SPORT AS A CATALYST FOR

DEVELOPMENT IN CAPE TOWN

BY

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Dedication

To my mother and father, Christine Elizabeth (Emma) Kamoetie and Lance Goldman Kamoetie who always encourage me to advance myself through higher learning. Thanks folks I finally made it and in all probability, this is not the end of the road towards achievement.

To my wife Mercia and my children Riaan, Tiana, Diwan and the rest of my support base.

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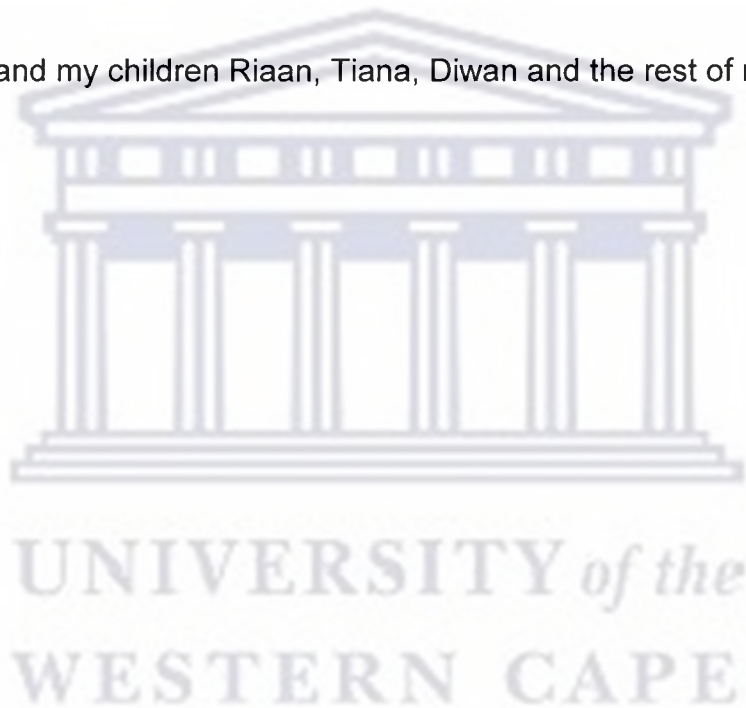
Declaration

I declare that this research report is my own work and that it is submitted for the purposes of obtaining the Master's Degree in Public Administration at the University of the Western Cape (UWC).

I testify that it is only submitted for this academic programme at UWC and not for any other degree at UWC or any other University, College or institution of higher learning.

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CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE RESEARCH PROBLEM

Introduction

This research paper considers sport as a catalyst for development in Cape Town. It examines the impact of sport on development, the economy and tourism and advances recommendations suitable for the city of Cape Town. In this regard this study uses the experiences of the city of Indianapolis, USA to inform the recommendations for Cape Town.

Whilst the recommendations derived at in part, from the city of Indianapolis, this paper accents the particular problems encountered by local authorities in South Africa. Some of these problems have an impact on the ability of Cape Town to embark on initiatives of the nature of the Indianapolis case study. In this regard sport in South Africa has for too long been used as a political tool to enhance separation and to foster segregation. Sport is not utilised to its full economic potential in Cape Town, South Africa – if not in Africa. It is important that sport should bring the benefits associated with it to S A. These include economic development, job creation and an increase in tourism. The abovementioned which mirror the principles of the Reconstruction and Development Programme (RDP), would contribute and reinforce the upliftment of underprivileged South Africans. This study focuses on Cape Town and Indianapolis.

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This paper proposes a contribution toward a conceptual framework for the development of a social partnership within and between the sporting community and the civil society of Cape Town in order to contribute towards local economic development. It aims to stimulate the debate and discussions on social partnerships, which ought to lead to the creation of jobs, stimulate economic growth and encourage the participation of civil society in the economic reconstruction process.

Various sectors in the South African economy concern themselves with the upliftment of the underprivileged, such as the tourism industry. This study attempts to identify the close link between sport and tourism and how the one sector could be of assistance and support to the other. According to Roodt (1999: 33) the public and the private sectors appear to be working closely together to facilitate development in and around Cape Town. The greater Cape Town community should, therefore, welcome this contribution towards a sports policy conceptual framework.

Sport and sporting events could have a positive impact on tourism, the people of Cape Town and consequently the economy of Cape Town. Participants in sport and their accomplishes require accommodation, access to restaurants and need to utilise various sectors of the tourist industry, such as taxis, busses, restaurants etc. In a letter to the president of the International Olympic Committee and its members, the previous Premier of the Western Cape, Hernus Kriel, (1996: 12) indicated that the South African business community has realised the potential economic impact of an event such as the Olympic games. Such an event could serve as a catalyst for human development

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in the Western Cape. This paper consequently argues that the development of sport and infrastructure should be a partnership between the public sector, the private sector and civil society, as they all stand to benefit in terms of events and the local economy.

Clive Grinacker, executive chairman of Grinacker Sports Management (GSM) in an interview with Index Sun on 01/12/1999 indicated that an event such as the 2006 Soccer World Cup, for which South Africa is bidding, could play a crucial role in helping to unite the nation behind a common objective. He further proffers that if S A wins the Soccer Bid it will have a sophisticated sponsorship market and infrastructure in place as well as companies that understand the importance of being involved in sport sponsorship.

The industries that stand to benefit from sport as a catalyst for development would most probably be the hospitality industry, i.e. airline companies, hotels and guest-houses, travel agents, tour operators, restaurants and the taxi industry. Indirect beneficiaries would be businesses such as small cafés and the informal sector. It is, therefore important that all role-players– public, private and civil society foster sport as a catalyst for development. The public sector should assist in the provision of the necessary infrastructure and also contribute toward an effective community participation process. The public sector should play a key role in encouraging, facilitating and supporting contact between business and local communities. This would ensure that all interests groups are involved in the development of sport as an internal stakeholder of the economic sector.

The issue of developing sport in underprivileged communities and bringing perceived elite sports such as tennis and golf to these communities should be taken into account in the development of any initiative. This will bring greater interest in these sports and create a greater awareness of looking after the environment in which these sports are played. Such considerations are vital in developing an overall sporting strategy for all in S A. Unemployment and a lack of recreational facilities in underprivileged communities, are most probably contributing to high crime levels. Sport should be used to enhance the quality of life of these communities. The development of sport and sporting heroes should have positive spin-offs in this context.

Big sporting events, such as the Olympic Games in cities of the USA had led to the development of several underprivileged communities, particularly youth groups (Development Action Group, 1996: 7). This study hopes to identify similar possibilities for Cape Town, but before this is done the problems facing municipalities in South Africa, in terms of the history of local government, are discussed as they impact on the way forward for sport as catalyst for development.

Historical overview of local government in South Africa and its impact on sport as a catalyst for development

According to the White Paper on Local Government (1998: 21), the impact of apartheid has left its imprint on South Africa's human settlements and municipal institutions. This

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impacted on the way these institutions conducted business and the way they reacted to the development of previously marginalised communities. Transformation therefore, requires an understanding of the historical role of local government in creating and perpetuating local separation and inequity. Of equal importance is the history of resistance to apartheid at the local level and the struggles against apartheid local government. Segregation was already in practice by the time that apartheid was legislated in 1948. However, according to the White Paper on Local Government (1998: 21), the Group Areas Act was the key piece of apartheid legislation which instituted strict residential segregation and compulsory removal of black people to 'own group' areas. Through spatial separation, influx control and a policy of 'own management for own areas' apartheid aimed to limit the extent to which richer municipalities would bear the financial burden of servicing disadvantaged black areas (Ibid). This resulted in economically affluent areas being provided with excellent infrastructure and disadvantaged areas being neglected.

The Group Areas Act prevented the permanent presence of Africans in urban areas through the pass system, and reserved a viable municipal revenue base for white areas by separating townships and industrial and commercial development. To compensate for restricted rights, and to bolster the political and economic privileges of racial exclusion, various attempts were made under apartheid to introduce 'own management' structures for black residents at the local level. In the 1960s 'Coloured' and 'Indian' management committees were formed as advisory bodies to white municipalities. The Bantu Affairs Administration Act of 1971 established appointed

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administrative boards, which took responsibility for townships away from white municipalities.

In 1977, the Community Councils were introduced. These were elected bodies, but had no meaningful powers and had little resources. These Councils never gained political credibility. In 1982, Black Local Authorities (BLAs) replaced Community Councils. BLAs had no significant revenue base and from the beginning they were seen as being politically illegitimate by communities. They were eventually rejected by popular community mobilisation, sometimes violently, in the mid 1980s. Given the extent, to which disadvantaged areas were neglected by authorities, the creation of a sport infrastructure was at the lowest rung of the needs hierarchy.

Financial constraints

Traditionally, most local government revenue in urban S A was self-generated, mainly through property taxes and the delivery of services to residents and businesses. This suited white municipalities particularly since they had small populations to serve and large concentrations of economic resources to tax White Paper on Local Government (1998: 22). Financial shortfalls were built into local government for black areas whilst apartheid regulations prevented most retail and industrial development in black areas. This has placed severe constraints on the viability of these local governments, which made it impossible for them to embark on developmental initiatives in the area of sport. The limitation on the tax base forced residents and retailers to spend most of their

money in white areas. Municipalities in black areas were, therefore, deprived of the means to meet the needs of local residents. The BLAs tried to impose rent and service charges on township residents to increase revenue. This scant source of revenue could, however, never have provided meaningful delivery. The rejection of the BLAs in the mid 1980s led to a popular uprising which shook the foundation of the apartheid regime. In 1984, the uprising gathered momentum when civics and other community bodies started to organise themselves against the regime. Their rallying cry was the appalling social and economic conditions in the townships and the bantustans, and they used organised boycott of rents and services charges, and consumer boycotts as their main weapon. As a consequence of this systemic protest against the way human settlements were spatially and economically distorted Local Forums started to realise that the legal constraints which separated black residents from the municipal tax base had to be addressed nationally, Local Government White Paper (1998: 22).

Local Forums consequently harnessed support for the creation of a national forum, the Local Government Negotiating Forum. This forum framed the Agreement on Finance and Services, which writes off arrears of BLAs. "It also negotiated the Local Government Transition Act (White Paper on Local Government) of 1993, White Paper on Local Government (1998: 23). Whilst the White Paper on Local Government did not provide the blueprint for a new local government system it sketched a process for change.

Three phases were mapped out by the WHITE PAPER ON LOCAL GOVERNMENT. Firstly, the pre-interim phase – this prescribed the establishment of Local Forums to

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negotiate the appointment of temporary Councils which would govern until municipal elections were held. Secondly, the interim phase – this implies beginning with municipal elections and lasting until a new local government system has been designed and legally adopted through legislation. Thirdly, the final stage is when a new local government system will be established.

Local government in SA is currently in the interim phase. What should, however, be noted is that the White Paper on Local Government has effectively deracialised the system of local government through the amalgamation of former racially based structures. In this phase, many initiatives should be embarked upon at local government level to sustain themselves and to contribute toward local economic development through initiatives such as sport as a catalyst for development.

According to the White Paper on Local Government (White Paper on Local Government) (1998: 24), real transformation has yet to occur. It is important to note that the weaknesses of the White Paper on Local Government, such as its urban bias and the lack of structured support processes to enable municipalities to manage the change process are reflected in the current municipal system. Also, the compromise attained during the negotiation of the White Paper on Local Government, such as the delimitation of wards in a manner which skewed representation and the requirement that municipal budgets must be approved by a two thirds majority, will remain in force until the final phase of the transition in November 2000. Given these constraints, it is important to identify new opportunities, which will contribute toward local economic

development such as sport as a catalyst for development.

Purpose of the study

The main purpose of the study is to contribute toward a conceptual framework or strategic direction on sport as a catalyst for development. More specifically it proposes a social partnership within and between the sporting community and the civil society of Cape Town. Accordingly, this study attempts to identify links between sport and tourism and how the one sector could be of assistance to the other. It hopes to identify similar possibilities for Cape Town, based on the Indianapolis experience.

The failure to recognise sport as a mechanism to develop tourism and to contribute toward local economic development appears evident in the Western Cape. This paper, therefore, attempts to develop a strategy that would link sport to the tourist industry and to development in the Western Cape. The purpose of this attempt is to identify how sport could be linked to local economic development in and around Cape Town.

This proposed strategy would include the formation of a unified body, consisting of the various role players. These role players should initiate the development of a sound proposal for the development of a sustainable sport facility infrastructure. This should include a plan for the proper utilisation and maintenance of these facilities.

This study suggests the development of sport for Cape Town which is further aimed

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at the formation of an appropriate structure, over and above existing structures, i.e. section 21 company to manage and oversee the implementation of sound measures and to identify some areas in which sport could serve as a catalyst for development. This paper further seeks to link the development of sport and a sports infrastructure to the development of tourism and consequently the economy of Cape Town.

Thesis

Sport in South Africa is an indispensable element of the South African society in terms of the White Paper on Sport and Recreation. Despite its previously flawed nature because of apartheid, which led to various disparities between communities, since 1994, sport has been recognised by the government as a critical element that can contribute toward nation building and the economy of South Africa.

This paper proposes an alternate strategy for the integration of sport and tourism, which is of potential interest to local government policy makers in the Cape Town area. The task of analysing this policy issue is currently of concern to both government at a national level, the Cape Town Municipality and the Cape Metropolitan Council in particular. Sport seems to have made significant progress since April 1994. The industry has learned by trial and error, although policy with regard to it has not always had the desired results.

It is against this back-drop that this paper, proposes to investigate the Indianapolis

case study as a comparative analysis to identify what sport can do for Cape Town's economy and its people. This analysis will be used as a basis to construct an appropriate sport development policy framework for Cape Town at local government level, involving the community and the private sector.

This proposed policy would be aligned with the objectives of the national sports policy and the provincial sports policy of the Western Cape. The influence of sport on the economy will also be discussed. This paper will integrate sport and tourism in and around Cape Town and identify how the one sector can be of benefit to the other based on the Indianapolis experience. Consequently this paper will discuss the concept of development and identify the benefits of sport for development as well as identifying the linkage between sport and development. In addition to the above this paper attempts to identify how the development of Sport and a sports infrastructure, together with the creation of suitable events, can impact on tourism and the local economy of Cape Town.

This paper regards sport as integral to the whole process of reconstructing and developing the city of Cape Town. The premise of exploring the impact of sport on tourism is based on the premise that visitors/ companions travel with athletes and explore tourist destinations and facilities whilst the athletes are engaged in training or competition activities. This paper also attempts to identify that the tourist industry appears to be plagued with similar constraints and impediments as the sports industry. Therefore, a joint effort to address these constraints and impediments is proposed

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Methodology

This paper will provide a qualitative understanding and experience of sport and development in the Cape Town area by using a comparative analysis between the cities of Cape Town and Indianapolis in the USA.

The primary sources used for the collection of specific data were structured questionnaires and follow-up telephonic interviews with two strategically selected respondents who were or are involved in development initiatives involving sport. Other primary sources include exploring recent debates on sport and development in magazines and the Internet to develop a perspective on some development initiatives and international development practices.

Secondary sources that explore various academic writings have been used to support the theoretical debate on the role of sport in development.

Questionnaires were forwarded to Gert Bam, Manager of Sport and Recreation at Cape Town Municipality, and to David Maralack, the former Manager of Sport at the Cape Town Olympic Bid Company. The purpose of the questionnaires is to ascertain the realities of Cape Town in terms of planning and development and to establish what initiatives the city had embarked upon. Gert Bam responded to the questionnaire and a subsequent telephonic interview with him on the subject of a Cape Town Municipality

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Sport Policy.[1] David Maralack also responded to the questionnaire and a similar follow-up telephonic interview.

The Indianapolis case study is discussed as a comparative analysis to identify what sport can do for a city's economy and its people. As indicated a comparative analysis between Cape Town and Indianapolis will be done in terms of sport, sport events and their impact on the development of the economies of these two cities. This analysis will be used to construct an appropriate sport development policy framework for Cape Town. On the basis of this comparative analysis certain guidelines will be advanced to promote a policy framework. This study hopes to identify similar possibilities for Cape Town, but before this is done the problems facing municipalities in South Africa in terms of the history of local government are discussed as they impact on the way forward for sport as a catalyst for development.

Presentation and chapter layout

Chapter one gives an introduction to the study. It elaborates on the research objective, reviews existing literature and identifies the conceptual framework of the study. It also discusses the research methodology and provides for the presentation and layout of the study.

Chapter two discusses sport and development. It will establish the empirical linkage between these two fields and to identify the role that sport can play in society. The influence of sport on the economy will also be assessed.

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Chapter three gives an overview of Cape Town's development trends in sport. It sketches the main economic trends in this city. It also discusses tourism in and around Cape Town and how sport can contribute to the tourism industry based on the Indianapolis experience. Subsequent to this the need for infrastructural development in this city's economy is identified. In essence this section identifies the realities in Cape Town.

Chapter four assesses the responses by the respondents. It also discusses the development of sport in the city of Indianapolis, in the United States of America. This exercise allows for a comparative analysis of sport as a vehicle to initiate urban development and seeks to ferret out appropriate lessons for Cape Town.

Chapter five concludes the study and makes recommendations for Cape Town towards a sports development policy framework as well as suggestions for further research.

This chapter has introduced the research problem. The next chapter discusses the subject of development and identifies the linkage between sport and development as well as the benefits of sport for development.

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CHAPTER TWO

SPORT AND DEVELOPMENT

Introduction

This chapter reviews literature on sport and development to establish the linkage between these two fields and identify the role that sport can play in a society. In this chapter, sport is linked to the economy. This chapter, accordingly, comprises a definition of sport, reflects on the national sports policy, the Reconstruction and Development Programme, the national and provincial interface and discusses Cape Town's Sports Policy in relation to development.

Sports development policy design

Before we can look at the linkage between sport and development we must first look at a definition of development. Development has been defined according to Grilli and Salvatore, (1994: 3) in which they refer to Paolo Sylos who quotes Joseph Schumpeter (Schumpeter, 1939), who used to distinguished between growth and development and defined the former as a gradual process in which all quantities – wealth, saving, population – increase slowly and continuously and the latter as a discontinuous process propelled by innovations.[2] Later, Grilli and Salvatore quotes, (1994: 3) Robert Lucas (Lucas, 1938) who defined growth as the increase of income proportional to the increase of population and he defined development as the process in which income increases more rapidly than population. This suggests that growth

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would not presuppose technical changes, whereas development would. According to Grilli and Salvatore (Lucas, 1938) argued that it has become common to speak of growth in developed countries and of development in developing countries.[3]

Since this paper focuses on sport as a catalyst for development in Cape Town, development experiences in South Africa will become the focus of this paper. According to Munslow, Fitzgerald and McLennan (1994: 4), modernization, underdevelopment, and dependency theories dominated the development debate in the first world. They argue that this context was heavily reflected in the literature on South Africa in the 1960s and 1970s. However, in the 1980s the debate surrounding development in South Africa fell out of frame to a significant extent as attention was focused on the escalating struggle and the increasing degree of repression that it produced.

In the early 1990s, the spotlight turned towards the negotiated transition and slowly the development debate began to emerge once again, but this time it was in a profoundly different global political context in which the socialist block alternative had collapsed, such as in Russia and China. They argue that the previous theoretical development debate focussing on South Africa had grown increasingly distant from what was happening on the ground and did not provide many useful tools for those who wished not simply to discuss development theories. However, they were rather concerned with how to implement good development practice.

Munslow, Fitzgerald and Mc Lennan (1994: 4) indicate that making development sustainable means moving beyond a narrow, albeit important, concern with economic growth *per se* to considerations relating to the quality of that growth.

According to them (Ibid) economic growth ensures that human basic needs such as access to health, clean water, etc are met, that the resource base is conserved, that there is a sustainable population level, that the environment and cross-cultural sectors' concerns are integrated into decision-making processes, and that communities are empowered.[4] They argue that sustainable development is concerned with improving the overall quality of life as well as satisfying human basic needs. According to Munslow, Fitzgerald and Mc Lennan, (1994: 4) a former African head to the United Nations Environment Programme (UNEP), Mustafa Tolba, sates that sustainable development necessitates help to the poorest of the poor, because otherwise they are left with no option but to destroy the source, natural, living environment. Sustainable development, accordingly, implies self-reliant and cost-effective development, facilitating access to health, shelter, clean water and food.

According to Munlow, Fitzgerald and Mc Lennan, Tolba[5] indicates that sustainable development needs to be at the very heart of South Africa's development programme, as it places many of these concerns, particularly meeting basic needs, at the centre of the agenda of the growth process itself. Munslow, Fitzgerald and Mc Lennan (1994: 4), acknowledge that sustainable development is not something that can happen easily. They argue it is a concept that requires, amongst other things, a massive

educational effort to make citizens aware of the need to manage resources wisely to achieve the maximum benefits at the minimum cost, not only to fulfill their own needs of today but also for the needs of their children for tomorrow and future generations.[6]

In a more recent debate on the subject of development, Naila Kabeer (Kabeer, 1996: 69) indicates that, in a narrow sense, development refers to the planned process by which resources, techniques and expertise are brought together to bring about improved rates of economic growth in an area variously designated as the Third World, the Developing World, the Periphery, the South, and so on.[7] However, in its broader sense, according to Kabeer (1996: 69) development refers to a purposeful project, no doubt, but one with acknowledged assumptions and unanticipated outcomes which will bring about change and improvement. In terms of this description, development becomes the broader process of social change unleashed by attempts of diverse development agencies at local, national and international levels, both within and outside the official domain, to achieve various, and often conflicting goals. In the context of this broader meaning, Kabeer, (1996: 70), argues that development is synonymous to the gradual and progressive expansion of individual choice. It has helped to eliminate life-threatening diseases and to prolong human life expectancy, to harness the energy of rivers for human use, to promote new and harder miracle crops, and to reclaim the deserts and marshlands for some.

For others[8], development has simply defined conditions of constraint, enriching a few, impoverishing many, and in the process eroding both cultural and biological diversity

across the world. Amongst, all these contradictory outcomes are what Ghandi pointed out many decades ago: that there are enough resources in the world to cater for the basic needs of all, but not enough to satisfy the greed of a few. Yet it has been the greed of a few for profit, supported by the control over the levers of power, that has shaped the patterns of distribution in development. Power in this field comes from control over resources and ideas, each form of control reinforcing the other, Kabeer (1996: 70)[9]. Consequently, control over resources enables those in power to determine the parameters within which debates and controversies in development can be conducted, which problems are to count within the development agenda, and which subset of solutions will be considered. Typical examples of the kind of powers and controls that are being referred to here can be seen in institutions like the International Monetary Fund (IMF), the World Bank and the United Nations (UN), where the industrial market economies share more than half of the weight in decision-making processes of these institutions (Kabeer 1996: 70).[10]

The preceding literature review indicates that development is characterised by the following features: growth, meeting human basic needs, that the resource base is conserved, that there is a sustainable population level, that the environment and cross-cultural sectors are integrated into decision-making processes, and that communities are empowered. It also identifies that development is concerned with improving the overall quality of life as well as satisfying basic human needs. The above definition of development implies growth and advancement across a number of sectors including sport. Having provided a circumscription of development, it is now appropriate to define

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sport as grounded within a development framework.

Definition of sport

According to Leonard11 (1984: 1) Boyle[11] has stated the following:

"*Sport permeates any number of levels of contemporary society and it touches upon and deeply influences such disparate elements as status, race relations, business life, automotive design, clothing styles, the concept of hero, language, and ethical values. For better or for worse, it gives substance to much in American life....*" Whilst this definition is based on the American life it could apply to South Africa in general and Cape Town in particular.

Leonard11 indicates that those people who support sports as a valuable institution suggest that its programmes greatly improve physical and emotional health, promote esprit de corps, and build character. He argues further that some might also claim that sport instills national identity, encourages social teamwork, and fosters patriotism, nationalism, and even religious piety. Sport programmes according to Leonard, are a top priority in the budgets of many municipalities[12].

It is in this context that this paper attempts to link the role that municipalities in and around Cape Town can play in the development of sport. In a more recent publication, Eitzen (1989: 1) indicates that, sport in the USA, has become a spectacle, big business, and an extension of power politics. He argues that this shift to what might

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be called "corporate sport" is seen not only in professional leagues but also in the Olympic Games, colleges, high schools, and even children's sports. Various definitions and perceptions of sport exist but for the purposes of this paper the above is sufficient. It is, however, important to develop an understanding of sport in the South African context. Development is a much broader category than sport as also emphasised by the national sports policy.

National sports policy

According to the White Paper on Sport and Recreation (1995: 8), sport may broadly be defined as any activity or activities which require(s) a significant level of aerobic or anaerobic involvement. In such an involvement participants engage in either a structured or unstructured environment for the purpose of declaring a winner or simply for relaxation, personal enjoyment, satisfaction, physical health, emotional growth and development. These activities, according to the White Paper on Sport and Recreation (1995: 9), may also involve, as lead-up or recreational pursuit, non-competitive exercise of the basic skills, which may also have one or more of the following additional characteristics; involvement of rules and procedures; requiring tactics and strategies; requiring specialised neuromuscular skills, which can be taught and learned; requiring, in either training and performance, significant involvement of large muscle groups, etc.

According to the White Paper on Sport and Recreation (1995: 9) sport contributes to

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the health, well being and identity of individuals, the community and the nation. The White Paper (1995: 10), argues that sport for the individual is a physical experience necessitating mental effort and it has a strong emotional component enabling individuals to express themselves physically, experience the pleasure of play, self-development, personal achievement and self-actualization. For communities sport is the basis for social interaction, community building, developing inter-cultural relations and local pride, collective activities of volunteering and planning sports events and family outings around sport, community identity and cohesion.

The White Paper (1995: 11), in relation to the sports environment, indicates that the global direction and issues of sport are influenced by the international and continental federations, i.e. the International Olympic Committee, groupings of countries (i.e. Supreme Council of Sport in Africa and the Council in Europe) and the actions of individual countries, such as the USA and the UK. It also argues that social and economic forces affect global sport and value trends, viz. Commercialisation (i.e. sport becomes a commodity to be bought or sold to the highest bidder), the economic dynamics between developed and developing countries (namely, the inherent North, South power relationship – the polarisation of developed vs developing countries) electronic media coverage and reporting. Thus South African sports policy and direction cannot be developed in isolation, it has to take into account global directions in sport and develop similar initiatives for SA.

Sport is not just a leisure activity as it has now begun to play roles that are more than

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just field activities according to the White Paper on Sport and Recreation (1995: 34). The following are some of the inter-sectoral benefits that sport is capable of forging in the social, personal, economic and entertainment areas.

Type of benefits associated with national sports policy

According to the White Paper on Sport and Recreation (1995: 34), sport improves the lives of many people. The more central a role it plays in a nation, the fewer the instances of amongst others, short life spans, strokes and heart attacks. The White Paper on Sport and Recreation (1995: 35) indicates that sport promotes social equity, increases self-esteem and community well being. It argues that the simplicity of the language of sport lends itself to issues like the problems of the youth, i.e. crime. Street children, amongst others can be given a purpose merely by enhancing their opportunities participating in sport. Sport can also be low-cost and tailored to meet the needs of a specific community.

The White Paper on Sport and Recreation (1995: 36) argues that sport contributes to the national economy in terms of its impact on tourism through events. It indicates that the opening of continental and international avenues to South African sport has created huge opportunities in tourism, job creation and other aspects of the economy. The development of basic sporting facilities provides a significant job-creation avenue as construction companies begin to increase their employment levels. Also careers in sports medicine, sports law, sports psychology and sports administration as well as

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stadium management are some of the economic opportunities that sport creates.

In the context of the economy of Cape Town with its high level of unemployment[13] and lack of development in terms of infrastructure this paper seeks to provide a framework for sport and sporting events to engender local economic development in Cape Town. The purpose of this paper is to identify how the development of sport and a sports infrastructure, together with the creation of suitable events, can impact on tourism and the local economy in Cape Town. But, before we look at development in Cape Town and environs, it is important to assess sport in its relation to the reconstruction and development programme (RDP).

Sport and the Reconstruction and Development Programme

According to the White Paper on Reconstruction and Development (RDP); (1994: 7), the RDP is a policy framework for integrated and coherent socio-economic progress that seeks to mobilize all the South African people and its resources towards the eradication of apartheid and the building of a democratic, non-racial and non-sexist future. The RDP has six principles; integration and sustainability, people driven, peace and security, nation building, meeting basic needs and building the infrastructure, democratization, assessment and accountability.

The White Paper on Reconstruction and Development (1994: 7) identifies the following five key programs for the RDP; meeting basic needs, developing our human resources,

building the economy, democratizing the state and society and implementing the RDP. It is in the context of these key programmes and the six principles of the RDP that this paper attempts to contribute towards a sports development policy framework for Cape Town. Since it is the purpose of this paper to discuss sport as a catalyst for development it now explores the connection to sport in the integrated development in Cape Town.

The document "Cape Town 2004"(Bid Book) (1996: 4) indicates that Cape Town is a developing city in a developing nation. Cape Town 2004 (1996: 4) argues in its conceptual approach – a developmental imperative which underpins the entire Olympic Bid submission is the fact that Cape Town appears to be demonstrating a philosophical and practical commitment to the advancement of human dignity and opportunity and a devotion to the principle of sport as a power for social and economic good and for the unity of people. In a submission to host the 2004 Olympic Games in Cape Town, Cape Town 2004 (1996: 6) indicated that human development was the primary theme of the City's 2004 submission to host this prestigious event. In the context of this it is important to assess how national and provincial government interface with each other.

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National and provincial interface

The national White Paper on Sport and Recreation (1995: 11-12) enunciates the promotion of sport and recreation by establishing a framework for coordinating the efforts of the various role players and thereby give direction to all groups and agencies whose actions and polices include the promotion and development of sport and recreation. The Western Cape Rainbow Paper (1995: 5) identifies with the framework of the national White Paper on Sport and Recreation and is set out to:

Provide guidelines for action by the Western Cape Department of Sport and Recreation to achieve the aim of developing sport and recreation; and provide direction to all sport and recreation role players whose actions and policies include the provision of sport and recreation programmes and activities in the Western Cape.

The provincial RDP document on Sport and Recreation (1995: 3) indicates that sport and recreation can contribute to the development of human resources. Specific reference is made to the provision of facilities; the mobilisation of both public and private sector resources in order to promote sport and recreation; accessibility and affordability of sport and recreation programmes; meeting the needs of specific interests groups like rural areas, the elderly and the unemployed youth; and the removal of obstacles which precludes people from participation in sport and recreation programmes. This paper regards sport as integral to the whole process of reconstructing and developing the city of Cape Town in terms of the contribution it can

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make towards development and the economy of this city through its impact on tourism. In order to make the connection with the development of sport in Cape Town, it is important to develop an understanding of sport in Cape Town.

Sport sponsorship is now R2bn a year industry in South Africa and is increasingly being seen as the key driving force in bringing international sporting events to this country.[14] Local marketers are becoming increasingly aware of the growing relevance and effect of lifestyle and event marketing. To this end the example of the Cape Town Central City Partnership, a section 21 company, which aims to promote Cape Town and restore investment confidence in the central city is cited[15]. A similar initiative should be embarked upon to promote sport in Cape Town. According to Roodt (1999: 33), the value and benefits of joint action in a tourism environment such as Cape Town are clear.

Roodt (1999: 33) argues that, ultimately, the sustainable success of even such a prime tourism attraction as Cape Town depends on the individual entrepreneur providing the tourist with a good quality experience at good value for money. It is in this context that this paper argues for sport as a catalyst for development through tourism and good quality services, which should encourage the tourist to come back to Cape Town. This focuses on inner city tourism. Thus it follows, according to Roodt (1999: 33) that the inner city should be safe and accessible and provide the kind of experience which will encourage visitors to come back. Roodt (1999: 33) indicates that in combining, their skills and resources in a partnership committed to enhance, sustain and promote Cape

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Town as the brand name for quality tourism, the partnership has demonstrated what can be achieved collectively. According to Roodt (1999: 33), this collective tourism initiative creates a direct social benefit for the broader community by preventing and reversing inner city decay.

Sport and sporting events can contribute substantially to the prevention of inner city decay, in terms of the Indianapolis example, by regenerating the city and revitalising it, particularly after hours, when it appears that the city is going to sleep. In the light of this initiative in tourism, this paper now assesses the existing sports policy of Cape Town

Cape Town sports policy

The Western Cape Rainbow Paper (1995: 5) on Sport and Recreation holds the view that sport and recreation can facilitate integration; enhance physical and mental well-being; break down social barriers; promote self-esteem and self-confidence; dispel misconceptions and prejudices; encourage personal development; play a role in deconstructing old norms; enable the development of personal skills; lead to job creation; result in a sense of achievement and accomplishment, etc. This paper argues that some of these aspects such as job creation and local economic development through sport and recreation can in fact feed into each and every aspect of the reconstruction and development of the South African Society and Cape Town in particular[16]. It must however be noted that this paper does in no way claim to be

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examining these aspects exhaustively, as this is not the purpose of the paper.

According to the national White Paper on Sport and Recreation (1995: 1), sport and recreation have grown over the years as social activities and over different age categories to permeate the entire social fabric of any given society. It confirms in its preamble that sport has developed to be a bridgehead to cross all kinds of barriers, whether these are racial, ethnic, linguistic, cultural, gender, or age. The White Paper on Sport and Recreation (1995: 1) states that its ability to transcend all these boundaries springs from the natural and simple language with which it expresses the ideals of the unity of the human specie. These claims are not investigated in this paper but merely reflect the research that has been done by the Department of Sport and Recreation. It is mentioned here since it is relevant to the discussion of sport as catalyst for development.

The White Paper on Sport and Recreation (1995: 1) further states that, it is, of course, in the case of South Africa, a matter of record that sport's prowess to unite the people of this country and build a communality of interests and a sense of identification with one another, was deliberately undermined by apartheid. Like in any aspect of the South African society, according to the White Paper on Sport and Recreation (1995: 1), the black athlete was relegated to the peripheral fringes of society, left there to wilt and die. But instead they did not die but organised themselves, played their sport in the conditions that apartheid has consigned to them and engaged the system in a formidable struggle led to the country being declared a polecat of the world by all

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civilised nations. In the meantime according to the White Paper on Sport and Recreation (1995: 1-2), the divide between black and white, male and female, urban and rural, privileged and underprivileged, able and disabled, had become part of the South African sports scenario. The White Paper on Sport and Recreation (1995: 2), argues that as South Africa entered its democratic dispensation, the need to entrench the democratic ethos of sport as part of the change process for the elevation of the quality of life of all South Africans cannot be over emphasised. Thus it, the White Paper on Sport and Recreation (1995: 2) argues that it is central to the achievement of every single one of these aspirations, policies and principles that underpin the objectives of the existing democratic government.

The White Paper on Sport and Recreation (1995: 2) argues that, notwithstanding the deliberately contrived past from which sport in this country emerged, it is now a unified force, ready to discharge its responsibility as a unifier, healer of wounds, creator of work opportunities, booster of national image, promoter of national health, consolidator of international ties, restorer of the culture of learning, redeemer of the so-called marginalised youth, etc.

Whilst the Western Cape Rainbow Paper (1995: 6) has taken cognizance of the RDP's section on sport and recreation it is, however, of the opinion that this section is too restrictive and narrow in its focus to be considered a definitive guide for anyone genuinely wishing to promote and develop sport and recreation. The Rainbow Paper (1995: 6) is very specific that it is only an attempt to provide a framework for an

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integrated approach to the promotion and development of sport and recreation in South Africa. It highlights the fact that the need for a more holistic approach to the promotion and development of sport and recreation in South Africa, and particularly in the Western Cape, is a necessity. Thus the Department of Sport and Recreation in the Western Cape set its vision statement as follows:

To ensure that the socio-economic benefits of the promotion and development of sport and recreation will ultimately lead to an overall improvement in the quality of life of the people of the Western Cape.

To achieve this objective as identified by the Western Cape Provincial sports Department the national White Paper of Sport and Recreation (1995: 15) proposes capacity building through human resources development. It proposes that sport development continuum (Foundation-Participation-Performance-Excellence).

The vision of the Western Cape Department of Sport and recreation found itself two foundations. These foundations are that sport and recreation are integral parts of the RDP: and that sport and recreation promotion and development is an inclusive and community driven process.

To achieve this vision the Western Cape Department of Sport and Recreation (DSR: WC) has set the following mission for itself:

To ensure that its promotion and development will in a significant way contribute to the

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reconstruction and development of the Western Cape community.

This department, according to the Western Cape Rainbow Paper (1995: 5), anticipates that individuals will be empowered to increase control over their lives through participation in sport and recreation. Similar to the national department, the DSR: WC, will be characterised by developing physical resources; providing recreation programmes and services, designing and implementing mechanisms to ensure that the sport and recreation programmes and projects which are implemented in the Western Cape remain informed by and consistent with the provincial as well as the national DSR's policy and reflect the current developments in sport and recreation.

To achieve this mission the DSR: WC set itself the following eighteen objectives to be met:

"Inculcate a developmental ethos with regard to sport and recreation. Establish a new sports and recreation culture in the Western Cape. Increase the level of participation of all people of the Western Cape in sport and recreation to a significant level. Unlock the resources in order to make sport and recreation more accessible to all, especially at grassroots level; assist in the upgrading and provision of basic sports and recreation facilities to address the disparities of the past. Contribute, towards the process of reconciliation, nation building, socio-economic upliftment, and improvement in quality of life. Enhance communication and cooperation between all people of the Western Cape through sport and recreation. The role and importance of sport and recreation to furthering the RDP needs to be understood by and communicated to government;

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planners; the private sector and others involved in sport and recreation related decision-making".

The sport and recreation policy, according to the Western Cape Rainbow Paper (1995: 7), will be implemented by all organised bodies whether they be promoting and developing sport and recreation in the private or public sector, whether they be formally or informally. Also whether they be directly or indirectly related to the promotion and development of sport and recreation. According to the Rainbow Paper the DSR: WC sees itself playing an important coordinating, facilitating and monitoring role to ensure that the policy is implemented. According to the DSR: WC (Rainbow Paper, 1995: 7) this policy has been designed to benefit all the people of the Western Cape regardless of race, age, gender, disabilities, gender preference, ethnicity or religious affiliation, employed or unemployed, detained in a correctional facility or free members society. The DSR: WC formed six policy principles, which form the framework for addressing the issues identified above. These principles are, development should be demand driven; development should be community based; sport and recreation should be regarded as a human right; the concept of "some for all" rather than "all for some" should be followed; it should have an integrated development approach; it must have environmental integrity.

According to the Western Cape Rainbow Paper (1995: 8), the vision and mission of the DSR: WC will be kept alive by policy changes, which support and reflect the changing developments of the Western Cape Province. The changes must, however,

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be consistent with the vision statement and the philosophical basis upon which the policy document has been developed. Accordingly, the Western Cape Rainbow Paper (1995: 8) states that all role players in the sporting business are responsible for ensuring that these objectives are met and not just the DSR: WC. Given the approach of the Western Cape Rainbow Paper with its various objectives, it appears evident that this department intends to engineer sport towards the development of the people and the economy of the Western Cape.

To assess the impact of sport on the quality of life of the people of the Western Cape and to explore the socio-economic benefits, the impact of sport on tourism is assessed. The role of local government in relation to sport is also identified in the next chapter. Responses to the questionnaires are also discussed.

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CHAPTER THREE

THE ROLE OF LOCAL GOVERNMENT IN SPORT AS CATALYST FOR DEVELOPMENT

Introduction

This chapter outlines the questions to the respondents and discusses the purpose of these questions. This chapter also assesses the role of local government as identified by the Constitution and the White Paper on Local Government in relation to the responses to the questionnaires. Following this is a needs identification of infrastructure development and its potential impact on the economy of Cape Town and its surroundings. In essence this chapter looks at the realities of Cape Town versus any potential opportunities in relation to the vision and mission of the DSR: WC. The aim of this is to assess whether the economy of Cape Town and its various role players are able to benefit from this proposal and, if they are to benefit, in what way, in the context of the vision and mission of the DSR: WC. This chapter also looks at the potential of tourism and how it can be developed through sports and sporting events.

The purpose of exploring the impact on tourism is based on the premise that visitors/ companions travel with athletes and explore tourists attractions whilst the athlete is engaged in training or competition activities. Before looking at the role of local government and the impact of sport on tourism the questions and responses from the respondents are highlighted.

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Research surveys: questionnaires

Two separate questionnaires have been forwarded by facsimile to Gert Bam, Manager of Sport and Recreation at Cape Town Municipality, and the other to David Maralack, former Manager of Sport at the Cape Town Olympic Bid Company. The purpose of the questionnaires is to ascertain the socio-economic conditions of Cape Town in terms of planning and development and to establish what initiatives the city has embarked upon.

Gert Bam responded to the questionnaire (12 May 1999) and a subsequent telephonic interview with him on the subject of a Cape Town Municipality Sport Policy took place. David Maralack also responded to the questionnaire (22 July 1999) and a similar follow-up telephonic interview with him was conducted.

The questions forwarded to Gert Bam and David Maralack are attached as appendix A and appendix B respectively. The responses to these questions are discussed in chapter four. The purpose of the questions was to draw from the experiences of the Cape Town Olympic Bid Company and to ascertain whether some of the initiatives embarked upon by the Bid Company could be pursued by the Cape Town Municipality or any newly formed structure, i.e. section 21company as part of an ongoing developmental programme. The current state of local government is discussed in the next section to ascertain whether it is within the domain of local government to form a structure such as a section 21company.

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The current state of local government in SA

In this section the current state of local government will be discussed, however, not in detail, as this is not the purpose of this paper. It is discussed with the view of highlighting the socio economic conditions in municipalities, which may or may not affect a municipality's ability to contribute toward local economic development through sport. Those sections that have a greater impact on the Cape Metropolitan Area (CMA) will be discussed in detail since it will inform the debate in terms of constraints and opportunities that may be embarked upon. In our current form of local government there are different forms of municipalities, each presents a specific challenge. According to the White Paper on Local Government (1998: 25), the current transitional arrangements are not optimal for addressing many of the service delivery, governance and management problems within metropolitan areas. It is appears evident that a new system of metropolitan government will need to be more specifically defined to provide both, specific guidance on the role of metropolitan government, and sufficient powers to fulfil this role.

The White Paper on Local Government (1998: 25) indicates that as far as administration is concerned that most municipalities have undergone some administrative changes as a result of the amalgamation process, which contributes part of transforming local authorities in South Africa. Many administrations are still organised in much the same way as before, and most have not made significant

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progress with respect to transforming service delivery systems. It is in this context that paper seeks to identify new options and opportunities through sport.

According to the White Paper on Local Government (1998: 28), many municipalities are still characterised by hierarchical line departments, poor coordination between line departments, and management. Front-line workers are still de-skilled and disempowered, and women and black people are not adequately represented in the management echelons. In most cases, the inefficiency in service delivery is linked directly to the lack of performance management systems and poor internal communication. In terms of the White Paper on Local Government (1998: 28) local government has received a changed mandate, with developmental functions, this requires new capacities, attitudes and approaches, which are only beginning to emerge, such as sport as a catalyst for development. The relationship between Councils and the administration, between management and the workforce, and between the municipality and service - users needs to be improved.

According to the White Paper on Local Government, (1998: 29) significant support and investment are required to build administrative capacity for the new local government system. One of the biggest constraints that most municipalities are faced with is financial constraint. Thus there is a need to explore other avenues of funding and sustainable initiatives that would attract funding such as sport and sport events as a catalyst for development.

According to the White Paper on Local Government (1998: 28) the amalgamation of previously divided jurisdictions has significantly increased the population which municipalities serve, without corresponding financial or budgetary increases. Most municipalities at present are experiencing financial stress and in some cases financial crisis, combined with service backlogs, collapsed or deteriorating infrastructure and deteriorating creditworthiness and borrowing capacity. A critical point in many municipalities is that the budget process is often not linked to municipal planning, and is not always open to community participation. As far as the legislative complexity is concerned, according to the White Paper on Local Government (1998: 29) it must be said that the current legislative complexities and legal vacuums have to be addressed. Whilst there have been changes in local government since 1993, many of the laws and regulations which supported the old system remain in effect. This continues to impact on the operation of municipalities, particularly new municipalities. Finally, the global and national trends also have an impact on municipalities and metropolitan areas.

The White Paper on Local Government (1998: 31) argues that no municipality can ignore the economic changes taking place in its locality, the surrounding region, the nation and globally. It is in this context that this paper will make some recommendations the CMA should follow, based on the successful experience of the city of Indianapolis. As indicated, globalisation or the internationalisation of capital, production, services and culture, has had, and will continue to have a major impact on metropolitan areas.

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The logic trans-national corporations, the fact that economic transactions and the integration of systems of production take place on a world-wide basis, and the rapid development of information technologies, have resulted in the emergence of the 'global economy'. Thus in this context large cities such as Cape Town become the nodes or points of contact which connect economies across the globe. Given that the Growth, Employment and Redistribution (GEAR) strategy, places great emphasis on an export-oriented economy,[17] and will lead to increased international openness and competition, there is tremendous pressure on metropolitan areas to become internationally competitive. Whilst the ultimate aim is to become internationally competitive and to enhance economic growth and well-being, the most immediate need is for municipalities to manage the consequences of globalisation – such as the restructuring and relocation of industries.

Given these facts, it is from this perspective that this paper connects sport as an opportunity for development in Cape Town. However, before we look at the sports policy for Cape Town it is perhaps appropriate to identify the role of the public and private sectors in sport and development.

The role of the public and private sector in sport

Page (1995: 64) quotes Pearce (1989: 32) who states that the provision of services and facilities characteristically involves a wide range of agents of development. He states that some of these agents will be involved indirectly and primarily in meeting the

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needs of tourists, a role that has fallen predominantly within the scope of the private sector in most countries. Other agents, he argues, will facilitate, control or limit development through the provision of basic infrastructure, planning or regulation. According to Pearce (Ibid) such activities have commonly fallen within the domain of responsibility of the public sector. In this scenario the government at various levels is being charged with the responsibility of looking after the public's interest and providing goals and services whose cost cannot be attributed directly to groups or individuals.

This statement is assessed in the light of Cape Town believing that it has found the formula for getting people to work together for the benefit of tourism – a public and private sector partnership.[18] It is believed by the researcher that a similar venture, i.e. the formation of a section 21 company such a Cape Town Sports Corporation could be embarked upon for the promotion and development of sport and recreation in Cape Town.

According to Pearce (1989: 32) the private sector's involvement in tourism is mostly likely to be motivated by profit as tourism entrepreneurs invest in business opportunities[19]. The same can be said about sport, particularly in the light that sport and sports events impact positively on tourism. Page (1995: 64) indicates that this gives rise to a complex array of large organisations and operators involved in tourism (i.e. multi-national chain hotels – Forte and Holiday Inns) and an array of smaller businesses and operators, often employing less than ten personnel on a self-employed basis. He argues that if this sector is left unchecked the likelihood of conflicts arising

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is great in the operation of tourism where the state takes a laissez-faire role in tourism planning and management.

The formation of a joint venture, such as a section 21 company could prevent such conflicts. The integration of cross-functional responsibilities pertaining to sports and sports events could prove to be a viable option in terms of information sharing with the different sectors in the industry, i.e. making an events calendar available to all role players, including the tourist industry. This could foster better working relations and avoid the fragmentation of information available to role players. In an article in the Mail and Guardian (23-29 July 1999) the Minister of Tourism indicated that there is tremendous potential to market Cape Town more aggressively as a city destination. It is in this context that this paper now looks at the role of government in marketing cities in tourism and sport.

Contrary to the role the private sector is playing the public sector involves government at a variety of geographical scales and may become involved in tourism for various reasons. A closer relationship between two different public sector departments could be fostered, i.e. the departments of Sport and Recreation and Environmental Affairs and Tourism. This could direct these departments to inter-act cross-functionally and may even lead to the reorientation of their approaches towards a more integrated approach towards common goals and objectives to; aid or local economic development; diversify the economy; increase income levels; increase state revenue from taxes and generate new employment opportunities.[20] The city of Indianapolis has

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achieved similar success as will be highlighted later in the study, in terms of the economy of this city and creating employment opportunities.

Other reasons why Cape Town should embark on such initiatives are social and cultural reasons -   To achieve social objectives related to social tourism and sport, to ensure that the well being and health of the individuals are protected as required by the white papers on Sport and Recreation and the RDP. This would promote a greater cultural awareness of an area and its people in terms of sport and tourism. This approach would resonate the principles of Leonard's argument in his definition of sport where he indicates that sport permeates any number of levels of contemporary society and it touches upon and deeply influences disparate elements such as status, race relations, ethnical values, etc. Racial disparities and class disparities are evident in South Africa following this country's history. If Cape Town embarks on such an initiative it will contribute toward unified identity which sport instills as indicated by Leonard on page 20 of chapter two.

Page (1995: 66) argues that in many cases the state's involvement is to ensure a policy of intervention so that political objectives associated with employment generation and planning are achieved, although this varies from one country to another and from city to city according to their political persuasion. This has been demonstrated by both the white papers on Environmental Affairs and Tourism and Sport and Recreation in terms of the policy objectives of these papers, i.e. to develop sport and tourism to the benefit of the South African society. The role of the public

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sector is also evident in findings from national government for the promotion of tourism and sport and recreation to national, provincial or local tourist/ sports organisations. Furthermore, public sector regional and local organisations (e.g. tourist boards) advise on planning, promotion, marketing and development, although the trend in developed countries in recent years has been to encourage the private sector to play a greater role in funding these activities. Given that there is a section 21 company to advance the interest of tourism this paper attempts to develop a similar body for sport which would collaborate with all other role players.

Whilst these methods have been adopted in tourist circles they have not yet been applied to the sports fraternity. It is this context that this paper attempts not only to demonstrate the close links between sport and tourism but also to identify what benefits sport can generate from such ventures. Pearce (1989: 44) indicates that the public sector is by no means a sole entity with clear-cut responsibilities and well-defined policies for the development of tourism. He indicates that the public sector becomes involved in tourism for a wide range of reasons in a number of ways at different levels and through many agencies and institutions. There is often a lack of coordination, unnecessary competition, duplication of effort in some areas and neglect in others according to Pearce (1989: 44). Given the role of the public sector this paper will now look at the role the South African government is playing in the development, marketing and promotion of tourism in terms of the White Paper on the Development and Promotion of Tourism in South Africa, and towards the development of sport.

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The White Paper on the Development and Promotion of Tourism in South Africa and its impact on sport

The White Paper on the Development and Promotion of Tourism (1996: 1) argues that with a population of approximately 41 million and a land area of 1.27 million square kilometer (nearly five times the size of the UK), South Africa's resource base for tourism is phenomenal. It argues that this country's tourism attractiveness lies in its diversity. Through sport and sport events this phenomenal tourist destination could be discovered and marketed. However, there has to be a closer relationship between sports bodies and tourist organisations in order that they can embark on joint strategies that would benefit both industries.

According to the White Paper on the Development and Promotion of Tourism (1996: 1) some of the features which make South Africa an incredible attractive tourism destination are: accessible wildlife, varied and impressive scenery, unspoiled wilderness areas, diverse cultures (in particular traditional and township African cultures), generally sunny and hot climate, a well-developed infrastructure and virtually unlimited opportunities for special interest activities such as whale-watching, wild water rafting, hiking, bird watching, bush survival, deep-sea fishing, hunting and diving. In addition to this it offers unique archaeological sites and battlefields, the availability of excellent conference and exhibition facilities, a wide range of sporting facilities, good communication and medical services, internationally known attractions (Table Mountain, Cape of Good Hope, Sun City, Kruger National Park, Garden Route,

Maputuland) and unrivaled opportunities to visit other regional internationally known attractions (e.g. Victoria falls and the Okavango Swamps) make South Africa an almost complete tourist destination. It is in the light of the excellent sporting infrastructure that the White Paper on the Development and Promotion of Tourism (1996:1) identifies above that this paper seeks to connect the efforts of the national department of Environmental Affairs and Tourism to that of the national department of Sport and Recreation. The purpose of this connection is to reinforce the statement identified by the White Paper on Sport and Recreation (1995: 11) which indicates that the global direction and issues of sport are influenced by the international federations such as the International Olympic Committee, etc and the actions of individual countries such as the USA and the UK. If Cape Town connect its tourist and sporting efforts it would be in line with international trends which indicate that social and economic forces affect global sport and value trends. The Indianapolis experience serves as an excellent example where bids for sporting events are marketed on the city's infrastructure and a close connected package which involves sight seeing and other tourist destinations.

The White Paper on the Development and Promotion of Tourism (1996: 1) argues that tourism has become a fiercely competitive business. It states that for tourism destinations all over the world, as indeed for South Africa, competitive advantage is no longer natural, but increasingly man-made – driven by science, technology, information and innovation. Thus, it is not simply the stock of natural resources of South Africa that will determine her competitiveness in tourism, but rather, how these

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resources are managed and to what extent they are complemented with man-made innovations, such as the hosting of big sporting events which, attract many visitors to cities. An example of such an event is South Africa hosting the 1995 World Cup rugby event, which brought a number of foreign visitors to this country. Similar bids have to be submitted such as the Olympic games to increase South Africa's opportunities to become a world class tourist destination. The White Paper on Sport and Recreation (1995: 36) indicates that sport contribute to the national economy in terms of its impact on tourism through events. It is in this context that this paper attempts to connect sport and the hosting of sporting events to tourism. The White Paper on the Development and promotion of Tourism (1996: 1) argues that there are various reasons why South Africa could score well in tourism. It argues that it is not surprisingly that the World Tourism Organisation in its 1995 review of African Tourism considered South Africa to be "one of the most promising tourism destinations of the African continent. However, despite the abovementioned advantages the White Paper on the Development and Promotion of Tourism (1996: 1) states that South Africa has not been able to realise its full potential in tourism. Thus, the contribution to employment, small business development, income and foreign exchange earnings remains limited. According to the White Paper on the Development and Promotion of Tourism (1996: 1) tourism plays a relatively small role in the economy of South Africa. It is in this context that this paper identifies that through sport and sporting events tourism could be enhanced.

The Economist Intelligence Unit estimates the value added of tourism to be not more

than 2% of the Gross Domestic Product in 1994. The White Paper on the development and Promotion of Tourism (1996: 2) indicates that Kessel Feinstein and SATOUR estimate that in 1995, tourism's contribution to the GDP was in the vicinity of 4% which is very low by any standard. "The World Travel and Tourism Council estimated that in 1995, tourism contributed 10,9% to the GDP of the world economy, 10,5% to the US economy, 13,4% to the European economy, 12,3% to the British economy and 31,5% to the Caribean economy". According to SATOUR 480 000 jobs are directly and indirectly created by tourism. Tourism is at present the fourth largest earner of foreign exchange in South Africa. The White Paper on the development and Promotion of Tourism (1996: 2) argues that the potential for South Africa to grow its tourism industry, to triple its contribution to national income and to at least double its foreign exchange earnings by the year 2000 is very real. It is estimated that if tourism contributes 10% to the GDP of South Africa, as it does in the US, the industry would generate some R40 billion annually and create 2 million jobs. In the view of these statistics and if it is true that sport can contribute toward the national economy through tourism as indicated by the White Paper on Sport and Recreation (1995: 36), there should be very little doubt that through sport tourism can make a greater contribution towards the national economy and Cape Town in particular. This statement is supported by the contribution sport is making to other economies as identified above.

The White Paper on the Development and Promotion of Tourism (1996: 4) indicates that it is evident that tourism development in South Africa has largely been a missed opportunity, but does not have to remain that way. It is in this context that this paper

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attempts to identify the link between sport and tourism and how sport and sports events can enhance tourism. The White Paper on the Development and Promotion of Tourism (1996: 4) argues that tourism perhaps more than other sector has the potential to achieve the objectives of the RDP.

This research paper attempts to demonstrate that through sport the principles and objectives of the RDP could be achieved in Cape Town. According to the White Paper on the Development and Promotion of Tourism (1996: 4) tourism creates opportunities for the small entrepreneur; promotes awareness and understanding among different cultures; breeds a unique informed sector; helps to save the environment; creates economic linkages with agriculture, and many more. Despite the different opportunities that the tourism industry offers, the South African tourism industry has been and continues to be, faced with a number of impediments to its further growth and development. The key constraints facing sport and tourism are; sport and tourism have been inadequately resourced and funded, the private sector has been myopic towards both sport and tourism, limited integration of local communities and previously disadvantaged groups into tourism and sport, poor services, inadequate infrastructure, particularly in rural areas in sport and tourism, a ground transportation sector that is not geared to service tourists, lack of inclusive, effective national, provincial and local structures for the development, management and promotion of tourism and sport. In addition to these impediments, the most immediate problem threatening these sectors is the rising levels of crime and violence on visitors, White Paper on the Development and Promotion of Tourism (1996: 5). Given the alarming rising levels of crime in South

Africa and Cape Town it is apparent that a strategy to combat crime on visitors, athletes and their accomplishes should be minimised, if not alleviated completely. In its submission to host the Olympic Games in 2004 (1996: 90) the Olympic Bid Company acknowledged that the South African government has identified crime and security issues of paramount importance to the daily lives of all South Africans. The Bid Company indicated that a national crime prevention strategy, supported by the National Crime Information Centre, has been established as a multi-agency approach to combat crime. More specifically the Bid Company (1996: 90) indicated that the number of muggings in the city centre has prompted the creation of a special Tourist Protection Unit as well as inner city Community Patrol Board whose officers are funded by the private sector in co-operation with the South African Police Services. This demonstrates the level of cooperation between various sectors in sport, tourism and government.

From the above it appears that the tourist industry is faced with similar constraints and impediments as the sports industry. Since this appears to be the case, there is enough reason for the two sectors to join the efforts, such as the joined approach when Cape Town competed to host the Olympic Games in 2004. The constraints are discussed in detail below are also applicable to the sports environment, which is so closely linked to the tourism environment.

Inadequately resourced and funded tourism and sport industries

A problem facing these industries is that the government has had a limited view of the potential of sport and tourism and as a consequence marginal resources have been devoted to developing and promoting these sectors. The tourist industry is still narrowly viewed as tourists and hotels. If tourism is not seen as strategically important to the economy of this country and the necessary plans, policies, actions and resources to support this initiative are put in place, tourism will continue to be a missed opportunity, White Paper on the Development and Promotion of Tourism (1996: 5). The Department of Sport and Recreation expresses a similar constraint in sport, in that it indicates that it is mindful of the need for more human and financial resources in sport, White Paper on Sport and Recreation (1995: 44). Attempts should be made by both the tourist and sport industries to work closer together as they worked on a crime prevention strategy during Cape Town's Bid to host the Olympic Games. If it is true that sport through tourism, White Paper on Sport and Recreation (1995: 36) can contribute towards that national economy than it appears obvious that greater investment in sport will result in greater returns.

Myopic private sector in sport and tourism

A definite problem facing this industry in South Africa is a shortsighted private sector. Many tourism establishments, tend to have a rather limited view of the product they

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selling - only goods and services within the bounds of their four walls. Experience show that hotels that have taken a much broader view of their product tended to be more successful. There are however signs of a more forward-looking private sector emerging. Many eco-tourism companies and conservation agencies are increasingly promoting meaningful community participation and shareholding opportunities in tourism ventures. However, these initiatives are still the exception and hotels and other tourism establishments need to play a far more active role in influencing the quality of the total visitor experience. The department of sport indicates a similar problem in sport and recreation. It states that, sport is encouraged not to expect all their needs to be met by government but to be innovative and enterprising enough that their income should come from other sources in addition to what the government is providing, White Paper on Sport and Recreation (1995: 44). Thus there appears to be a vacuum in funding for both the sport and tourism industries.

Inadequate training, education and awareness in sport and tourism

The White Paper on the Development and Promotion of Tourism (1996: 9) argues that the greatest deficiency in the tourism industry in South Africa is perhaps the absence of adequate education training and awareness opportunities. It indicates that the previously neglected groups in our society are highly disadvantaged and the task of addressing this gap is a huge one. It is estimated that the tourism industry in South Africa employs an estimated 480 000 people, a figure which is expected to double by the year 2000. According to the White Paper on the Development and Promotion of

Tourism (1996: 9) this country at a tertiary level offers a limited number of training programmes in tourism and hospitality services at public and private institutions.

The White Paper on Sport and Recreation (1995: 17-18), indicates similar experiences in sport. It suggests various steps of addressing these shortcomings in sport such as the re-introduction of physical education as a recognised school subject amongst various other proposals. If a greater awareness of the importance and what it can do for our society in terms of its contribution toward the national economy as indicated in the White Paper on Sport and Recreation (1995: 36) than perhaps the industry will be better appreciated.

Lack of infrastructure in sport and tourism

According to the White Paper on the Development and Promotion of Tourism (1996: 11) South Africa is often referred to as a country with a first world infrastructure. There is, however, a lack of infrastructure in the rural areas, which severely limits the participation of rural communities in the tourism and sport industries. Furthermore, the absence of adequate transportation services in essence effectively prevent rural communities from participating in the industry, both as potential suppliers of products and services, and as tourists themselves, White Paper on the Development and Promotion of Tourism (1996: 11).

The department of Sport and Recreation in the White Paper on Sport and Recreation

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(1995: 47) identifies that the development of sport facilities in South Africa is central in the provision of sport. It indicates that an investigation, into the need for basic facilities in underprivileged communities, revealed that it would take decades for the government alone to provide a fraction of the need for such facilities. It is in this context that paper attempts to propose a method to fast track to development of sports facilities, linked to an event attraction plan for Cape Town which would enhance tourism through sport.

Lack of appropriate institutional structures in sport and tourism

The White Paper on the Development and Promotion of Tourism (1996: 11) argues that the lack of commitment to the tourism industry in South Africa is partly evident from the institutional provisions made for the sector. Firstly, at national government level, tourism shares the portfolio with environment in one ministry as the Ministry of Environmental Affairs and Tourism. Whilst these two may seem to be ideal partners in reality according to the White Paper on the Development and Promotion of Tourism (1996: 11) they do not work closely together. In fact given the context of this paper it could be argued that tourism has more in common with sport. The Environmental division of the department over-powers the Tourism division. According to the White Paper on the Development and Promotion of Tourism (1996: 11) there are some 1000 staff members in the environmental section whilst the tourism division has largely been a one man show at the time the White Paper was drafted. The South African Tourism Board (SATOUR) has attempted to fill the gaps, in many instances carrying out the

functions of both national government and statutory body. Satour is the statutory body mandated with the marketing and promotion of tourism in this country. At Provincial level, tourism organisations are largely still all in disarray, with some provinces way ahead in terms of their structures, marketing, promotions, etc. According to the White Paper on the Development and Promotion of Tourism (1996: 12) at thee private sector level, there are many bodies representing specific interests – from car rental and tour operators to guesthouses and hotels. This impacts on sport as these industries cater for visitors who are often participants in sport.

The White Paper on the Development and Promotion of Tourism (1996: 12) argues that it is critically important and necessary to develop inclusive, effective national, provincial and local structures for the development, management and promotion of the tourism section in this country. This paper suggests similar initiatives for sport. The exact nature and organisation of these structures must be influenced by the new mandate, vision and aims determined for the sector. Whilst a tourism vision needs to be developed for Cape Town the realities of Cape Town and South Africa must be borne in mind, i.e. issues such as crime.

It must also include the need for a sports events strategy that would advance tourism and consequently facilitate closer cooperation between the two industries.

In terms of sport, the White Paper on Sport and Recreation (1995: 44) indicates the department of Sport and Recreation is mindful of the need for more human and

financial resources in sport. To this extend it indicates that the state-sport partnership resulting into Sport Forums at national, provincial and local levels should unlock all the human and financial resources needed by sport. It is in this context that this paper argues that the formation of a section 21 company can lead to the appropriate institutional framework for the promotion and attraction of events to Cape Town. The attraction and hosting of professional and international events will enhance tourism and contribute towards the economy of Cape Town.

Safety and security in sport and tourism

Whilst Cape Town is a popular destination for tourists the city is plagued by crime. According to the White Paper on the Development and Promotion of Tourism (1996: 28) the government is committed to ensuring the safety and security of all tourists. Thus the following policy guidelines shall apply; the Government will undertake both short and long terms actions and strategies to reduce crime and violence on tourists in collaboration with relevant institutions such as the South African Police Service; adequate information will be provided to visitors to assist them to improve their safety and security; adequate resources will be provided to ensure the safety of tourists; appropriate legal procedures that would facilitate speedy and effective prosecution for cases where tourists are involved; coordination and cooperation among appropriate stakeholders to work together to ensure the safety and security of all tourists; carrying and appropriate research concerning tourism security trends and monitoring the effective of safety and security measures. It should be noted that these measures

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would also be applicable to participants in sport, who are also regarded as tourists after their involvement in an event. In its bid to host the 2004 Olympic Games (1996: 92), the Olympic Bid Company studied security issues during other Olympic Games and devised a security plan in collaboration with the South African Police Service to deal with criminal activity on visitors and athletes. Similar initiatives could be embarked upon for major international events to secure the safety of athletes and visitors not just during sports events but also generally during their visit to this country or the city of Cape Town.

Financing sport and tourism

The White Paper on the Development and Promotion of Tourism (1996: 31) argues that the availability of finance to develop and promote the tourism industry is critically important for the industry's further growth and development. It indicates that a number of policy guidelines should guide the increased financial commitment to the development of tourism in South Africa. Accordingly, whilst the exact nature and extent of these should be properly assessed and evaluated, the following measures should be considered; an urgent review of the government's financial contribution to tourism and the process determining such contribution should be conducted. The industry should also consider soliciting funds from the private sector such as funding by big sponsors for specific sports events.

A large initial capital injection by the government to 'kick start' a major tourism

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development thrust must be considered; an investigation into the broadening of the tourism funding base in a practical and uncomplicated fashion by considering a single tax departure; the promotion of partnerships for the provision of funding between and among government, local and international private sectors and donor agencies; the promotion of active forms of community partnerships, especially via joint ventures in which communally owned land forms the basis of equity for community partnerships with the private sector and state conservation agencies. In the sport sector similar arguments have been expressed. Early last year, prior to the hosting of the All Africa Games, Clive Grinacker, executive chairman of Grinacker Sports, indicated that whilst the South African government was underwriting the cost of staging the All Africa Games, sponsorship from the private sector was a critical ingredient. He added that SA already at that stage had a proven track record in this area. Grinacker indicated that his organisation, Grinacker Sports Management (GSM), was selected as the marketing company to raise sponsorship to relieve the government's burden financial burden in hosting the games. Grinacker indicated that his company raised R85m from the private sector for Cape Town's bid to host the Olympic games. It is in this context that paper attempts to demonstrate how sport could serve as a catalyst for development through the help of the private sector.

Infrastructure in sport and tourism

The White Paper on the Development of Tourism (1996: 42) argues that the infrastructure for tourism is critically important and wide-ranging. It includes aspects

such as telecommunications, rail and road networks, signage, and information centres, convention and conference facilities. The White Paper on the Development of Tourism (1996: 42) identifies amongst others thee following policy guidelines to be applied to the provision of infrastructure. They are: continuous maintenance and upgrading of existing infrastructure in order to improve accessibility and mobility; considering improving the accessibility and infrastructure of rural areas to allow these areas to unleash their tourism potential; facilitation of the funding of major tourism infrastructure projects that would have considerate impacts on the development of the South African tourism industry.

Almost similar to the White Paper on the Development of Tourism, the White Paper on Sport and Recreation (1995: 36), argues that the creation of basic sports facilities/ infrastructure provide a significant job-creation avenue as construction companies begin to increase their employment levels. This is a positive step toward local economic development, which is central to sport as a catalyst for development.

Marketing and promotion of sport and tourism

According to the White Paper on the Development and Promotion of Tourism (1996: 43) an important success factor in the development of the new tourism in South Africa is effective and creative marketing and promotion of the country. The White Paper on the Development and Promotion of Tourism (1996: 43) argues that marketing and promotions plans for South Africa as a whole should be developed jointly with the

provinces and the private sector. The White Paper on the Development and Promotion of Tourism (1996: 43) states that the role the private sector should play in the development of tourism is to invest in the tourism industry. This sector must also operate and manage the tourism plant efficiently and profitably. In addition to this they should also advertise and promote individual tourism services and the country, locally, regionally and abroad, White Paper on the development and Promotion of Tourism (1996: 44). On the same subject the White Paper on Sport and Recreation (1995: 37), indicates that one has to see the number of sports management and sports promotions companies from here and abroad to grasp the magnitude of the sports resolution. It argues that sports' contribution to the RDP can be seen in terms of the decreasing dependence on state funds and through direct and indirect cash injection from sport to the economy.

In view of the foregoing arguments, this research paper, in the next chapter, assesses the realities, in terms of its opportunities and constraints, in Cape Town. It also highlights the Indianapolis case study as example of the success that sport as a catalyst for development has brought to this city in the USA.

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CHAPTER FOUR

SPORT DEVELOPMENT TRENDS IN CAPE TOWN

Introduction

In chapter one a number of questions were posed, the purpose being to ascertain the opportunities and possibilities of Cape Town in terms its capacity and ability to embark on an initiative such as sport as a catalyst for development. The aim of these questions was also to ascertain what Cape Town has done in terms of planning and development and to establish what initiatives the city has embarked upon as well as investigating whether some of the initiatives of the Olympic Bid Company could be pursued. This chapter discusses the responses by the respondents in relation to the issues raised in the preceding chapters. These issues relate to sport and what it can do for a society, a city and its economy. This chapter analyses development experiences in the City of Indianapolis in the United States of America as an example to Cape Town. This exercise allows for a comparative analysis of sport as a catalyst for development between these two cities to be formed. This chapter will give a detailed approach as to what is needed in Cape Town and how the various role players can benefit from this proposal as well as indicating how this proposal relates to the vision and mission of the DSR: WC. The above concerns were investigated by means of structured questionnaires.

Questions and analysis

In view of the fact that the Western Cape has a sports policy document at provincial level, this paper now indicates the response from the Manager of Sport and Recreation, Gert Bam (Questionnaire: 12 May 1999) of the Cape Town Municipality to the questions forwarded to him. This informs the debate for the development of a similar policy at a local government level, particularly in the Sport and Recreation branch.

1) Has your department made funding available for infrastructure development, if so and too what extend can this funding be used to erect new facilities or upgrade existing facilities.

The purpose of this question is to ascertain how much money has been made available for the development of additional facilities and which existing facilities have been identified for upgrading.

On the subject of how much money was made available Gert Bam (Questionnaire: 12 May1999) indicated that in the field of Sport and Recreation the municipality has made extensive funding available over the past few years for new facilities and for the upgrading old facilities. He named a list of these facilities and upgrades, which is attached as annexure C. He argues that his department has embarked on several initiatives, such as the redevelopment of Athlone, Vygekraal stadia and many other

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projects to bring sport and recreation to local communities. However, due to budgetary constraints the implementation of some of his department's projects have to expand over a longer period as the municipality has prioritised funding in other areas, such as the provision of basic infrastructure, in historically disadvantaged communities, i.e. the upgrade of roads and electrification of homes in Langa and Guguletu.

Gert Bam indicated that the capital expenditure for the municipality for the 1999/ 2000 financial year is an amount of R 688 million. His department has the responsibility of sport and recreation and therefore has to provide for both these types of facilities as identified on the list attached as an appendix C. These facts were verified by the author in a document published by Cape Town Municipality on the Internet, titled Commitment to Cape Town. This document states that this municipality has made provision for capital expenditure to the amount of R 688 million. The emphasis of this expenditure is on underprivileged areas of the city.[21] Gert Bam is, however, persistent (based on progress made in his branch to date and the fact that there was no sport and recreation branch before), that his department's initiatives would bear fruit eventually, but would like to expedite some of these now. Whilst Gert Bam is optimistic about progress made by his branch it appears that any further progress will be hampered by the municipality's priority to provide a basic infrastructure in historically disadvantage areas. He is not in denial about what sport can do but appears to be constrained and frustrated by financial constraints. This might retard his progress and result yet again in sport being a missed opportunity at local government level.

The second question relates to a sports facility database and its purpose is to

determine the usage of facilities and to ascertain whether these facilities are economically viable.

2) Has your department got a Sports facility database, which reflects the usage of all facilities and indicate whether these facilities are being run on sound financial principles, i.e. are they profitable or are they being run at a loss.

On the subject of a sports facility data base, Gert Bam indicated that the Sport and Recreation branch compiles a monthly report of all facilities under its management reflecting the number of users, i.e. soccer, hockey, cricket, etc. He said that the branch is currently in the process of completing a cost-benefit analysis, which reflects the cost per client of these facilities. The objective of this exercise, according to Gert Bam is to determine how the municipality can improve its business. It appears evident that a cost benefit analysis had never been done and that facilities were erected almost on a random basis.

According to Gert Bam, it was however previously indicated that a facility such as the Goodhope Centre and Athlone stadium are not profitable, but require constant financial injection by the municipality. He said that with the redevelopment of the Athlone stadium the municipality hopes to attract the private sector to buy suites and to build a shopping complex adjacent to the stadium, which would cross subsidise the stadium. However these ideas, according to Gert Bam are only in initial phases and

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are currently being discussed with the various role players, i.e. the current users, surrounding neighbours, the Athlone RDP and other local community organisations. The building of a shopping complex next to a sports facility could have major benefits for the people around the venue, in term of opportunities to created by such a venture, i.e. job opportunities, etc. It would create employment opportunities for residents of the immediate environment and also allow then to arrange events in their immediate surrounding area.

The next question relates to a sports policy at local government level and its purpose is to ascertain whether the municipality has a sports policy and assess to what extent this policy is aligned with the provincial and national sports policies. But as there is no such a policy as will be seen in the response of Gert Bam this assessment will not be done. It is, however, recommended that when such a policy is designed that it be aligned with the national and provincial sports policies.

3) Has your department developed a sports policy for Cape Town and surroundings, if so how does it make provision for grassroots sport to become part of perceived well paid elite sports, such as tennis, golf, canoeing, etc.

In his response to this question, Gert Bam indicated that the municipality does not currently have a sports policy. The intention is to develop this policy within the next year, as this is one of the objectives of the Business Plan for his sport and recreation

branch. He said that elements of the policy are gradually unfolding, i.e. the attraction of major events, forming partnerships with other role players, such as the CMC to host events jointly, the development of a grant-in-aid policy and the development of grass roots sports. One of the main reasons the municipality does not have a policy, according to Gert Bam is the fact that a Sport and Recreation branch has only been formed, in 1996. The Sport and Recreation branch will coordinate the formulation of this policy with other branches. Gert Bam pointed out that whilst the municipality has realised the need for a Sport and Recreation branch it is like the national Department of Sport and Recreation under resourced. He indicated that he has a total staff complement of three people on his fixed establishment, whilst other staff are allocated to him on a secondment basis. He argued that whilst the seconded staff increases his capacity it is not beneficial as they are often called back to their functional components as and when the need arises. This causes his component to suffer, as not many people are skilled in the area of sport and recreation management. Also, in view of the fact that seconded staff are often called back to their functional units, it evident that whilst there are good intentions for the development of a business plan, it will in fact not emerged unless the sport and recreation branch is reconstructed with the view of recruiting long-term permanent staff. This will ensure that continuity takes place and that the necessary follow-up could be made if and when necessary. Gert Bam should however base his business plan on sound business plan criteria such as progress measurement mechanisms and reviewable techniques to ensure improvement can take place.

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Gert Bam also stated that whilst he realise the need for a sports policy to be formed at local level he simply does not have sufficient capacity. He has however motivated for additional capacity in the next financial year and made provision for seven permanent positions, ranging from professional specialists to admin support staff. This reinforces the author's proposal that permanent positions be established to ensure continuity.

In regard to grassroots sports organisations Gert Bam indicated that the municipality has a grant-in-aid facility, available for sport and recreation, which is used to facilitate the development of grassroots sports people. The grant-in-aid facility, according to Gert Bam is regarded as a tool to merely facilitate an enabling environment at grassroots level so as to contribute to the process of providing opportunities for the sports people to graduate into organised sports structures. He stated that the facilitation of grassroots sport to become part of perceived well paid elite sports, such as golf and tennis is not an overt aim of the grant-in-aid policy or of the municipality's policy as a whole given the fact that it is a local authority, but his branch's commitment is to facilitate broad grassroots involvement in sport and recreation. He cited the development of hockey in Athlone as an example. He also indicated that the municipality has provided funds for people, pupils in particular from disadvantage backgrounds to participate in hockey events and the development of this sport at Hartleyvale. In view of the above it appears evident that there is an attempt to form a sustainable structure that would address the issue of a facilities inventory to determine its sustainability. Linked to this are the evolving sports policy and the Sport and

Recreation branch's evolving business plan. There also appears to be an attempt to address the issue of grass roots through the municipality's grant-in-aid policy. However all of these attempts appears to be flawed by the uncoordinated manner in which things are done. It also appears that the lack of consistent capacity impacts on good initiatives significantly. If the Sport and recreation branch wants to succeed, it needs more support from the broader organisation in terms of strategic support and capacity building. This will enable the branch to develop and implement intended good policies in a sustainable manner.

The next question relates to the issue of international funding and sustainable mechanisms to control the funds. The purpose of this question is to ascertain whether Gert Bam's department has mechanisms in place to that can receive donor funding and whether these mechanisms can ensure the proper utilisation funds. The question was also aimed at ascertaining whether the Sport and Recreation branch has given thought to funding the upgrading and erection of facilities through other means than allocated budgets. The idea behind the question is to ascertain to what extend the municipality has given thought to receiving donor funding and to what extend it is going to involve the local community.

4) If your department receives international funding for the development of a sound sport infrastructure what mechanisms can your department in collaboration with other stakeholders put in place to ensure the continued and profitable usage of these facilities.

In repsonse to the above question Gert Bam responded by stating that the municipality is suitably placed and committed to enter into public private partnerships to ensure profitable usage of facilities. A case in point, according to Gert Bam is the Athlone Stadium upgrading. At this stage, 1999 the Cape Town Municipality and the Cape Metropolitan Council have both committed vast capital sums to this project, stated Gert Bam. He was unsure of the amount that the CMC has was going to make available but indicated that Cape Town municipality has made an amount of R 15 551 481 available for the upgrade of both Athlone and Vygekraal stadia. Once the CMC has made their contribution known then specific amounts will be dedicated to each stadium. He indicated that the municipality is in the process of commissioning the drafting of a business plan to generate options, which will contribute to making an upgraded Athlone Stadium a commercially viable facility.

Gert Bam indicated that he had visited the USA and assessed the impact that sport has made on Atlanta and Indianapolis. Therefore, he argues that he is keen on private sector involvement as he has seen what sport and sports events can do for a city once the private sector is involved, as opposed to the public sector steering the process. According to Gert Bam the city of Atlanta has had more events than ever before subsequent to the hosting of the Olympic Games in this city. It has resulted in more business moving to the city of Atlanta and some of the sporting federations relocating their head offices to this city. He argues that similar benefits can come to Cape Town if the private sector involves itself in a joint venture with his department and other role players, such as the Western Cape Department of Sport and Recreation, the CMC and

community structures. This argument of Gert Bam is in line with the provincial rainbow paper of the Western Cape and the national White Paper on Sport and Recreation. Both these Papers indicate that sport is affected by global trends, which are affected by social and economic forces, viz. commercialisation. Thus Gert Bam's argument is not out of line with global patterns. He argues that his department has the same aspirations as big sporting cities such as Indianapolis but is unable to get to that level as a result of limited funding. In the light of this argument, it should be noted that Gert Bam must explore avenues to solicit private sector involvement, given the nature of the successes he explored abroad. The phenomena that the government does not allocate enough money to infrastructural upgrade is not unusual and not just a Cape Town problem. It is a global issue, therefore cities like Atlanta and Indianapolis have considered other options which led to their success stories.

These examples and the way they do things could serve as a lesson for Cape Town. Gert Bam, with his understanding of sport in South Africa and in other cities should now set himself and his Sport and Recreation branch a new vision and mission. This vision and mission should be to work outside the parameters of the existing confines, such as the problems local government is experiencing in S A and the lack of funds, by focussing on ways and means to attract private sector interest to the development of sport as a catalyst for development. Similar to the Indianapolis example Cape Town should move towards the formation of a Sports Corporation that would have the responsibility of attracting and managing events.

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This Corporation which should be a section 21 company should also have the responsibility of soliciting funds from the private sector and working in close cooperation with existing sports structures. It should also have close relationship with the public sector to drive this sector towards the upgrading and erection of facilities with the view of supporting the RDP.

Subsequent to the questionnaire being completed by Gert Bam a questionnaire (22 July 1999) was forwarded to David Maralack the Manager of Sports facilities at the previously known Cape Town Olympic Bid Company. The purpose of the questions to David Maralack is to ascertain what initiatives the Olympic Bid Company embarked upon and whether some of these initiatives could still be pursued to the benefit of Cape Town and its people. The first question to David Maralack relates to some initiatives the Bid Company introduced in terms of developmental plans and its purpose is to ascertain whether there was any connection between the Olympic Bid Company and Cape Town Municipality. The question was also posed to ascertain whether the municipality has pursued some of the developments suggested by the Bid Company.

1) Based on your experience with the Cape Town Olympic Bid what developmental plans can the city initiate to facilitate the development of sport which could lead to infrastructural development as well as an increase in tourism.

In response to this question David Maralack stated that the Bid has initiated several projects, which the Cape Town municipality has pursued with, such as the redevelopment of Athlone stadium, Vygekraal. He indicated that Hartleyvale stadium and the development of a multi purpose indoor facility in Langa as well as an indoor cycling venues in Bellville are more examples of initiatives that the bid initiated. He stated that he is satisfied to see that the municipality has completed some of these projects and is in the process of pursuing the others. These facilities that are being pursued by the municipality are identified in annexure C. He said that obviously most of the initiatives embarked upon by the Bid Company were dependent on whether Cape was voted to host the 2004 Olympic Games.

However, according to David Maralack, the building of the Olympic village, athletes village and the main stadium was bid dependent and there should not be an expectation that any local authority must pursue these development initiatives as they are not urgent to the provision of basic services. David Maralack stated that he was delighted to see that there are more facilities now and that the Olympic initiative led to an overall awareness of the lack of facilities in and around Cape Town. This awareness he argued led to the redevelopment of existing facilities to world class facilities, i.e. Athlone, Hartleyvale and Turfall Road Sports Complex. He indicated that this awareness also led to the erection of the Cape Town's first vellodrome in Bellville.

The second question to David Maralack relates to the sustainability of facilities and the kinds of mechanisms need to sustain these facilities.

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2) If provided with international funding for the development of a sport infrastructure, what mechanisms should the City put in place to manage the construction processes as well as ensuring the sustainability of this infrastructure.

In response to this question David Maralack indicated that such a responsibility should not be in the hands of any local authority or government department, as these institutions (according to him), is known for their bureaucratic nature, which ultimately leads to the delay of most projects. In this regard David Maralack referred to the decision making process which is dealt with at committee level. He stated that he does believe that they have role to play, but that it should preferably not be a decision-making role. He thinks that they should be part of a joint venture between the community, provincial government and the private sector. David Maralack believes that the decision making process has to occur much faster than it is currently occurring at local government level. He cited some of his Olympic Bid experiences where the Cape Town Municipality could not take decisions fast enough which impacted on the olympic process, i.e. the hosting and accommodation of IOC members when the IOC decided to inspect Cape Town's facilities and venues.

David Maralack stated that Cape Town should consider the formation of a section 21 Company such as the Olympic Bid but with a different vision and mission. According to him its focus should be on attracting events to Cape Town but before doing so

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making sure that the necessary infrastructure is there. This he argues should be a close relationship between local government and the Western Cape provincial government. He stated that the section 21 company should also have the responsibility of managing all projects on private sector principles and should be profit-driven. This he argues will bring Cape Town in line with other international cities, Atlanta, Athens, Rome, etc. and increase its chances of hosting events. This proposal of David Maralack is in line with the Indianapolis experience, which promotes that a section 21 company be responsible for the hosting and attraction of regular and major events.

He stated that international federations such as the IOC look at a city's ability to host events, by judging the city in terms of its organisational structure behind the scenes, i.e. is the event hosted by government or the private sector? He stated that he believes that there is enough expertise in Cape Town to start with such an initiative, which would have a positive impact on tourism and local economic development in and around the city. He cited all the small businesses and other role players that played a role during Cape Town's bid to host the Olympic Games. According to David Maralack in regard to funding, such an institution would have the legality to solicit funding and ensure that the money is correctly spent on sports events in accordance with an event management plan, which has to be submitted when requesting sponsorship funds. It would be required to submit a business plan and would probably be expected to involve people and expertise from local communities to contribute towards the construction and maintenance of facilities.

The next question relates to the community participation strategy the Bid Company employed. The intention is to assess whether the same people can be consulted to take the proposal of the formation of a section 21 company forward or whether new role players have to be identified.

3) **Based on your previous experience with the Olympic Bid and Community participation how do you think the City or other role players can ensure that all local users are consulted in both the use of venues as well as the maintenance thereof.**

In response to this question David Maralack stated that during the existence of the Bid Company they have consulted with various community bodies and local sports structures such as the National Sports Council, USASSA and more bodies. He said that they have handed a database to the municipality during the last days of the bid to ensure that these structures remains part of any future developments and projects that the municipality is going to continue with. From David Maralack's statement it appears evident that the same role players can be consulted or approached with the view of forming a section 21 company and the possibility of identifying other role players.

David Maralack said that it is just a matter of following up and making sure that all the role players are involved to discuss the way forward, otherwise they can derail a project if they are not consulted. He stated that the municipality can initiate the

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discussion but it is always important not to assume that all interest groups are represented. He said that perhaps the first step should be to call a meeting through the media and at the first meeting to make the ideas clear so that a way forward could be determined jointly.

The next question relates to the formation of an appropriate structure to take responsibility for the management of both the construction responsibilities and to ensure that venues are accessible to the local community.

4) If a section 21 Company is formed to manage both the construction and use of these venues what grounds should be used to ensure that the local community is involved from planning to development to usage.

In response to this question David Maralack stated that the answer is quite simple. The first meeting should be used to determine the way forward and making the ideas known. This will allow ownership and ensure that responsibilities are allocated jointly to matching skills. Whether it is the municipality that assumes this responsibility or one of the other role players it has to be agreed on at the initial meeting, he stated. He indicated that it is imperative to ensure that the process is correct from the beginning as something can so easily go wrong, particularly during community participation when the one party feels excluded. He indicated that it is important to realise that, if things are done this way a project could be killed or delayed substantially.[22]

David Maralack seems keen to maintain the momentum of the development of an infrastructure by municipalities, in the Cape Town area, that would put Cape Town on the map for more international sporting events. This he argues would support local economic development and contribute toward a poverty alleviation strategy as it would create employment opportunities, in the sports industry. David Maralack indicated during a follow-up interview process that he observed what impact a well organised sports body, such as the Atlanta Olympic Organising Committee, could have on a city's ability to host major events and what opportunities major events bring with them for the local community. He indicated that it creates employment opportunities and also opportunities for people to volunteer their services. He cited the Atlanta Olympic Games of 1996 as an example. He said during his time in office at the Olympic Bid Company he traveled substantially from one city to another to investigate their sports infrastructure and their organisational capacity and observed how the people functioned with all the role players and as one big team. He cited the cities of Athens, Rome and Buenos Aires as an examples and said that this is probably the reason why Athens were more successful than Cape Town in their bid to host the Olympic Games in 2004.

The involvement of the private sector in the sports and tourism industries of Cape Town could fast track the development of infrastructure and it could facilitate employment opportunities from the outset to the people of Cape Town in both the construction industry and the tourism industry once Cape Town attract more big events.

Other fields that David Maralack identified where employment would be generated are; project management, facility management and later in the sporting events as well as the hospitality industries, such as hotels, taxis, etc. He cited Athens, Buenos Aires and Rome as examples where sport and tourism are so closely linked and contribute significantly to the economies of these countries. David Maralack is of the opinion that the various role players, such as the local sporting bodies, the tourist industry and the private sector do not realise the potential of the creation of an infrastructure together with the planning of events would have on Cape Town. He argued that there is a need to integrate sport and tourism as they are so closely linked to each other and economic growth.

If a unified body, such as the Indiana Sports Corporation could be formed for Cape Town (with the various role players involved), it could put Cape Town on the international events map at such a rate that employment opportunities in and around the city would escalate and consequently have positive bearing on the economy. The community of Indianapolis has built a better community through sport and increased the economic activity in Indianapolis through sport.[23] Whilst David Maralack, is positive about this venture he is convinced that the private sector needs to be persuaded to get involved and to take charge of this initiative. This is the only way things will get done viably and in good time, according to Mr David Maralack. This argument of David Maralack is in line with the view of the Indiana Sports Corporation (ISC) that corporate sponsors and non-profit partners give them resources that no

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single organisation can produce by itself (ISC, 1996: 5).

To inform the debate on sport as a catalyst for development further and to make a comparative assessment of sport as a catalyst for development the experience of the city of Indianapolis in the United States of America is reflected on. This example is cited as one could suggest that there are certain similarities between Cape Town and Indianapolis, i.e. mixed communities.

This comparative assessment highlights the fact that there is a need for a coordinated structure, such as the Indiana Sports Corporation to coordinate sport, identify events, attract events and to solicit private sector funding to support the development of infrastructure and major events in Cape Town. This would complement any poverty alleviation strategy and contribute towards the local economy of Cape Town. This approach would be in line with the stated objective, which is to contribute towards the upliftment of the people of Cape Town.

To demonstrate what sport can do for a city, its people and its economy, this paper now gives an overview of the city of Indianapolis. The purpose of this overview is to identify lessons for Cape Town.

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Overview of Indianapolis

Indianapolis, situated in the mid-west is the thirteenth largest City in the United States of America and is known within sporting circles across the nation and abroad as the Amateur Sports Capital of America. This City is characterised by its ability to host world class amateur sporting events and to attract many visitors to Indianapolis during such events.

The Cape Metropolitan Area (CMA) has a population of 3 million people, which is projected an increase of 2.5 percent. The Cape Metropolitan Area has a structurally diverse economy with sectors being manufacturing, tourism, services and trade. According to a survey by the Cape metropolitan Council, key growth sectors include financial services and construction. This survey indicates that investment in the tourist sector has been extensive, with 40 hotels being constructed during 1996/1997. Indianapolis boasts with an unemployment rate of 0.06% out of a population of about 1.4 million people.[24] Compared to Indianapolis the Cape Metropolitan Area has an unemployment rate of between 15 – 20 percent. The survey further indicates that the labour force is estimated at 35 000 p.a. while for mal sector job growth is estimated at about 16 000[25].

Given these statistics it appears that Cape Town has to do some thing toward local economic development and employment creation to get to the favourable levels of unemployment of a city such as Indianapolis. If sport can provide so much for the

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economy of Indianapolis and its people, then it should be able to do the same for Cape Town.

According to the Indiana Sport Corporation (1996:1) Indianapolis' emerged onto the sports scene in 1982 when the community hosted the US Olympic Festival. Following this event the City has successfully hosted more than 380 major amateur athletic events earning the reputation as the nation's "amateur sports capital". During the 1987 Pan American Games, Indianapolis became the only city to host the games and break even financially by selling nearly one million tickets, making it the largest and most successful Pan American Games ever held. The City's success in hosting events reflects a large and talented volunteer pool, the full support of the local business community and government leaders and extraordinary local interest in amateur sports. This is backed by a number of world class state of the art facilities, such as the RCA dome and convention centre, the natatorium, the Indy 500 racing track, the market square arena and many more. The lesson for Cape Town from this experience is not to focus initially on big events such the Olympic games but to secure smaller regular such as regular provincial rugby or soccer events that would bring regular revenue with it. In addition to this Cape Town should erect the facilities needed to secure more and regular events. Such events would ensure that these facilities become sustainable venues.

Supporting the spectacular sporting infrastructure of Indianapolis is the overall layout of the Indianapolis downtown area. It offers a closely connected package. Facilities

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are within 8-10 minutes travel from each other or the airport. Some facilities are also within walking distance from each other particularly in the downtown area. The downtown Indianapolis area offers almost 4 000 hotel rooms whereas the greater Indianapolis offers about 16 800 hotel rooms. The lesson for Cape Town is to work in close collaboration with all the Interests groups from the inception so that the creation of facilities are done consultatively and integratively with all stakeholders such as hotels, construction companies and so forth.

For convenience the city of Indianapolis is connected by skywalks, which link the hotels to the shopping malls, parking garages and the Convention Centre and RCA dome. All of the city's facilities are excellently equipped, with the RCA dome and Convention Centre being among the biggest facilities in the Indianapolis Community. It offers 5 large exhibit halls, 52 meeting rooms, 3 ballrooms and a 60 500 seat domed stadium. The Dome and so many other facilities in Indianapolis are managed and operated by non-profit Organisations. Most of the Indianapolis facilities are known for their multipurpose usage and excellent track records for hosting major events. Here it has to be pointed out that the USA and the rest of the northern Hemisphere is known for snow and other forms of extreme weather. Thus, it has been necessary to build venues that can be utilised throughout the year. The lesson for Cape Town is that, given the nature of the South Easterly wind from time to time, it might be necessary to focus on large indoor venues like the RCA dome, which should be multi-purpose in order that it can be utilised throughout the year.

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To achieve some of the things that the city of Indianapolis has achieved a structure had to be formed. This structure which, is a not-for-profit-organisation as the Americans term it, is the same as a section 21 company in South Africa, is known as the Indiana Sports Corporation.

The Indiana Sports Corporation

Indiana Sports Corporation was created in 1979 and is a non-profit Corporation that plays a leading role in the sports industry through interactions with various key role players. It has been responsible for almost $2 billion of measurable economic development in the Indianapolis Community. Chief funding sources for the Sports Corporation include corporate and individual membership, private contributions, event revenue, and charitable grants. The Corporation has a full-time staff compliment of approximately twenty individuals and a volunteer Board of Directors and rely heavily on volunteers to carry out its mission. If a Cape Town Sports Corporation is formed, it can embark on similar initiatives as the Indiana Sports Corporation with a similar vision and mission. The mission of the Sports Corporation is to promote the development of Indianapolis and the state of Indiana through sport. This development is intended to include:

Stimulating the local economics by developing a permanent sports industry presence in Indianapolis and attracting, hosting or providing assistance with amateur sporting events. This mission of the Indiana Sports Corporation is similar to that of the DSR:

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WC in that the DSR: WC wants to ensure that the promotion and development of sport will significantly contribute to the reconstruction and development of the Western cape community.

Improving the image of Indianapolis by further enhancing the city's established reputation as a leader in the sports industry. Cape Town can also improve its image as a city that is not just known as a tourist destination but perhaps as the sports capital of South Africa.

Enhancing the quality of life by providing the community with a wide range of first-class sporting events, which have appeal to spectators, participants and volunteers. This objective is congruent with the objective of the DSR: WC which is the enhance the cooperation and communication between all the people of the Western Cape.

Improving opportunities for the community's youth to take part and be spectators at well run events. This objective is similar to the national White Paper on Sport, which indicates that sport is about fellowship and that every attempt should be made to involve the youth.

In its endeavour to achieve this mission, the Indiana Sports Corporation hosts annual events like Youth links, Indiana Celebrity Golf Tournament, the Coca-Cola Circle City Classic and the Hoosier State Games. In addition to this the Sports Corporation regularly research future events and new opportunities that may be of benefit to the

Indianapolis Community. Once future events are considered viable the planning process commences. The Sports Corporation put forward bid proposals to sporting bodies such as the National Collegiate Athletic Association (NCAA) for consideration. Included in such bid proposals are the benefits that these events would have on the City of Indianapolis, the ability of the City to host the event/s and a unified community supporting the bid. Cape Town could submit similar bids for both national and international events. Sports such as Rugby are played at provincial level and attract great interest. South Africa hosted the Rugby World Cup tournament in 1995 and the few games that were played in Cape Town brought many tourists to Cape Town.

The Indianapolis Community has high school, collegiate, Olympic and professional sports, all of which are controlled and administered by separate entities. Whilst not always easy, the Sports Corporation seeks to find a balance between these sports. Many of South African Universities and colleges compete against one another at sports level, such as University of Cape Town, University of the Western Cape and the University of Stellenbosch. This could bring great benefits to the economy of Cape Town.

It is important to note that the Sports Corporation is not directly aligned with the Indianapolis city or state government and fulfill a function that would in many other countries be performed by a state or government institution. Similar to the Olympic bid, which had its focus on the Olympic Games, a Cape Town Sports Corporation could focus on amateur events.

The role of the Sports Corporation

In this section of the report the role of the Indiana Sports Corporation is identified with the view of informing the role that a Cape Town Sports Corporation could play if such an initiative is embarked upon.

In the Indianapolis case once the Indiana Sports Corporation has identified and planned future events in collaboration with other role players the operational activities begin. The broader Indianapolis community gets informed of proposed events through press releases issued by the Sports Corporation announcing the event. One such an event that returned to Indianapolis for the third consecutive year is The Big Ten Women's Basketball Tournament. It stretched over a four-day tournament period from February 28 to March 3. The Big Ten Conference had been the highlight of the Sports Corporation's calendar of events for the past two years and organisers were excited to host this event again. In 1996, over 22 500 fans enjoyed top-notch basketball action through the tournament, ranking it among the three largest conference tournaments in the United States of America. Cape Town could focus on similar issues and the local sports played here in South Africa such as soccer. Rugby is quite a popular sport in South Africa and Cape Town in particular, if regular rugby events could be arranged at Newlands stadium Cape Town could receive similar publicity as with Basketball in Indianapolis.

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During 1995 and 1996 the Big Ten Conference took place at the historic Hinkle field house, but due to the increase in spectators it had to be moved to a more suitable venue. The RCA dome with its state of the art facilities was deemed appropriate for the 1997 tournament and indeed it was. In addition to an appropriate facility the partnership between a community with a world-wide reputation for its commitment to amateur sports, women athletics and basketball as well as a collegiate athletic conference which is a national leader in each of those same areas is indeed unparalleled. This partnership has been developed through numerous cooperative efforts, including hosting the very successful Big Ten Women's Basketball tip-off Luncheon for the past five years and the 1995, 1996 and 1997 Big Ten Women's Basketball Tournaments. This demonstrates the success a Sports Corporation could achieve. Therefore Cape Town should consider similar initiatives that would bring about increased economic activity and development, which would lead to employment opportunities in both the formal and informal sectors.

Under the leadership of the Big Ten Conference Commissioner Jim Delaney and Anne Shane, Chief of Staff for the City of Indianapolis, the Indianapolis Local Organising Committee (ILOC) consists of talented individuals recruited from a variety of leadership positions throughout the city who have dedicated their lives to high school and collegiate sports and the Olympic movement. The Big Ten Conference is an example of one event, which is a popular sport that has been developed into a regular annual event, which appears to be growing each year. Prominent and talented people in South Africa with an understanding of bidding processes could lead the Sports Corporation of Cape

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Town, i.e. Chris Ball. Chief Executive Officer of the Olympic Bid Company. Cape Town can also develop a sport such as rugby or soccer into an annual tournament, which will eventually become as popular as the Indianapolis Big Ten Conference.

The ILOC is committed to providing the highest degree of assistance to the National Collegiate Athletics Association (NCAA) in the administration of the Division I Women's Basketball Championship. It is committed to creating a consistent, non-commercial look and atmosphere that will compliment the integrity of the championship; extending warm "Hoosier Hospitality" throughout the city. This is done through friendly-trained volunteers that include a broad representation from the public and private sectors that reflect the diversity of the Indianapolis community. The Indiana Sports Corporation host the Big Ten Women's Basketball tournament. Indiana Sports Corporation partnered with the Big Ten conference to put on this exciting four day tournament. Anne Shane, chief of staff of the city of Indianapolis and chairperson of the Indiana Local Organising Committee provided guidance and support needed to stage this great tournament. Together with other role players such as the Big Ten Conference and the Indianapolis Local Organising Committee the Sports Corporation determines the general rules and guidelines for the Big Ten tournaments. These are some of the successes that the Sports Corporation has achieved together with all the other interests groups. Cape Town could achieve similar successes, based on the commitment of some of the role players, DSR: WC, Cape Town Municipality, and the Cape Metropolitan Council. Once the relationship between the various role players in Cape Town has been formalised as a Cape Town Sports Corporation they can jointly develop a strategy of involving national

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bodies in South Africa, such as the National Olympic Committee of South Africa (NOCSA) and the South African Football Association amongst others, for the hosting of events. However, between these role players identified they should identify the private sector partners they wish to approach. Some of these rules and guidelines regulate the activities of, Community Marketing, Game Operations, Hospitality, Ticket/Financial services, media services, volunteers, the venues, etc.

One other aspect that the Sports Corporation is involved in and that has affected the researcher both psychologically and emotionally is the opportunities that this Corporation creates for the Local youth, particularly from disadvantaged backgrounds. The Sports Corporation hosts youth clinics and creates ticket opportunities for youth groups who would not otherwise have been able to be at such events. The researcher was moved by this venture to such an extent that my volunteer activities revolved mainly around distributing tickets to these groups. Cape town like Indianapolis has an impoverished community and by embarking on a similar initiative such as ticket opportunities for the youth of Cape Town would increase the popularity of such an institution. This could possible facilitate the necessary support needed form underprivileged communities. Many other issues can be mentioned where the Indiana Sports corporation assisted in the development of sport or sport to underprivileged communities, but the purposes of this paper the above examples which could be linked to Cape Town as we have similar experiences, would suffice. This paper now looks at possibilities for Cape Town in the next chapter and identifies an approach to be adopted and pursued for this city.

TOWARDS A SPORTS POLICY AND FRAMEWORK FOR CAPE TOWN

Introduction

This chapter concludes the study and advances recommendations suitable for implementation in Cape Town. In essence it provides a framework or strategy to Cape Town Municipality and various other role players to develop a policy document for this city on sport to be utilised as mechanism to enhance development in and around this city. This proposed strategy or framework links sport to development, tourism and ultimately the development of the local economy in Cape Town.

It encourages the formation of a unified movement that would comprise all the role players to oversee and implement sound mechanisms to ensure that this initiative would bring benefits to all role players. Before elaborating on the proposed strategy to be followed it is perhaps necessary to reflect on the socio-economic conditions of Cape Town and to assess the current contribution sport is making as elaborated on by the Manager of Sport and Recreation at the Cape Town Municipality.

Lessons and suggestions for Cape Town

It appears that the Indiana Sports Corporation has succeeded and is continuing to

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succeed in achieving its mission, namely to promote the development of Indianapolis through sport. Not only has this organisation succeeded in creating a sports industry that supports other tourism initiatives but also plays a key role in giving ordinary citizens ownership to amateur and professional events. Some of these experiences could serve as an example for Cape Town, particularly in its endeavour to develop its sport infrastructure and its economy.

In the case of Cape Town to be as successful as the city of Indianapolis, an assessment must be made of processes commenced by the Olympic Bid to avoid unnecessary delays and to build on already established relations. A concerted effort must be made to resolve the existing tensions and conflicts in sport, racial quotas, etc before embarking on any initiatives as some groups, i.e. sports codes may feel excluded and derail what could potentially have been a good initiative.

If it is true that sport can affect any number of levels in contemporary society as stated in the definition of sport, then this option should be considered by Cape Town to unify its people and sports codes. This would contribute to the health, well-being and identity of individuals and the community of Cape Town, which is currently characterised by its high levels of unemployment (15-20 % in the CMA) and underdevelopment in terms of infrastructure.

Given that it appears that Cape Town believes, according to a news article in the Finance Week,[26] that it has found the formula for getting people to work together to the

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benefit of tourism – a partnership of the public and private sectors, it should not be too difficult to embark upon a similar venture for the creation of a sporting infrastructure and attracting sporting events to this city. A possible name for such a body could be the Cape Town Sport Corporation.

Cape Town has already formed a section 21 company which aims to promote Cape Town and restore investor confidence in central city according to David Jack, chairman of the Victoria and Alfred Waterfront and Chief Executive. This partnership was started almost a year ago and is focused on the need to prevent inner-city decay as decentralisation drew people to the suburbs around Cape Town. Given this focus area a new Sports Corporation could work together with this section 21 company and look at the possibility of building a sports venue in the city centre. Sporting events normally take place after hours, therefore, this institution can negotiate with existing parking garages of private companies to make the parking facilities available at a reasonable price. The issue of control, safety and security should form part of these negotiations.

In view of the problems faced by municipalities in South Africa it is unlikely that Cape Town Municipality would develop the capacity to drive such an initiative on its own. It is quite clear from Gert Bam's responses that his department wants to take sport and recreation to greater heights but they face limitations as a result of financial constraints and the lack of private sector involvement. Most of Gert Bam's ideas could form the core of a Sports Corporation but other technical considerations such the formation of a section 21 company should first be pursued by his municipality to get the process in

motion. He is probably correct when he indicates that these activities and initiatives would be better driven and managed by a section 21 company that does not have to work through the motions of bureaucracy of a municipality or provincial government department.

The principles of the Western Cape Department of Sport and Recreation appear to be corresponding with those of the Cape Town Municipality and the national Department of Environmental Affairs and Tourism and the national Department of Sport and Recreation. They all seem to be focused on the benefits of tourism to the local economy, which could be further, encouraged by sport. It must be borne in mind that sporting events by nature attract tourists, therefore there should be closer relationship between the organisers of sporting events and a newly formed section 21 company, i.e. Cape Town Sports Corporation. Based on the Indianapolis experience this would facilitate that sufficient resources are made available to accommodate tourists. Events could be arranged in such a fashion to ensure that there is a constant inflow of tourists and income throughout the year. Some of these tourists would be accompany sports participants and others would simply just come because of their love for sport or that specific event.

The formation of a Cape Town Sports Corporation with the focus on the development of infrastructure would be congruent with the definition of sustainable development, as defined by Munslow (1994: 4), which concerns improving the quality of life as well as satisfying human needs as stated in chapter two. In this context sustainable

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development which necessitates assistance to the poorest of the poor as indicated by Munslow will enable underprivileged communities to partake in the development of their own city.

Based on the theoretical debates on development as identified in chapter two, various authors and the White Paper on Sport and the White Paper on the Development and Promotion of Tourism it appears that sport and tourism are closely related to infrastructural development. In the case of Cape Town there appears to be progress in this regard, based on the initiatives of the Olympic Bid Company and some of the developments by the Cape Town Municipality.

Whilst there appears to be progress in the development of infrastructure such as the redevelopment of Athlone Stadium and Hartley vale as well as Vygekraal, it seems as if not all the role players have been consulted. In his response to the questions Gert Bam pointed out that the Cape Town Municipality has entered into a partnership with the Cape Town Metropolitan Council. However, no mention is made of a private sector coalition or funding. Another weakness in Gert Bam's response is that sports programmes do not appear to be at the top of the municipality's list of priorities. This is contrary to Eitzen's (1989: 1) indication that sport has become a spectacle, big business, and an extension of power politics.

Whilst the White Paper on Sport and Recreation (1995: 4) indicates that the global direction in the sports environment is influenced by international and continental

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federations, i.e. the International Olympic Committee, the Supreme Council of Sports, etc. there appears to be little progress in Cape Town. Perhaps it is because these institutions have specific criteria, which are closely related to infrastructure, capacity and financial ability, which appears to be lacking in Cape Town. However the municipality according to Gert Bam is addressing the lack of facilities in Cape Town through upgrading of existing facilities and the erection of new facilities. Whilst the White Paper on Sport and Recreation (1995: 36) argues that sport contributes to the national economy by its impact on tourism, this does not appear to be the case in Cape Town. The national White Paper on Sport and Recreation endeavours to contribute to the promotion of sport and recreation by establishing a framework for coordinating the efforts of the various role players.

Perhaps Cape Town should take its lead from this endeavour by forming a section 21 company to perform this function. According to the White Paper on Sport and Tourism there is a lack of appropriate institutional structures such as South African Tourism Board (SATOUR). From this it is appears that there is a need for the formation of an appropriate structure to advance the interests of sport and tourism.

It is true what Professor Ernie Heath of the University of Pretoria, said "the biggest management challenges facing the tourism industry is converting information to knowledge", (Roodt: Finance Week 1999) in term of opportunities not explored yet. He continues to say that there is plenty of data available, but it needs to be interpreted and converted to viable business strategies". He points out that the Cape Town example

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of the formation of a section 21 company is a case in point. In the light of the foregoing comments this paper recommends that Cape Town should form a similar body such as the Indiana Sports Corporation and to work together with other sectors of the Cape Town community to achieve a common goal which would benefit all. Whilst the vision and mission of the Indiana Sports Corporation could be cited as an example of a vision and mission for Cape Town, the various role players must co-determine the way forward. The socio-economic conditions facing Cape Town must be borne in mind when developing such a strategy.

Suggestions for further research

Whilst the Indianapolis experience could be cited as an excellent example for the formation of a Cape Town Sports Corporation it must be borne in mind that Indianapolis is a city situated in the Northern. Cape Town on the contrary is a city situated in the Southern Hemisphere in underdeveloped Africa. The socio-economic conditions facing Cape Town such as poverty and crime must be researched and suitable strategies to deal with these issues must be provided. Thus any initiative which would lead to the formation of a section 21 company should not be done in isolation but has to take into account the development needs facing Cape Town.

In its endeavour to form a Sports Corporation in Cape Town the issue of attracting volunteers to events should also be researched as in the USA people are financially better off than people in Cape Town. Thus, Cape Town people may have to receive

an incentive to perform duties at events. The disparity between rich and poor should also be borne in mind as it would be far easier for a person from the economically well off suburbs of Cape Town to volunteer as it would be for a person from of the underdeveloped townships. The transportation infrastructure should also be investigated and improved to enable guests to events and the city to commute from destination to another reliably and safely.

The forgoing evidence suggests that the dynamics of Cape Town are quite different to that of the city of Indianapolis. However, a vision and mission could have certain common factors. Whilst many of the successes of the Indianapolis experience could serve as guidelines for implementation the fundamental differences should be acknowledged and borne in mind in the structuring of an appropriate development framework for (the city of) Cape Town and environs. In any proposed development in and around Cape Town, local government will have crucial role to play. Thus, the following proposals are made to indicate what role local government should play.

The role of Local Government (In relation to sport and local economic development)

Chapter seven of the Constitution of South Africa identifies the role of local government to; provide a democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner, to promote social and economic development, to promote a safe and healthy environment; and to encourage the involvement of communities and community

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organisations in matters of local government. It is in the context of the constitution and the context of the definition on development as identified earlier that this paper seeks an alternate method of that will enable sport to serve as a catalyst for development in the local government framework. This paper now looks at the possibilities local government can pursue as identified in the White Paper on Local Government.

According to the White Paper on Local Government (1998: 45), local government can play a critical role in promoting job creation and boosting the local economy. If local government invest in the basics - by providing good quality cost-effective services and by making the local areas pleasant places to live and work, it could be a starting point. The White Paper on Local Government (1998: 46-47), indicates that there are two types of initiatives local government can take. Firstly, it could review existing policies and procedures to promote local economic development. Secondly, it could also make provision for special economic services. The White Paper on Local Government (1998: 46), indicates that limited resources and expertise will make it difficult for municipalities to get involved in specialised areas; however, it may be possible for municipalities to support or contribute to the activities of other agencies, such as national departments and non-governmental organisations, in these areas.

It is in the context of this statement that this paper proposes the formation of a section 21 company to promote sport and to attract investment through sport to Cape Town. Before we pursue this discussion it is important to reflect on the existing policies and legislation that may prohibit such initiatives.

According to the White Paper on Local Government (1998: 45), small and large businesses rely on the actions of local government in a number of ways. They are also subjected to a number of municipal laws and regulations. The White Paper on Local Government (1998: 45) argues that a review, simplification and reorientation of municipal procedures and regulations can have a significant impact on the local economy. The White Paper on Local Government (1998: 45) also argues that the Constitution states that local government is responsible promoting the social and economic development of communities. This according to the White Paper on Local Government (1998: 45-46), provides municipalities with a mandate to provide special economic services, or to assist other agencies with the provision of such services, where appropriate. According to the White Paper on Local Government (1998: 46) marketing and supporting investment can attract and secure potential investors. This paper attempts to demonstrate that through sport, Cape Town as a city can market and secure investment opportunities.

The White Paper on Local Government (1998: 46) argues that research and technology are important ingredients for the innovation in an increasingly competitive international economy. It stresses that municipalities might provide targeted assistance to a particular sector in the economy, which has the potential to expand. This paper identifies sport as such an instance, where the potential should be expanded. It explores the avenues and opportunities available for the advancement of sport, which would contribute to local economic development. This exercise is congruent with the view of the White Paper on Local Government (1998: 46), which states, that local

government should review existing legislation, which impedes local economic development. This exercise according to the White Paper on Local Government (1998: 46) should be done in collaboration with both national and provincial government.

The White Paper on Local Government (1998: 46-53) suggests three ways in which local government can achieve significant developmental outcomes, they are; integrated developmental planning and budgeting, performance management, working together with local citizens and partners. It is in the context of working with local citizens and partners that this paper now identifies the current status of local government in South Africa with a special focus on the Western Cape and Cape Town in particular. It must be said from the outset that the Cape Metropolitan Area (CMA) is not the only area in South Africa that is characterised by gaps between the extremely rich areas and the extremely poor areas. Overall the Western Cape rates as one of the richer provinces of the nine provinces in South Africa[27].

As far as the gaps between rich and poor are concerned in the respective provinces, the nature is no different but the dynamics are. For the purposes of this paper, we will only deal with the Cape Metropolitan Area. At present it appears that there are not enough clearly formulated policy frameworks in respect of the existing problems facing the CMA to address issues such as a lack of housing, high unemployment levels, a lack of infrastructure, illiteracy, poor social services, high crime rates and gangsterism. It is with these problems in mind that this paper seeks to highlight the 'poverty issue', which is related to all of the above, with the view to contribute towards a policy

framework through sport for the CMA. For the purposes of the discussion ahead and to contextualise sport and local economic development in the demarcated area of the CMA, a definition for a metropolitan area is provided. According to the White Paper on Local Government (1998: 78), metropolitan areas are large urban settlements with high population densities, complex and diversified economies, and a high degree of functional integration across a larger geographic area than the normal jurisdiction of a municipality. Economic and social activities transcend municipal boundaries, and the metropolitan residents may live in one municipal district, but work in another, and utilises recreational facilities across the metropolitan area.

The responsibilities of metropolitan governments include the creation of a basis for equitable and socially just metropolitan governance; promoting strategic land-use planning and coordinated public investment in physical and social infrastructure; the development of a city-wide framework for economic and social development, and to enhance the economic competitiveness and well-being of the city. In terms of the definition of sport in which Leonard[28] (Boyles, 1963: 3-4) indicates that sport programmes are a top priority on municipal budgets this paper now assesses the situation in Cape Town. According to Cape Town Municipality (1999: 1) some major capital projects, capital expenditure for the previous financial year totalled an amount of R688 million with the emphasis on the most deprived areas of the city. Some of the major facilities that will be constructed or improved include Athlone Stadium upgrade, Langa Sports Stadium, Guguletu Sports Complex, Vygekraal stadium upgrade and various others. The Cape Metropolitan Council (CMC) has also identified Athlone

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stadium as a facility to be developed and has made provision in its capital budget for the 1999/2000 financial year to contribute towards this upgrade. In collaboration with other role players such as Cape Town Municipality and the Provincial Administration for the Western Cape the CMC has plans to ensure that this facility is transformed into a world-class facility to be utilised as one of the competition venues for the World Cup 2006 Soccer tournament.[29] In view of the socio-economic conditions in Cape Town and the initiatives taken by the Cape Metropolitan Council and the Cape Town municipality it is proposed that a section 21 company be formed such as the Indiana Sports Corporation with the view to integrate the proposals and plans of both municipalities, I.e. Cape Town and the CMC as well as the Western Cape Department of Sport and Recreation. Contact should also be made with the Tourist industry with the view of developing an integrated approach for the development of sport and tourism.

These developments are coherent with the White Paper on Local Government (1998: 50), which indicates that municipalities need to develop on the capital side a coherent investment plan. This investment plan should set out how they will achieve infrastructure targets, and how they will mobilise public and private funding sources for this purpose.

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1 A Questionnaire was circulated to Gert Bam, Manager of Sport and Recreation at Cape Town Municipality on 12 May 1999 and a subsequent telephonic interview was conducted with him on 3 Sept 1999. A similar questionnaire was forwarded to David Maralack, previously Manager of Sport at the Olympic Bid Company and a subsequent telephonic interview with David Maralack was conducted on 14 October 1999.

2 Cited in Grilli and Salvatore, page 3

3 Cited in Grilli and Salvatore, page 3

4 Munslow, Fitzgerald and Mc Lennan quoted this from (WCED, 1987; IUCN/UNEP/WWF, 1991)

5 Cited in Munslow, Fitzgerald and Mc Lennan, page 4

6 Cited in Munslow, Fitzgerald and Mc Lennan, page 4

7 Cited in Kabeer, 1996: 69.

8 In this context the term some refers to developed countries whilst others refers to underdeveloped countries.

9 In this instance Kabeer quotes Ghandi

10 Kabeer cited this information in Staudt K, 1991 *Managing Development. State, Society and international contexts. London, Sage Publications*

11 Leonard quoted this statement from Robert Boyles book on *Mirror of American life* (Boston: Little, Brown 1963), pp. 3-4

12 This information was cited in *A Sociological Perspective of Sport*, second edition by Wilbert Marcellus Leonard11

13 According to 1996 Census figures by the Cape Metropolitan Council the total unemployment figure for the Cape Metropolitan Area stands at 15 –20 percent of the labour force, and at least an additional 20 percent of the labour force is involved in the

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informal sector.

[14] This information was cited in an article entitled **Essential part of a marketing mix Social investment Spin-off for firms**

[15] This information was cited in an article by Anton Roodt, entitled **Common effort to bolster tourism**

[16] This information was cited in an executive summary of the Rainbow Paper on Sport and Recreation in the Western Cape (1995).

[17] The GEAR document advocates that sustained growth on a higher plane requires a transformation towards a competitive outward oriented economy.(GEAR:1)

[18] This information was cited in an article by Anton Roodt entitled Common effort to bolster tourism in the Finance Week, dated 3 September 1999

[19] Page quoted this statement from (Shaw and Williams: 1994), Critical Issues in Tourism: *A Geographical Perspective*, Oxford: Blackwell.

[20] This information is based on Pearce(1989)

[21] This information was cited in a document published by the Cape Town Municipality. This publication highlights a number of facilities that will either be upgraded or constructed.

[22] The original responses of both respondents are attached as appendixes.

[23] This information was cited in the sports letter of the Indiana Sports Corporation

[24] The data collected on Indianapolis was done during an internship programme at the Indiana Sports Corporation. The Researcher was based at the Sports Corporation but collected data through interviews with representatives from various institutions as identified in the text. Other statistical information was obtained in the Annual Report of the Sports Corporation and different information brochures between January and March 1997.

[25] This statistical information is quoted from a document published by the Cape Metropolitan

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Council on the Internet, titled **Profile of the Cape Metropolitan Area**.

[26] This information was cited in an article in the Finance Week, dated 3 September 1999, entitled **Common Effort to Bolster Tourism**.

[27] This information was cited in an article on The Women's Budget, Empowering Women for Gender equity (the poverty issue) *Agenda, No 33* by Debbie Budlender (1997:39)

[28] Leonard quoted this information from Boyles' book **Mirror on America Life**.

[29] This information was cited in a document produced by Cape Town Municipality entitled Growth and Opportunity.

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