% indicated none and 13.3% moderately. In urban areas 60% indicated none, 20% slightly and 20% moderately.

A significantly high 80% indicated that they do not run recreation awareness programmes, 10% indicated slightly and 10% moderately. In rural areas 73.3% indicated none, 13.3% slightly and 13.3% moderately. In urban areas 100% indicated none. A significantly high 90% indicate that

they do need more training in the field of programming, 5% indicated a slight need and 5% a moderate need. In rural areas there is 86.7%. Six comma seven percentage (6.7%) indicated slightly and 6.7% moderately. In urban areas there is 100%. A significantly high 90% indicated that they do need more training in recreation management, 5% indicated slightly and 5% moderately. In rural areas there is 86.7%, 6.7% slightly and 6.7% moderately. In urban areas there is 100%need.

Table 4-27: Methods and strategies for programme services

METHODS AND STRATEGIES The participants were asked to answer the following <i>collective statements</i> regarding the provision of recreation services in their community:	TOTAL (N=20)					RURAL (N=15)					URBAN (N=5)					PHI Coefficient*
	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	
We provide programmes for human service that may go far beyond traditional recreation activities	70	10	15	0	5	66.7	6.7	20	0	6.7	80	20	0	0	0	0.298
We offer programmes anywhere in the community	60	20	15	0	5	60	20	13.3	0	6.7	60	20	20	0	0	0.069
We develop a marketing approach to operations	75	10	15	0	0	80	6.7	13.3	0	0	60	20	20	0	0	0.221
We run recreation awareness programmes	80	10	10	0	0	73.3	13.3	13.3	0	0	100	0	0	0	0	0.289
We need more training in the field of programming	0	5	5	90	0	0	6.7	6.7	86.7	0	0	0	0	100	0	0.192
We need more training in recreation management	0	5	5	90	0	0	6.7	6.7	86.7	0	0	0	0	100	0	0.192

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

Though no practically significant ($\phi=0.1$) relationship was found between the area and the provision of recreation programmes, these factors remain critical to recreation service delivery

4.17.2 Methods and strategies for human resources

A high percentage (65%) of the local governments indicated that they do not use staff resources to coach citizens until they can provide their own leadership, 20% indicated slightly and 15% moderately. In rural areas 66.7% indicated none, 20% slightly and 13.3% moderately. In urban areas 60% indicated none, 20% slightly and 20% moderately. About 55% indicated that they do not evaluate services in terms of human consequences, 20% indicated slightly and 15% moderately. In rural areas 66.7% indicated none, 13.3% slightly and 20% moderately. In urban areas 20% indicated none, 40% slightly 20% moderately and 20% on a large scale. A total of 35% indicated that they do not motivate staff to work with the people, 20% indicated slightly, 35% moderately and 10% on a large scale. In rural areas 40% indicated none, 20% slightly and 20% moderately. In urban areas 20% indicated none, 20% slightly, 20% moderately and 40% on a large scale.

About 55% indicated that they do not achieve the ultimate goal of human development and community organisation, 30% indicate slight achievement and 15% moderate. In rural areas 66.7% indicated none, 26.7% slight and 6.7% moderate. In urban areas 20% indicated none, 40% slight and 40% moderate. Again 70% indicated that they do not make use of volunteers for service delivery, 15% indicated slightly, and 10% moderately. In rural areas 66.7% indicated none, 20% slightly and 6.7% moderately. In urban areas 80% indicated none, and 20% moderately. Furthermore 75% indicated that they do not expose their staff to specific in-service training programmes, 10% indicate slightly, and 15% moderately. In rural areas 73.3% indicated none, 13.3% slightly and 13.3% moderately. In urban areas 80% indicated none, and 20% moderately. Though no practically significant ($\phi=0.1$) relationship was found between the area and whether there is provision of human resource for recreation services, these factors remain critical to recreation service delivery. According to ($\phi=0.3$) there is a visible association between methods and strategies regarding human resources for recreation services by local governments according to Grey as quoted by Edginton *et al.* (1998) where in urban and rural areas local governments do not use strategies for recreation services. Significant relationship ($\phi=0.5$) was found between area and methods and strategies regarding human resources for recreation services by local governments according to Grey as quoted by Edginton *et al.* (1998) where local governments do not use strategies for recreation services.

Table 4-28: Methods and strategies for human resources

METHODS AND STRATEGIES The participants were asked to answer the following <i>collective statements</i> regarding the provision of recreation services in their community:	TOTAL (N=20)					RURAL (N=15)					URBAN (N=5)					PHI Coefficient*
	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	
We use staff resources to coach citizens until they can provide their own leadership	65	20	15	0	0	66.7	20	13.3	0	0	60	20	20	0	0	0.083
We evaluate services in terms of human consequences	55	20	20	5	0	66.7	13.3	20	0	0	20	40	20	20	0	0.539
We motivate staff to work with the people	35	20	35	10	0	40	20	40	0	0	20	20	20	40	0	0.586
We achieve the ultimate goal of human development and community organisation	55	30	15	0	0	66.7	26.7	6.7	0	0	20	40	40	0	0	0.474
We make use of volunteers for service delivery	70	15	10	5	0	66.7	20	6.7	6.7	0	80	0	20	0	0	0.324
We expose our staff to specific in-service training programs	75	10	15	0	0	73.3	13.3	13.3	0	0	80	0	20	0	0	0.200

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

4.17.3 Methods and strategies for finances

A significant 30% of local governments indicated that they do not fund services from a variety of sources, 40% indicated slightly and 25% on a large scale. In rural areas 26.7% indicated none, 40% slightly and 33.3% moderately. In urban areas 40% indicated none, 40% slightly and 20% on a large scale. About 35% of local governments indicated that they do not justify budgets in terms of social need and programme results, 20% indicated slightly and 30% moderately and 15% to a large extent. In rural areas 40% indicated none, 26.7% slightly and 33.3% moderately. In urban areas 20% indicated none, 20% moderately and 60% to a large extent. A significant 20% of local governments indicated that they do not require financial and programme accountability, 30% indicated slightly 30% moderately and 30% extensively. In rural areas 20% indicated none, 40% slightly, 20% moderately and 20% to a large extent. In urban areas 20% indicated none, 20% moderately and 60% to a large extent. Significant relationship ($\phi=0.5$) was found between area and methods and strategies regarding the provision of finances for recreation services by local governments according to Grey as quoted by Edginton *et al.* (1998) was also observed where local governments do not use strategies for recreation services.

Table 4-29: Methods and strategies for finances

METHODS AND STRATEGIES	TOTAL (N=20)					RURAL (N=15)					URBAN (N=5)					PHI Coefficient*
	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	
The participants were asked to answer the following <i>collective statements</i> regarding the provision of recreation services in their community:																
We fund services from a variety of sources, (e.g fee-for-services, contract arrangement, agency partnership, and cooperation with the private sector, as well as tax resources)	30	40	25	5	0	26.7	40	33.3	0	0	40	40	0	20	0	0.494
We justify budgets in terms of social need and programme results	35	20	30	15	0	40	26.7	33.3	0	0	20	0	20	60	0	0.741
We require financial and programme accountability	20	30	20	30	0	20	40	20	20	0	20	0	20	60	0	0.447
We have enough funds for recreation service delivery	85	15	0	0	0	93.3	6.7	0	0	0	60	40	0	0	0	0.404

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

The following statements in the box below provide the views of specialists under hypothetical names: 1.Recreation Specialist A. 2.Recreation Specialist B. 3. Recreation Specialist C.

Thank you Victor.

A: *The basic problem here is that government have people who are managers of this function, do not understand what is recreation, what are the benefits of recreation and therefore I do not blame them for not been able to set aside budget or sufficient funds for recreation service delivery. This also stems from the earlier problem that I mentioned to you that government had not identified what is meant by recreation service and what is recreation service delivery in respect of their vision. Therefore they failed to set aside funds.*

B: *Right, your funding is dependent on budgets based on policy directives. So again the core issue is lack of guideline in terms of how much we should allocate for sport and recreation per local authority, per province and national level. So I think again the government as such will have to come up with model and one would like to call it for a lack of a better word (funding model for recreation) which is obviously supposed to be captured in your policy.*

C: *Well you know funding is the easiest thing to get if you can justify and motivate for it. But the problem we have here is that nobody can justify why they want a million, or why they want a hundred rand. So I say a want a hundred rand for recreation programming and is spent on refreshments, it really defeats the purpose of your leisure programme. And if you get hundred thousand rand and you spend most of it in travelling and administration then also defeats the purpose. Now until we have skills base that understand if we want hundred thousand rand and you never dedicate that money purely to ensuring that leisure time experience for your participants, then no one is gonna give it to you. So in terms of funding I am not surprised that we do not get funding. Its because there is no one who is able to justify why we want a bigger budget and of course you want a bigger slice of budget and as soon we can justify why and what we want it for and what the long-term benefit is then I am sure that will get the funding but right we don't have any justification for funding, for money because we don't have enough strong recreation people to justify the budget. So I am not surprised that we don't have funding.*

4.17.4 Methods and strategies for policies

Table 4-30 presents aspects of recreation with regard to policies. Of the respondents 25% indicated that they do not provide services based on social and economic need, 40% indicated slightly and 30% moderately. In rural areas 26% indicated none, 46.7% slightly and 26.7% moderately. In urban areas 20% indicated none, 20% slightly and 40% moderately. About 35% indicated that they do not act as a community organiser and catalyst in matching community resources and citizen's needs, 40% indicated they do this slightly and 15% moderately. In rural areas 26.6% indicated none, 46.7% slightly and 26.7% moderately. In urban areas 20%

indicated none, 40% slightly and 40% on a large scale. A total of 40% indicated that they do not organise services around careful community-wide needs analysis, 40% slightly and 15% moderately. In rural areas 40% indicated none, 33.3% slightly and 20% moderately. In urban areas 40% indicated none, 20% slightly and 40% on a large scale. Furthermore 30% indicated that they do not plan by anticipating preferred future, 50% slightly and 15% moderately. In rural areas 33.3% indicated none, 53.3% slightly and 13.3% moderately. In urban areas 20% indicated none, 40% slightly, 20% moderately and 20% on a large scale.

As expected 65% of local governments indicated that they do not make use of research for service delivery, 20% indicated slightly and 10% moderately. In rural areas, 40% indicated none, 33.3% slightly and 20% moderately. In urban areas 40% indicated none, 20% slightly and 40% on a large scale. A significant relationship ($\phi=0.5$) was observed between area and methods and strategies regarding the provision of policies for finances by local governments according to Grey as quoted by Edginton *et al.* (1998) where local governments do not use strategies for recreation services.

Table 4-30: Methods and strategies for policies

METHODS AND STRATEGIES The participants were asked to answer the following <i>collective statements</i> regarding the provision of recreation services in their community:	TOTAL (N=20)					RURAL (N=15)					URBAN (N=5)					PHI Coefficient*
	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	None %	Slightly %	Moderate %	Large %	Missing data %	
We provide services based on social and economic need	25	40	30	5	0	26.7	46.7	26.7	0	0	20	20	40	20	0	0.445
We act as a community organiser and catalyst in matching community-wide resources and citizen needs	35	40	15	10	0	40	40	20	0	0	20	40	0	40	0	0.609
. We organise services around careful community wide needs analysis	40	30	15	10	5	40	33.3	20	0	6.7	40	20	0	40	0	0.606
We plan by anticipating a preferred future, (e.g, plan with potential clients, community informants, other agencies as well as staff)	30	50	15	5	0	33.3	53.3	13.3	0	0	20	40	20	20	0	0.416
We make use of research for service delivery	65	20	10	5	0	73.3	20	6.7	0	0	40	20	20	20	0	0.464

*phi coefficient=0.1 (small); phi coefficient=0.3 (medium); phi coefficient=0.5 (large)

When a follow-up study was conducted on a focus group, the respondents indicated various issues. The participants in the focus group generally indicated that policies, facilities, programmes, human resources and funding are lacking in local government. The following are supporting statements that were made:

A: *“ We have all these, it is only the mindset of people” When it comes to the issue of recreation when the budget needs to be cut, we start with recreation. Because to them it is not service delivery.*

B: *“ It must form part of IDP”*

C: *“ We should start with legislation and policies, at a moment is unfunded mandate”*

D: *“I think it calls for provincial department and the municipality to come together and bring all resources together so that this aspect could be fully implemented for the benefit of the community”*
“Because it is not like there is not any, all these issues mentioned are there but it just there is no coordination”

E: *I think that is the combination of all that you have mentioned that HR, funding, policy, legislation. I think most municipalities have those things in place for sport but not for recreation. It’s a combination of all these things.*

The absence of policies as a responsibility seems to be a historical trend as noted in the literature review (Scholtz, 1985:16). Policies for facilities, programmes, human resources and funding are critical to enhance recreation service delivery. It must also be stated again that when a follow-up study was conducted on a focus group in relation to receiving support from local government, the following were the statements made by the respondents

A: *“I think, they are right. They not taking recreation seriously. I will go back to the issue of mind set; I think it is the mindset. When you speak recreation, when you speak to our authorities, you speak play, it is about play. So how can we go out and play when we do not have tar roads. I think the problem to them recreation is playing. Whether it stimulates the mind or does what .At the end of the day is play. People think recreation is about play. They only realized when equipment is stolen or a swimming pool is vandalized and will ask why? Our people do not understand recreation. It is because of history. It is just a luxury. Recreation is associated with white communities. Until we workshop communities about recreation, they will not change. Even the educated in local government do not understand recreation.”*

B: *“Response from B ,I think it is a big NO. We are not getting enough support. The reason has been mentioned over and over again to say it is not regarded as the priority services. So we can not, the money that is being allocated for housing it will be housing, water, streets or basic services. And then if municipality is that position where it can generate extra income that’s where recreation can come in. But*

all in all ,no enough support”

C: *“ People when they go on the street they want tar roads. What they want is to see tar roads. When it comes to hierarchy of need to people recreation is like a want instead of a need. What they need is service delivery pertaining to having electricity. They just do not know that you need to be in a right frame of mind. Recreation can be really of a need than a want so they really do not think that municipalities should service them in terms of that. Maybe we must go back to the basics to be saying, what is really recreation”*

D: *“I think currently municipalities’ basic needs are more important. Most of the problems the question will be asked, are we going to have income generating from this programme? Now if the answer is No, it is the expenditure for municipality. They rather prioritise income generating activities so that they can maintain those programmes that are now going to income. The fact that it is not our core function then it will not receive that support. So it is very important that partnership is brought into the fore. Most of the communities are at the basic needs. Equipment that we put them in parks are recyclable and they take them to sell them in terms of hunger to put something on the Table. Provincial government is currently responsible for recreation and partnership is important.”*

E: *“I just want to mention that Local authorities and municipalities are under huge pressure. They have to financially be sustainable. At the end of the day as he have said that priorities are top on the list. Sport and recreation is very low on that list. The statement I want to make is that local authorities is under huge pressure currently just to survive. There is problems awaiting local governments”*

The above statements correlate with the results for provision of recreation programmes, provision of policies for recreation services, provision of finances for recreation services and provision of human resources for recreation services in that there is very little support for recreation by local governments.

4.18 CONCLUSION

It was the aim of this chapter to discuss the results of the quantitative and qualitative research on recreation provision in the North West Province by local governments. The qualifications as well as the job levels portray that the respondents were capable of completing the quantitative research in the form of a questionnaire as well as participating in qualitative research in the form of the focus group. In addition Recreation Specialists were included to add specialist information to the research. Results – quantitative and qualitative results as well as findings from the recreation specialists outlined the findings as follows: lack of or insufficient policies regarding recreation facilities, lack of recreation programmes, lack of funding for the delivery of recreation as well as lack of human resources. These results show that recreation service delivery is performed by various departments of local governments including departments of

parks, social services, health and other departments. Therefore the motivation of this research is to find solutions now and suggest a proper way of implementing new methods and strategies to improve the way recreation services are delivered.

It was further outlined by the recreation specialists that the problem of service delivery is not only a local government issue but it starts at provincial and national level.

A focus group made the following suggestions: there is a need for strategic planning for recreation at local government level. They also emphasised the need for policy regarding recreation and the need for recreation programmes that can satisfy the needs of the local communities. Especially in the rural areas the need for facilities was evident. There is also a demand to budget specifically for recreation services. The Recreation Specialists also agreed with the findings of the focus group.

Based on these findings it is quite clear that service delivery has a long history of ineffectiveness, and as such warrants urgent attention.

The next chapter will aim at providing possible solutions and recommendations. Recreation has come a long way since 1960 and many changes have taken place, but implementing plans and strategies are still lacking. Definitive actions need to be taken concerning recreation service delivery in local governments.

CHAPTER 5

SUMMARY, CONCLUSIONS & RECOMMENDATIONS

5.1 SUMMARY

5.2 CONCLUSIONS

5.3 RECOMMENDATIONS

5.1 SUMMARY

Chapter 1 provided the outline of the problem statement that underlined the research questions, objectives, hypotheses, significance of the study, limitations and delimitations and definition of terms which formed the basis of this study. The objectives set in chapter 1 were to evaluate the general status of recreation service delivery, determine which recreation policies are available in the North West regarding the delivery of comprehensive services, to determine the current status of recreation with regard to recreational facilities, to determine the availability of recreation programs, to determine the availability of human resources within the delivery of recreation service, to analyse and evaluate the status of funding regarding recreation, and to portray the view's of recreation specialists regarding recreation service delivery.

Chapter 2 consisted of a review of the literature regarding recreation service provision. The literature reviewed provided clarification on the concepts of leisure and recreation. From the literature review it became clear that the two concepts are related to each other, that an individual can participate in recreation during leisure time or free time. Furthermore, the reviewed literature showed that recreation participation is associated with numerous benefits such as regular participation in recreation activities as a key to personal health, balanced human development, quality of life, reducing anti-social behaviour, building strong communities, reducing the cost of healthcare, social service and justice, economic generators and environmental and ecological survival. In addition, the literature indicated the need to create a healthy environment to be conducive to the development of human beings in totality (ARPA, 2010; The Toronto Charter for Physical Activity, 2010). Though the benefits associated with

recreation services, the provision of recreation services by local government found to be not effective at local government level in South Africa. There are factors hindering recreation service delivery in the North West Province. According to the White paper on Local Government of 1998, local governments must ensure the sustainable delivery of services to communities. Recreation as a part of the essential services needs to be prioritised in order to give opportunities for the development of an active and healthy lifestyle to the South African population.

Furthermore, the historical development and provision of recreation is discussed according to the four phases. The history of recreation provision in the different phases was based on research done by the Hoek-Report of 1978, the HSRC Sport Research of 1981, Sport and Recreation Management research of 1985, the Reconstruction and Development Plan (1994) and the White Paper on Sport and Recreation (2002). **Phase 1** focused on South Africa's first independent Department of Sport and Recreation which was established in 1966 as well as the Hoek Report (1978). The Department aimed to render services to the various sport associations and encourage activities which contribute to the development of a strong and healthy nation and to grant subsidies for such activities and make funds available to scientific research in the field of sport and recreation. The Hoek Report resulted in the total fragmentation of sport and recreation at national government level since it recommended that recreation provision by government be implemented in a decentralised manner by all government departments in relation to their primary functions.

Phase 2 was characterised by the HSRC report of 1982 the views of which radically differed from that of the Hoek Report (1978). The HSRC Report (1982) overtly and successfully strived to free sport and recreation from the bondage of those fundamental apartheid laws with direct relevance. The national survey on recreation provision by local authorities of the RSA and SWA/Namibia in 1984 formed the basis of Phase 3. The survey aimed to establish the status or the quality of a variety of topics of recreation provision including human resources, management, financial and programme provision. A lack of policies in relation to financing, human resource, maintenance of parks and programmes were indicated and national objectives for the provision of comprehensive recreation services were identified.

Phase Four was the only phase focusing on the recreation provision in the new democratic South Africa. The development of the Reconstruction Development Programme (RDP) emphasised the importance of recreation in the development of communities. Research indicated that the introduction of SANREC and provincial structures was an attempt by

governments to provide recreation. Literature also indicated that the governance of sport and recreation as well as the role of local government in providing recreation is important. Even though, an organisation structure such as the White Paper on Sport and Recreation (2002) appeared as an important towards effective recreation service delivery, it appeared that it did not have binding capacity for its stakeholders (provinces, local authorities, national federations). Given this stated limitations of the White Paper on Sport and Recreation, it was clear that the provision and implementation of recreation at local governments are somewhat affected. Additionally, the reviewed literature showed that studies which investigated recreation services are limited as such poses challenges to academics in the field of endeavours. Furthermore literature outlined various strategies and methods geared towards improving service delivery in local governments.

Chapter 3 discussed the research methods used in investigating the aim set for the study. The method in the study was a mixed method approach which included both quantitative and qualitative methods. Quantitative research focused on data gathered by means of a questionnaire which was distributed to 20 local governments in the North West Province. The qualitative research included the focus group interview, as well as the professional recreation specialists' interviews that were conducted on a one-to-one basis. It was found that the data gathered through questionnaire responses were to a large extent supported by the focus groups' perspectives and the recreation specialists' views.

Chapter 4 presented the results from the quantitative and the qualitative research. The main findings of the research indicated that recreation provision by local governments in the North West Province were characterised by insufficient policies, programmes, human resources, funds and facilities. However, the importance of recreation awareness was increased by this study, and future recommendations can assist in minimising some of the insufficiencies that were identified.

5.2 CONCLUSIONS

The conclusions of this study are based on the results of the study:

5.2.1 Recreation service delivery by local governments in the North West province

HYPOTHESIS 1: RECREATION SERVICE DELIVERY WILL BE INEFFECTIVE IN THE NORTH WEST PROVINCE

The results obtained from this research indicated a lack of primary managerial functions and policies, therefore recreation services are not currently effectively implemented by local governments in the North West Province. However, local governments do provide recreation in a fragmented way. It is therefore recommended that in order to improve recreation service delivery, a new way of conducting business must be encouraged. This new paradigm shift from resource-based to community-based recreation has huge potential and enormous benefits for both service delivery organisations and the community. Adopting the benefit-based management approach, will not only share the functions between local governments and communities, but also empower participants and enhance well-being.

Hypothesis 1, This hypothesis is accepted given that the recreation services that are provided are not sufficient to meet the needs of local communities in order to make them the beneficiaries of recreation participation.

5.2.2 Recreation policies.

HYPOTHESIS 2: RECREATION POLICIES ARE LACKING IN THE NORTH WEST PROVINCE,

It was stated that recreation services are rendered in a fragmented and not comprehensive way in the North West Province. An outflow of this is the lack or insufficiency of policies regarding recreation service delivery. The results obtained from the questionnaire concerning the above-mentioned hypothesis showed a high percentage of lack of policies in providing recreation services by local governments. Policies regarding human resources, finances, facilities and programmes are completely lacking in rural areas and are sporadic in urban areas. Similar trends regarding lack of policies were indicated by the focus group and supported by the recreation specialists' views.

Hypothesis 2. This hypothesis is accepted, given the fact that through quantitative and qualitative research methods, results were reached which confirmed the lack of policies which is a historical trend in the provision of recreation services by local governments.

5.2.3 Recreation facilities

HYPOTHESIS 3: RECREATION FACILITIES ARE INSUFFICIENT

Although the results showed a shortage in recreation facilities, it must be mentioned that some facilities are available but require maintenance and upgrading. The results obtained showed different views which are based on geographical matters. The results indicated that in some areas facilities are not sufficient and most of the local governments are situated in rural areas. The other view is that there is an over abundance of facilities which are not utilised to their optimum potential in urban areas.

Hypothesis 3 is accepted for both urban and rural local governments due to different situations. The availability of recreation facilities may be insufficient for particular communities and especially in rural areas. The insufficiency of urban recreation facilities can be associated to factors such as accessibility, rates and membership.

5.2.4 Recreation programmes

HYPOTHESIS 4: RECREATION PROGRAMMES ARE INSUFFICIENT

The objective was to determine the status of recreation with regard to programmes. The challenge for recreation programmes is two-fold. Firstly, as the results have shown, recreation programmes are not implemented by local governments due to a variety of insufficiencies relating to policies, human resources, funding and facilities. For if there is no policy which states that programmes must be delivered, and there is no provision for human resources and finances, it is impossible to implement recreation programmes. Secondly, the lack of skills and knowledge to implement valuable programmes that can satisfy the needs of local communities is also evident.

Hypothesis 4. Given the lack of support for recreation programmes as well as the necessary skills to implement programmes, this hypothesis is accepted.

5.2.5 Funding of recreation services

HYPOTHESIS 5: FUNDING FOR THE DELIVERY OF RECREATION SERVICES IS LACKING,

Funding is probably the most crucial element in the delivery of recreation services for local governments. The results showed that recreation provision was not regarded as a priority in local governments and very little policy issues support this function. Recreation services received a small percentage of local government budgets.

Hypothesis 5. Given the lack of financial support for recreation service delivery by local governments, this hypothesis is accepted.

5.2.6 Human resources

HYPOTHESIS 6: HUMAN RESOURCES ARE LACKING IN THE NORTH WEST PROVINCE

The results showed that most of the respondents of the questionnaires have a fair level of education and occupy mostly managerial positions. Human resources responsible for recreation services are mainly focused on maintenance and therefore a lack of skilled and qualified recreation officials were identified.

Hypothesis 6 is accepted, for there is a definite shortage of sufficient human resources for recreation services. This problem is also found to be aggravated by the fact that there is a definite lack of skilled and qualified recreation professionals.

5.2.7 Recreation specialists

HYPOTHESIS 7: RECREATION SPECIALISTS WILL PROVIDE SIGNIFICANT VIEWS REGARDING RECREATION SERVICE DELIVERY.

Recreation specialists agreed on most of the results that were obtained from the questionnaire as well as the focus group interviews which indicated these aspects of lack of policies, human

resources, finances, facilities and programmes regarding recreation service delivery by local governments as problems. The only exception was that one specialist holds the view that there is an over abundance of recreation facilities which is just not utilised. This statement may hold true in certain geographical locations such as in urban local governments as opposed to rural areas.

Hypothesis 7 is accepted for there is a definite lack regarding recreation policies, human resources, finances, facilities and programmes in local governments in the North West Province. However, it must be stated that the level of insufficiency may vary in urban and rural areas.

5.3 RECOMMENDATIONS

From the present study it was clear from the reviewed literature, empirical findings as well as the recreation specialists that recreation service delivery is faced with many problems.

Therefore the following recommendations are made:

5.3.1 The results of the study revealed that local governments are faced with a lack of human resources, and imbalance in the level of personnel qualifications. The needs for professionally trained, skilled recreation professionals are evident. It is important to note that there is a variety of skills necessary in different fields. Managers must be trained at tertiary levels, and specifically skilled to combine the different aspects of recreation service delivery, incorporating all managerial aspects. Furthermore, skilled recreation field workers are needed to implement recreation programmes in local communities in a sustainable manner in order to reap the benefits of recreation participation and in the long-term create a healthier nation. It must be stated that these must be trained professionals, with skills in organising as well as human relations. The need for human resources in the form of coaches and presenters is very important. Activity-specific skills are required. This level of training can be presented in different short courses with all the necessary unit standards developed by accredited institutions. It is important to use all available institutions and bodies to support the training of recreation professionals. Local government should educate and train recreation professionals to address the scarcity of skills in the field of recreation.

5.3.2 From the present study it became clear that funding is a problem which prohibits service delivery at the local government's level. In the light of a new approach (upcoming paradigm) to recreation service delivery, it is recommended that recreation will be a higher priority in local government spending, and that alternative sources of funding may

be obtained from the Lottery Board, business sectors and Sports Trust. Alternative sources of income are possible if specific activities are targeted and presented to communities in such a way that both the funders and participants benefit from the funding. International sources of funding must also be explored. Local governments should pay more attention to the financing of recreation service delivery.

5.3.3 The results of the study show that policies regarding recreation service delivery at the local governments are lacking. Recommendations regarding this aspect will firstly address the adoption of a new way of rendering recreation services. If a new approach (upcoming paradigm) is adopted, policies will automatically have to be addressed, creating an opportunity to meet the needs of the communities, which are the primary beneficiaries. The process of policies should be streamlined and the only goal must be to satisfy the needs of communities. The community-based recreation approach may be viewed as a vehicle in ensuring effective identification of community needs. If decision-makers evaluate the comprehensive benefits of recreation, recreation services should be definitely be a priority in local governments.

5.3.4 From the present results it was clear that a lack of effective recreation programmes is a factor affecting recreation service delivery. In the light of this, the study recommended that if a new approach to recreation is accepted (emerging paradigm) not only can communities help to implement programmes that should satisfy their needs, but service providers will be able to afford and incorporate emerging activities. In order to include the help of local communities, it is possible that a coach or presenter can train some of the participants to such a level that they can become coaches themselves and thereby increase their skills, knowledge and well-being. Local governments should be at the forefront in designing and implementing effective recreation programmes in consultation with communities, and also liaising with the provincial government.

5.3.5 The results from this research showed a shortage and lack of proper maintenance of recreation facilities. To clarify the results it must be mentioned that some facilities are available but require maintenance and upgrading. The next factor that must be considered is geographical matters. The results indicated that in some areas facilities are not sufficient and most of the local governments are situated in rural areas. The other view is that there is an over abundance of facilities in urban areas which are not utilised to their optimum potential. The recommendation on the matter of recreation facilities are that facilities should be managed in such a way that it would provide maximum usage with variety to local communities. The collaboration between facility

owners and local governments is extremely important. A new way of using facilities for multi-purpose functions must be adopted. Changes in society basically force decision-makers to make the most of available resources. If existing facilities are managed in a beneficial way and with an open mind, the perceived “lack” of facilities would vanish. There is a constant introduction of emerging activities, and if existing facilities can be used for these activities, funding may be used for other areas of management. This really requires an open mind – if swimming pools can be used for casual swimming, swim coaching, aqua aerobics and other water sports, it can also be used as venues for conferences, meetings, and weddings. The more usage of facility may assist in generating funds for maintenance and expansion. Local government should also offer different recreation programmes based on identified needs of the communities. These should be formulated and implemented by recreation personnel with relevant qualifications.

5.3.6 The results of the study showed that local governments do not use research for their planning. It was apparent from the reviewed literature that the main barrier to the development of research seems to be the uninformed or partially informed attitude of members of the public and decision-makers regarding the role and value of recreation in society. Although recreation and leisure studies are regarded as relatively young fields of scholarship, retrospective and prospective assessments of the field are not only desirable but also necessary. Local governments should prioritise research as a tool to interact with communities in order to address their needs. Research conducted will enable local governments to develop informed policies and strategies for recreation. It is therefore, coordinated research plans as well as a holistic research plan should be a priority to active leisure and recreation.

5.3.7 From the reviewed literature and the results, the problem affecting recreation service delivery has a long history. To minimise that, the present study suggested that the local, provincial and national governments should first do SWOT (strength, weakness, opportunities, threats) analysis within the recreation department or section as a means to outline a roadmap to effective recreation services.

5.3.8 Although the study was thoroughly planned, some limitations were evident and should be addressed. For future similar studies when planned, the following recommendations are made:

5.3.9 Firstly, it must be noted that the study was only done in the North West Province. As such the study cannot be used for the generalisation of the recreation departments for South African government. Therefore caution is required when interpreting the data. Given this limitation, it is recommended that future study should try to cover all the local governments in South Africa.

5.3.10 Secondly, the study did not include people at grassroots level. Only officials from 20 local governments participated in the study as well as the recreation specialists. The data cannot be ascribed to the demands of the total population in the North West Province. Further studies should include the people at grassroots level to gather more information in this field.

5.3.11 Thirdly, the present study had officials or personnel as participants from both rural and urban local governments. Caution is required when interpreting the data. Future studies should make provision for the inclusion of more participants who are not officials or personnel in local governments like communities at each locality. This is required so as to determine the magnitude of the problems affecting recreation service delivery.

5.3.12 Lastly, the literature that could be found when doing this study was somewhat limited to old documents. The number of published research articles on recreation service delivery in South Africa is limited. Notwithstanding the international research communities which may have limited the study in one way or another it is clear that more research studies are needed to improve this field of endeavour.

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APPENDIX A

RECREATION SERVICE DELIVERY BY LOCAL GOVERNMENTS IN THE NORTH WEST PROVINCE.

South Africa celebrated 10 years of freedom and democracy in 2004. Today it is 16 years that the country has been able to implement the Constitution of 1994, Reconstruction and Development Programme (RDP) 1996, White Paper on Local Government of 1998, the Municipal System Act of 2000 the Municipal Infrastructure Act of 2000 and the White Paper on Sport and Recreation of 2002.

During this period local governments were faced with a series of challenges such as development, implementation of social services, education services, health services and recreation services.

Considering these challenges, recreation received little attention in respect of priorities, budget cuts and continuous public demand for more services. Recently the Minister of Local Government and Housing as well as the President of the country acknowledged that local government service delivery is in a bad state. Therefore there is a need to intervene in order to correct the situation.

Recreation is an important profession and a sector which forms part of local government's mandate. In order for local government to provide and manage recreation services, a research project needs to be conducted on management, manpower, programme service, budget and facilities so that the information can be a valuable contribution towards the overall provision and management of recreation. Since 1994 the demographics of communities' needs and interests of people have dramatically changed and therefore it is relevant to review recreation provision at the local level.

The purpose of this project is to gather scientific information in respect of provision and management of recreation at local level. It also aims to analyse manpower, management and

delivery of programme services for mass participation including relative programmes for different target groups.

This information will be made available to your local government for future planning. Kindly identify a relevant person in your local government who will take responsibility for the completion of this questionnaire.

Please note that your input is critical for the future of recreation provision.

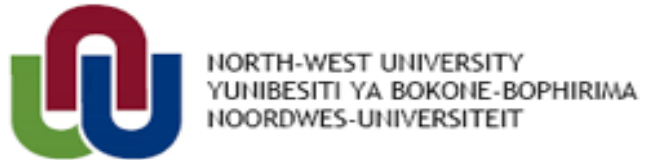
Thank you for your kind cooperation.

Name.....

Municipality.....

Signature.....

APPENDIX B



CONSENT FORM (RECREATION)

(Return this copy with the demographic questionnaire)

A STUDY ON RECREATION SERVICE DELIVERY BY LOCAL GOVERNMENTS IN THE NORTH WEST PROVINCE.

I,, oflocal municipality agree to provide the information on recreation service delivery by local government in North West Province (i.e. by questionnaire). I understand that the results of this study on recreation service delivery for local government in North West Province will be used for research purposes and nothing else. I am aware that if I have any question or concerns about the study I can contact the researcher at 082 418 7729 /e-mail:vmogajane@nwpg.gov.za. Any questions or concerns regarding the study can be addressed to Mr Victor Mogajane at 082 418 7729 or Prof Charlé Meyer at 018-2991809 from the Potchefstroom Campus of the North-West University . I understand that there will be no discomfort or foreseeable risks from participating in the study. I understand that all information that a municipality will provide will remain strictly confidential. I have read and understand the information provided above and in the information letter. I have been provided with the opportunity to ask questions and my questions have been answered satisfactorily. I consent to participate in the study described above, understanding that I may refuse to participate in any part of the study and can withdraw from the study at any time. I have kept one copy of this consent for my records. The return consent form will be kept locked during the entire period of the study.

Name:.....(Signature)

APPENDIX C

GENERAL INFORMATION

Sections of the Questionnaire

Section 1: Demographic information

Section 2: Management of Recreation

Section 3: Human Resources in Recreation

Section 4: Provision of Recreation Services

Please read the following!

Your input is of great importance for the provision and management of recreation in your local government.

The questionnaire is simple and comprehensive to provide completely the required information.

Information provided will be handled with confidentiality.

If you are in possession of a formulated policy regarding the delivery of recreation services, please attach to the completed questionnaire

Also supply us with:

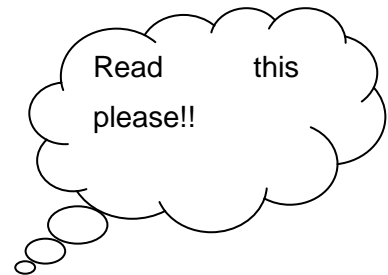
Formal organisational chart of your local government :
Management structure, and
Key functions.
Job description of human resources within recreation services.

For more information about the questionnaire, you could contact the following officials during office hours:

Prof Charlé Meyer: (018) 299-1809

Mr Victor.S. Mogajane: 082 418 7729

We would hereby like to thank you for your kind prompt co-operation!



SECTION 1: DEMOGRAPHICAL INFORMATION

Please supply the following information

1. Information on the organisation

Name:	
Address:	
Postal code:	
Telephone number	
Fax number:	

2. Contact person **responsible** for the completion of this questionnaire

Name:	
Age (in years):	
Position occupied:	
Number of years in the position:	
Highest qualification:	
Telephone number:	
Cell:	
Fax number:	

3. Do you have any **training or practical experience** in the provision of comprehensive recreation services? **Yes/No**

4. What is the estimated population of your:

City/town/local government:	
District council:	

SECTION 2: ASPECT OF MANAGEMENT AND POLICY-MAKING

Questions in this section deal with the important aspects concerning management and policy. Please make a clear cross (**X**) where applicable.

5. Does your local government have a **STRATEGIC PLAN** for recreation provision? YES/NO

Please mark your answer! (**X**)

6. The **DELIVERY** of Recreation Services in your local government is doneby:

	Yes	No
1. Department of Parks		
2. Social Services		
3. Health Department		
4. Separate Department		
5. Other (Specify)		

7. Does your local government have a **POLICY STATEMENT** concerning any aspects of recreation provision?

	Yes	No
1. Financing		
2. Provision of human resources		
3. Provision of recreation facilities		
4. Provision of recreation programmes		
5. Coordination, planning and implementation of recreation programmes in the local community		

6.	The lease of recreation facilities		
7.	The appointment of administrative/supportive services		
8.	The use of volunteers		

8. What is the **POLICY** of your local government in respect of the following functions?

Please make a clear cross [X]

Functions	Local Government accepts full responsibility	Carries out an ample supplementary function	Carries out a limited supplementary function	Local community is solely responsible	Not applicable has no policy
Provision of Recreation facilities					
Maintenance of recreation facilities					
Provision of Public playgrounds					
Maintenance of public play grounds					
Provision of community centres					
Maintenance of community centres					
Recreation services					

accessible to all communities					
Existence of recreation programmes					
Provision of human resources					

9. Which of the following **SERVICES** does your local government render to promote recreation? Please answer specifically **YES OR NO** for every item.

SERVICES	YES	NO
1. Financial aid for recreation bodies		
2. Community centres and/or halls		
3. Maintenance of community centres		
4. Availability of own personnel on a full-time basis, e.g. as recreation organiser(s)		
5. Availability of own personnel on part-time basis, e.g. as programme organiser(s)		
6. Make available own office infrastructure for recreation use (e.g. telephone, typist, etc)		
7. The use of volunteers		
8. Recreation related activities		
8.1. Provision of recreation facilities		
8.2. Maintenance of recreation facilities		
8.3. Effective partnership in rendering recreation services		
8.4. Coordinate the contribution of recreation with major events		
8.5. Marketing of recreation		
8.6. Training of personnel		

8.7. Programme for the youth, adults, disabled, and elderly		
8.8. Other functions or services – SPECIFY		

10. In which manner does your local government **LINK** with the following in your community?

Organisation	There is no link	By means of conversation with individual bodies	By means of local advisory association/council	By means of notices
Recreation bodies or Clubs (e.g chess)				
Provincial recreation council, PROREC				
Local recreation council				
District recreation council.				
Community projects				

Please mark one of the following with a cross [X]

11. Is there a need to have a **RECREATION CONTROLLING BODY** in your local government? Please mark one of the following with across [X]

YES	NO	DON'T KNOW
------------	-----------	-------------------

12. Which methods does your local government apply to **PROMOTE RECREATION** in your community?

Methods of Recreation Promotion	Application	
	YES	NO
1. Special mentioning of recreation achievements in the Council meetings		
2. Presentation of special prizes/awards to participants for special		

achievements		
3. Financial aid to participants who perform in the recreation field		
4. Awareness campaigns		

13. To what extent does your local government experience **PROBLEMS** in the provision of recreation services and facilities in your community? Indicate the extent of these problems in view of the following aspects

Aspects of Recreation Provision	EXTENT OF PROBLEMS				
	Not a Council function	None	Slightly	Moderate	Large
1. General organisation and Administration of recreation					
2. Recreation participation among pre-school pupils					
3. Recreation participation among pupils (6 – 12 years)					
4. Recreation participation among scholars (13 – 18 years)					
5. Recreation participation among the youth (19 – 24 years)					
6. Recreation participation among adults (25 – 40 years)					
7. Recreation participation among people (40 -59 years)					

8. Recreation participation among senior citizens (60+ years)					
9. Unemployed youth					
10. Youth at risk					
11. Women and girls					
12. People with disabilities					
13. Crime Prevention					
14. Financing of recreation					
15. Provision of local recreation facilities					
16. Provision of recreation facilities					
17. Combine use of school facilities by the school as well as local community					
18. Research in recreation					
19. Maintenance of recreation facilities					
20. The availability of human resources					
21. Other (specify)					

14. To what extent will communities **BENEFIT** from provision of recreation programmes

Benefits	NONE	SLIGHT	MODERATE	LARGE
1. Contributing to a full and				

meaningful life				
2. Promoting strong communities				
3. Healthy course of growth and development				
4. Creating an all-round sense of well-being in people				
5. The reduction of anti-social behaviour				
6. Preserving the natural environment				
7. Creating jobs which are needed in rural areas				
8. Improved creative thinking and problem solving abilities				
9. Coping with particular stress to emotional well-being				
10. The reduction of weight or obesity				
11. Building one's sense of identity				
12. Developing a positive lifestyle				
13. Bringing different cultural groups together				

15. Does your local government have **HUMAN RESOURCES** to provide recreation services? **YES/NO**

If your answer is **YES** mark with a **(X)**, complete **SECTION 3**

SECTION 3: HUMAN RESOURCES

16. Please indicate the number of **FULL-TIME MALE AND FEMALE EMPLOYEES** that are in the service of your local government, working in recreation.

Please note: A person can only be mentioned in **one category!**

Category of positions	Highest qualification	Number of Full time personnel	
		MALE	FEMALE
1. Director Recreation			
2. Deputy Director Recreation			
3. Assistant Director Recreation			
4. Chief Recreation Officer			
5. Principal Recreation Officer			
6. Senior Recreation Officer			
7. Recreation Centre Manager			
8. Recreation Hall Manager			
9. Sport Facilities Manager			
10. Assistant Recreation Manager			
11. Facility Officer			
12. Admin Officer			

12.1	Clerk			
12.2	Secretary			
13.	Other: (Specify)			

17. Please indicate the extent of **SHORTAGE** your local government experiences in respect of male and female employees in the following categories.

Category of positions in Recreation Provision	Number of shortage of personnel	
	MALE	FEMALE
1. Director Recreation		
2. Deputy Director Recreation		
3. Assistant Director Recreation		
4. Chief Recreation Officer		
5. Senior Recreation Officer		
6. Recreation Centre Manager		
7. Recreation Hall Manager		
8. Sport Facilities Manager		
9. Assistant Recreation Manager		
10. Facility Officer		
11. Admin Officer		
12. Clerk		
12.1 Secretary		
12.2 Other :Specify		

18. Which **QUALIFICATIONS** does your local government require from persons in the following positions?

Positions in Recreation	Not applicable	University (B-degree)	Technicon (eg, B-Tech/ and Recreation Management (Diploma))	Matric	NTC IV-V	NTS 1 - 111
1. Director Recreation						
2. Deputy Director Recreation						
3. Assistant Director Recreation						
4. Chief Recreation Officer						
5. Senior Recreation Officer						
6. Recreation Centre Manager						
7. Recreation Hall Manager						
8. Sport Facilities Manager						
9. Assistant Rec Manager						
10. Facility Officer						
11. Admin Officer						

12. Clerk						
12.1 Secretary						
13. Other: (Specify)						

SECTION: 4 PROVISION OF RECREATON SERVICES

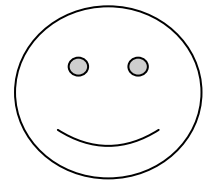
The question deals with important aspects concerning the delivery of Recreation services as well as the Management thereof.

19. With regard to the **PROVISION OF RECREATION SERVICES** in your community please answer to what extent the following is true.

Aspects of Provision	Provision			
	NONE	SLIGHTLY	MODERATE	LARGE
1. We provide services based on social and economic need				
2. We provide programmes for human service that may go far beyond traditional recreation activities				
3. We act as a community organiser and catalyst in matching community resources and citizens' needs				
4. We offer programmes anywhere in the community				
5. We use staff resources to coach citizens until they can provide their own leadership.				
6. We fund services from a variety				

of sources, (e.g fee-for-services, contract arrangements, agency partnership, and cooperation with the private sector, as well as tax resources.)				
7. We organise services based on a careful community-wide needs analysis.				
8. We plan by anticipating a preferred future (e.g. Plan with potential clients community informants, other agencies as well as staff)				
9. We develop a marketing approach to operations				
10. We run recreation awareness programmes				
11. We evaluate services in terms of human consequences				
12. We justify budgets in terms of social needs and programme results				
13. We require financial and programme accountability				
14. We motivate staff to work with the people				
15. We achieve the ultimate goal of human development and community organisation.				
16. We make use of research for service delivery				
17. We make use of volunteers for service delivery				
18. We expose our staff to specific in-service training programmes				

19. We need more training in the field of programming				
20. We need more training in recreation management				
21. We have enough funds for recreation service delivery				



THANK YOU ONCE AGAIN

APPENDIX D

Letter of invitation for focus group

Dear colleagues

Thank you for participating in the filling in of the questionnaires. We really appreciate it. However, this time we would like to invite your good selves to participate in a focus group session. Please accept this invitation to participate.

I am completing a research project on recreation service delivery by Local Governments in the North West Province.

Project question and aim: to analyse recreation service delivery by Local Governments in North West.

Research participation and time commitment: Out of 20 local governments we have chosen 5 of your colleagues to participate in a focus group session. A series of questions will be asked to allow you to talk about recreation as well as to think where we could improve. You will be encouraged to share your thoughts and ideas throughout the process. The focus group will be facilitated by myself and the two professors of the North-West University.

The data will be collected using tape recorded dialogue, taking notes and flip charts. I anticipate this to take approximately 3 hours.

Confidentiality: This research is bound by the North-West University's ethical guidelines. All data shared during the research will be kept anonymous and organised into themes. At no time will specific individual data be linked with a participant and shared without the individual's consent having been obtained beforehand.

Participation in the project is completely voluntary and participants can choose not to take part or withdraw from the research at any time.

If you have any questions about the project or your participation please do not hesitate to call 082 418 7729 (Mr Victor Mogajane)

Thank you in advance for your interest.

Sincerely

Victor Mogajane

APPENDIX E

SEMI-STRUCTURED INTERVIEW QUESTIONS ON RECREATION SERVICE DELIVERY BY LOCAL GOVERNMENTS IN THE NORTH WEST PROVINCE

Greetings, welcoming and Opening:

Introduce self: (e.g. My name is Victor Mogajane)

Introduction:

Explain the purpose of research: (Recreation service delivery)

Explain the reason for voice recording: (The reasons for voice recording are: Anonymity; Remember all the information.)

Ask permission to use recorder – switch on the voice recorder and test!!!

Do you have questions about what I just explained?

Body of the Interview:

1. In your view who should provide recreation service to the community?

Probe: Do you think it is the responsibility of the health department?

.....
.....

2. What challenges do you face with the way the recreation services are currently provided?

Probe: Is there manpower responsible for recreation services?

.....
.....
.....

3. Do you think there are available factors such as policies, facilities, programmes, human resources and funding to enhance recreation service delivery?

Probe: (a) What would you need to change, and also to enhance recreation service delivery?

Policies.....

Facilities.....

Programmes.....

Human resources

Funding.....

Things needed to enhance recreation service delivery

.....

.....

4. In your view is there a need to have a strategic plan on recreation service delivery?

Probe: (a) In 5 – 10 years from now?

(b) What in your current operation would allow you to achieve this?

.....

.....

.....

5. Is recreation receiving enough support from your Local Government in terms of financial aid, facilities, and manpower?

Probe: What ways can be followed to improve the situation?

.....

.....

.....

6. In your view has your Local Government done a community needs analysis on recreation service delivery before?

Probe: It is the first time you have this survey in your Local Government?

.....

.....

.....

7. How does your Local Government interact with the community for recreation service delivery?

Probe: Is it by meetings, invitations or radios?

.....
.....
.....

8. In an ideal world how would you like your community to describe the way your Local Government is providing recreation services?

Probe: Is recreation very important to communities anyway?

.....
.....
.....

9. What keeps your community active within your Local Government on weekends and holidays?

Probe: Are there any programmes available for youth, children, the aged and disabled people to participate in?

.....
.....
.....

10. What complaints did you receive today from the community regarding recreation service delivery?

Probe: Do you think the community is aware of the need for recreation delivery services?

.....
.....
.....

11. Is there a need for your Local Government to partner with other groups to enhance recreation service delivery?

Probe: Do you know anything about a provincial recreation council?

.....
.....

Closing: Lastly, thank you very much for your time, kindness and willingness to share with us the valuable information regarding recreation service delivery by your council.

Switch off the voice recorder

APPENDIX F

REQUEST FOR A ONE-TO-ONE INTERVIEW

TO:

FROM:

SUBJECT: Request for a one-to-one interview with yourself for research purposes.

Who I am: My name is Mr Victor Mogajane, I am currently at the final stages of PhD studies at the Potchefstroom Campus of the North-West University under the supervisors Prof Charle Meyer and Prof Andries Monyeki. The title of my thesis is: Recreation service **delivery by Local Governments** in the North West Province. The background information of this study is as follows:

The objectives of the study are to assess: the available recreation policies in the North West Province; the status of recreation with regard to recreation facilities in the North West Province, the status of recreation with regard to programmes; the availability of human resources within the delivery of recreation services; the status of recreation with regard to funding and the status of recreation service delivery in the North West Province.

Studies were conducted by means of both a quantitative method (questionnaire) and a qualitative method (focus group interviews) in twenty (20) local governments in the North West Province. The results of this investigation outlined the following **factors as problems hindering recreation service delivery** in the North West Province:

- Lack of recreation policies in the North West Province
- Insufficient recreation facilities
- Lack of recreation programmes
- Lack of funding for the delivery of recreation
- Lack of human resources in the North West Province

It is noteworthy that when the results in this present study were related to the existing literature, it was found that the trends seem to be in agreement with the historical trends and consistent.

As part of the research methodology, we have identified you as the expert with expertise in the field of Recreation Science to form part of the group that will assist in quantifying or refuting the present results and also propose possible ways forward to ensure positive changes with regard

to recreation service delivery by local governments in the North West Province. From a personal point of view we think such information may also be of assistance to other provinces.

Based on this background we are therefore asking to have one-to-one telephone interview with you regarding the five (5) outlined (in bullets) factors in the study for your inputs and comments. The questions for the interview will focus on the five (5) factors. We wanted to assure you beforehand that the information that will be provided by you will be used for research purposes only and nothing else. With due respect you will be treated as anonymous in the study if you so wish.

Thank you,

Sincerely Yours

Mr Victor Mogajane

Cc. Prof C Meyer and Prof MA Monyeki

APPENDIX H

ONE-ON-ONE INTERVIEW

Victor: Thank you for accepting to be interviewed by me in order to contribute to the solutions to address local government's problems with regard to recreation service delivery. In an attempt to finalise the conclusions and recommendations of my research, we saw that it would be good to engage and interview you as a specialist in the field of recreation. We have provided you with a summary of the trends and results and would like you to contribute in addressing the problems that the study has found by answering the following questions. To keep you abreast of the findings before each question we will provide you with the major findings for identified themes or aspects which pose serious challenges to recreation service delivery.

Background information to the research study:

The objectives of the study are to assess: the available recreation policies in the North West Province; the status of recreation with regard to recreation facilities in the North West Province, the status of recreation with regard to programmes; the availability of human resources within the delivery of recreation services; the status of recreation with regard to funding and the status of recreation service delivery in the North West Province.

Studies were conducted by methods which are both quantitative (questionnaire) and qualitative (focus group interviews) in twenty (20) local governments in the North West Province. The results of this investigation outlined the following **factors as problems hindering recreation service delivery** in the North West Province:

Lack of recreation policies in the North West Province

Insufficient recreation facilities

Lack of recreation programmes

Lack of funding for the delivery of recreation

Lack of human resources in the North West Province

It is noteworthy that when the results in this present study were related to the existing literature, it was found that the trends seem to be in agreement with the historical trends and consistent.

As part of the research methodology, we have identified you as the expert with expertise in the field of Recreation Science to form part of the group that will assist in quantifying or refuting the present results and also propose possible ways forward to ensure positive changes regarding recreation service delivery by local governments in the North West Province. From a personal point of view we think such

information may also be of assistance to other provinces. With this background we are therefore asking you this morning to have an interview with us in order to assist in terms of the bullets outlined as factors in the study for your inputs and comments.

Now going to the questions, the results in the form of the data gathered by means of the quantitative questionnaire and the focus group, indicate high percentage scores on the seven aspects concerning policy statement which are not existing in local governments, 80% for Financing, 90% for provision of human resources, 65% for provision of recreation facilities, 80% for provision of recreation programmes, 85% for coordination, planning and implementation of recreation programmes in the local community, 75% for the lease of recreation facilities, 80% for the appointment of administrative/supportive services and 95% for the use of volunteers. When the data were analysed separately for rural and urban areas similar trends were observed. That indicates that there is a lack of policies.

It is clear from these results that there is still a **lack of policies** to deliver recreation services at the local government level. From your own experience, do you think that this is a true reflection of recreation service delivery in the local governments? If so, what do you think should be done to address this problem for short and long-term solutions?

Interviewee: Vic, I think if you look at the research that was done in the early eighties by the then HSRC, it revealed that policies is a problem at all levels, not only all at local government level. But I mean over a period of twenty years where I have been involved with local government research it is a problem so in terms of answering your question, yes I think it is a problem. I think maybe its now worse than it was before due to a shift in service delivery. I mean if you go back earlier years eighties and nineties, recreation was I guess, lets put it this, that there was always a bit of money made available for it. But with all the gaps that we need to fill in terms servicing all communities. I think there is not enough money to service communities. I think that's where policy should come in. Because policies are the guidelines that should guide government and local authority in particular where they should put in money. And in the absence of policy it then implies that they will not put money on a particular budget item. So, that's obviously has a spillover effect which is reflected in your results, which means that they wont be money for facilities (bla,bla,bla)and the rest. So I think the first thing again coming back to your question. The first question deals with policy. Am I right?

Victor: Yes, I think so.

Interviewee: In answering your question I think the results are correct in the sense that it is an issue that we have been, that was highlighted in the research in the early eighties and several other studies that I personally have been involved with. So policy in general I think remains a problem and couple to that the absence of policy influence other things. Kind of spillover effect in terms of how much money is made available for facilities, programmes and HR and issues like that.

So you have to address policy before anything else will happen from government point of view. So the short term answer is that we have to develop policies, but we have to, I think we have to have a framework for local authorities in the province as a whole rather than just asking or giving directives to local authorities to come up with policies, because I don't think its gonna be, you know work well in the sense that government has their own priorities, local government the same. So you may find that in

Rustenburg you have other priorities than in Potch. And that will obviously bring about the shift in terms of where the emphasis. So but the long and short is that we need a framework to work from.

Victor: Ok thank you very much. From respondents from local governments on provision of recreation facilities 25% of local governments indicated taking full responsibility for the provision of recreation facilities while 13.3% in rural areas and 60% in urban areas also indicated taking full responsibility. 10% take ample supplementary function whilst in rural areas 6.7% and in urban areas 20% do so. Furthermore 5% of the local governments take limited supplementary function whilst in the rural areas 6.7% do so and in urban areas local governments do not take this function. Regarding the local community taking sole responsibility, there is absolutely no responsibility taken in the provision of recreation facilities, in rural or in urban areas. 55% of the local governments indicated that they do not have policies. In rural areas it was 66.7% and urban areas 20%.

Judging by the above results of the research there are insufficient recreation facilities. Any ideas or solutions that can address these problems in the short and long terms

Interviewee: Ok again it reverts back to your issue of policies. The absence of a policy implies that government can only fund issues as per their policy. So again we need to have a framework where one can work from local government point of view. But I also think Victor that we need to maybe come with different model for facilities to say I think we need to draw in the private sector. I think we need to draw in schools, I think we need to have a relook at how we use facilities. I mean we have been saying for a long time that lets take school facilities, they are only used during certain time of the day, certain time of year. So maybe we should have a different model. If take Potch as an example where the local government and university has come into (MOU) in terms of facility development and that is working quite well. I mean we have good facilities, but there is a plan on the table, there is partnership. I think that is something that we will have to do. Government by itself, I don't think will be able to drive it. Good example is the beautiful stadium in Mafikeng, the other one in Ga-Rankuwa that looks exactly the same. I want to call them white elephants because if there was a partnership between the community and government on those, facilities would be used much often than what is the current situation.

Victor: Thank you. With regard to existence of programmes the results say 70% of local governments do not have existing recreation programmes. In rural areas it is 73.3% and urban areas 70%. The results indicate that there is also a lack of recreation programmes. What is your view with regard to the non-existence of recreation programmes? How can this problem be addressed in the short and long terms?

Interviewee: The problem with the programme is that a lot of programmes are dependent on facilities and obviously again it has kind of spillover effect that the lack of facilities means that certain programmes can not take place. So you have to again revert back to you policies and policies need to make provision for example (x amount) for facilities and addressed to that I think the other problem is programme existence. All programmes depend on staff who knows how to implement this, who have sufficient skills and experience. So training of staff I think is crucial in terms of that. And also making use of volunteers, I think that is a crucial point. Volunteers can do a lot of programmes, but you need a partnership again with the community and to be able to do that. And maybe lastly on that, I think also one needs to have some kind of a plan that you work from, so that people know this is what they want to do and here are

the gaps and for this we need skills. I mean if you have a bit of relationship with your community a lot of expertise is available in communities that you can use.

Victor: Thank you. With regard to funding of recreation services there is also an indication, a significant 30% of local governments indicate that they do not fund services from a variety of sources, 40% indicated they do it slightly and 25% to a large extent. In rural areas 26.7% indicated none, 40% slightly and 33.3% moderately. In urban areas 40% indicated none, 40% slightly and 20% to a large extent. 35% of local governments indicated that they do not justify budgets in terms of social needs and programme results, 20% indicate they do it slightly, 30% moderately and 15% to a large extent.

What is your comment regarding funding of recreation services? Your inputs to address this problem in the short and long term?

Interviewee: Right, your funding is dependent on budgets based on policy directives. So again the core issue is lack of guideline in terms of how much we should allocate for sport and recreation per local authority, per province and national level. So I think again the government as such will have to come up with model and one would like to call it for a lack of a better word (funding model for recreation) which is obviously supposed to be captured in your policy. That will give you a breakdown in terms of the amounts you will be spending. And if you don't have it, it is not gonna happen and the biggest problem with this is Vic, is the fact that the rural areas are far behind and the gap is growing. I mean urban areas still have for example Rustenburg the mines provide certain facilities and so on government can basically also pickyback on that. But the more rural areas they don't have the funds, they will tell you we need to build roads, and putting water, sewage and those things. So it is not a priority. Unless if it becomes a priority based on your policy.

Victor: Thank you. Question 5 concerns **available human resources**. The respondents indicated that 90% of local governments lack the human resources to provide recreation, (93.3% in rural and 80% in urban areas). From these results it is very clear that human resources has also been identified as a problem. How can this be addressed in the short and long term?

Interviewee: Ok I think, first of all we need to start making use of volunteers much more often and I mean if you take for example the Provincial Recreation Council, it's got a large data base of volunteers that they use. I think that is the way to go. So that's one issue of addressing the problem. The other is obviously is training. I think there are too few of recreation officials that are currently employed with no knowledge or experience or training in this field. They must probably come from other areas or local government does not know where to place them and they place them at sport and recreation because it seems not to be a difficult thing to manage. So placement of people, training is crucial.

Victor: Ok. Question 6 concerns the results of the **quantitative and qualitative research (focus group)**, which shows local governments are not clear as to where recreation should fall. Some say in the department of community development, others say in social development, others say in the health department, others say recreation has to be combined with sport. In your view is there a need for a separate recreation department at local government level?

Interviewee: Shooo". This is a more difficult question. You know traditionally many of the recreation divisions were placed as part of the parks and recreation, parks and sport and that kind of work well. I am

still not convinced that the local authority can justify for having division specifically just for recreation. And the reason why I am saying that is because of the obviously the division will be determined by number of staff that you have. But that, let me put it this way, I don't think it should necessarily be the department as such but it should be a division. I like the issue of parks, sport and tourism together. I think those things go together, and I think all the authorities also have tourism as a function and those things should be lashed together. Because to me it makes sense. These are all drivers of tourism eventually and I think they should be placed together. There is a bit of different angle to this.

Victor: The last question is: How do you see the role of National and Provincial Governments in providing recreation?

Interviewee: Ok, the original idea if you go back in Codesa was that government National level must take the lead and come up with major policy directives and then province and local authorities should eventually implement those things. Unfortunately I think from recreation point of view the idea was from a theoretical point of view it was a good idea because we have South African National Recreation Council. This never got off the ground. I still think that National should never take lead in major certain programmes be it indigenous games, be it whatever that they should lead certain National events if could call it that. But that the province and local authorities should come up with their own agenda over and above what National is doing. Because the majority of the people are in local authorities. So the local authorities as far as I am concerned that is the most important role player. They have to roll out programmes. National and province could come in and in support of infrastructure, giving guidance in terms of development and things like that. But I mean where actually programme need to take place is at local level. And the important thing about that is Vic, if you want things to be sustainable that is where its gonna take place. I mean you can come in with a programme once a year or twice a year or three times a year, it does not really matter. But that is not sustainable, that is what we are currently doing. But I think that is fine from National point of view.

If you take for example the role or model they have in Brazil especially(Rio) where local authorities driving recreation and they you know they got all these mini soccer fields and mini volleyball fields. So they put it there, they get few volunteers and community can just come in to use these facilities. That will be wonderful if we can work towards that kind of a model. But it takes place at local as to play the biggest role which obviously implies that they got to get a fairly big (chunk) of money to be able to do that.

Victor: Ok Thanks. Any remarks or comments?

Interviewee: No I think in general in stating what I said is that I think your findings support work that has been done from early eighties until now. That there is still lack of policy, there is still lack of facilities and those things does not seem to change. I think facilities are like housing, you must probably never be able to satisfy everybody. But we have to start somewhere; local authority has a major role to play.

Victor: Thank you for your time. I really appreciate it.