


**AN ANALYSIS OF THE IMPLEMENTATION OF THE NATIONAL SPORT AND  
RECREATION PLAN IN THE WESTERN CAPE**

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**A thesis submitted in fulfillment of the requirements for the Degree Doctor of  
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Community Health Sciences, University of the Western Cape**

**WESTERN CAPE**

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## **KEYWORDS**

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Active and winning nation,

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## ABSTRACT

### AN ANALYSIS OF THE IMPLEMENTATION OF THE NATIONAL SPORT AND RECREATION PLAN IN THE WESTERN CAPE

*It is widely accepted that sport has the potential to serve as a tool for development as well as a catalyst for social and personal change. The National Department of Sport and Recreation (SRSA) has recognized the role that sport can play in building a better society in its recently published document the National Sport and Recreation Plan (NSRP). The aim of this study was to analyse the implementation of the NSRP in the Western Cape and to develop options for the improvement of the implementation of the National Sport and Recreation Plan in the Western Cape. The study analysed the factors that are necessary for an enabling environment to be successful to create an active and winning nation. By linking policy to implementation the study showed that the social benefits of sport can be extended to the broader social community.*

*The fieldwork research was conducted with sport councils, sport federations, academy officials and senior government officials. The study found that the links between local, provincial and national government must be strengthened. The study further found that the level of commitment amongst the various spheres of government is not the same. The will may be there but the actual resources that must be committed is not readily made available. An important finding was that there appeared to be a lack of a nationally co-ordinated dedicated unit to champion the NSRP within SRSA. No reporting mechanism exists that will indicate to the general public and sport fraternity what the level of compliance is with the broad requirements of the NSRP.*

*The 5-C protocol was used to analyse the NSRP and its current implementation within the Western Cape. Communication was considered as a future addition to augment the 5-C protocol. The alignment between various national, provincial and local spheres of government was found to be lacking. It is recommended that the NSRP be brought into the annual performance plans, strategic plans, medium term expenditure framework and performance agreements of departments and senior management. It was found that the voluntary nature of organisations may act as a hindrance to the implementation of the NSRP.*

*It is foreseen that the outcome of the study will assist in benchmarking best practices for implementation. The recommendations proposed by this study will provide options for laying the foundation for the successful implementation of the National Sport and Recreation Plan in South Africa.*

## Declaration

I declare that *An assessment of the implementation of the National Sport and Recreation Plan in the Western Cape* is my own work, that is has not been submitted before for any degree or examination in any other university and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Lyndon James Bouah

November 2015

Signed.....



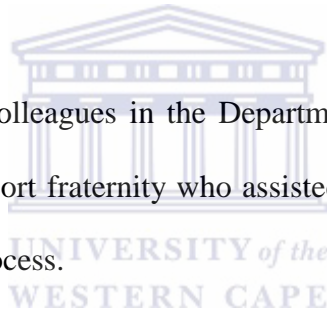
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To all the respondents I appreciate the time and effort you took from your busy schedules to respond to the questions.

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## Acronyms

APP	: Annual Performance Plan
DCAS	: Department of Cultural Affairs and Sport
FIDE	: World Chess Federation
FIFA	: Federation International de Football Association
GIS	: Geographical Information System
IDP	: Integrated Development Plans
IOC	: International Olympic Committee
LARASA	: Leisure and Recreation Association of South Africa
LTPD	: Long Term Participant Development Plan
MDG	: Millennium Development Goals
MIG	: Municipal Infrastructure Grant
MINMEC	: Ministers and Members of Executive Council Meeting
MOA	: Memorandum of Agreements
MTEF	: Medium Term Expenditure Framework
MTSF	: Medium Term Strategic Framework
MTT	: Ministerial Task Team
MUNMEC	: Municipal Mayors and Members of Executive Council
NDP	: National Development Plan
NGO	: Non-Governmental Organisation
NOCSA	: National Olympic Committee of South Africa
NPC	: National Planning Commission
NSC	: National Sports Council
NSRP	: National Sport and Recreation Plan

RDP	: Reconstruction and Development Programme
SACOS	: South African Council on Sport
SALGA	: South African Local Government Association
SANROC	: South African Non Racial Olympic Committee
SASC	: South Africa Sports Commission
SASCOC	: South African Sports Confederation and Olympic Committee
SDPIWG	: Sport for Development and Peace international Working Group
SRSA	: Sport and Recreation South Africa
UN	: United Nations
UNESCO	: United National Educational, Scientific and Cultural Organisation
WCED	: Western Cape Education Department
WCPSC	: Western Cape Provincial Sport Confederation
WHO	: World Health Organisation <i>of the</i>



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# CHAPTER ONE: INTRODUCTION

## 1.1 Background and Rationale

Sport and recreation play an important role in South African society and have for many decades, as evidenced by South Africa's participation in the Olympic Games and by the country's emphasis on sport at school level. Sport has played a key role in nation building during important events such as the 1995 Rugby World Cup and the more recently held 2010 FIFA World Cup. The South African government committed R30 billion rand to major infrastructure investment programmes meant to ensure the success of the tournament. (2010 FIFA World Cup Country Report 2013:10) and has since invested in sport infrastructure throughout the country.

The hosting of the 2010 FIFA World Cup presented an opportunity to South Africa and Africa, by extension, to celebrate African diversity and culture (Pillay, Tomlinson and Bass 2009:3). The National Development Plan (NDP) has recognized the importance for social cohesion and has called for all citizens to continue to engage with each other as they did in the 2010 Football World Cup (National Development Plan 2012 : 428).

The history of South African sport can be traced back to the 1800s when sport was thought to be introduced by the British settlers. Nelson Mandela in a foreword to the "Story of an African Game" (2003) by Andre Odendaal recalled that:

*The educated Englishmen was our model; what we aspired to be were 'black Englishmen', as we were sometimes derisively called. We were taught and believed that the best ideas were English ones. In line with these ideas, sport, particularly cricket, was given a high priority. I enjoyed myself on the playing fields at Healdtown. The standards were high. Therefore even while athletics and boxing became my favoured games, I have been aware for a long time of the mission roots of*

*cricket in the Eastern Cape and the deep love for the game that developed in the African communities in that part of the world.*

South African sport continued to develop sport clubs and federations in the 1890s and South Africa started competing in the Olympic Games soon after its rebirth in 1896 (Allen 2015:49). South Africa hosted touring sides such as England but later on Australia and other countries as well and became a regular competitor internationally in a wide variety of sporting disciplines (Allen, 2015).

Once South Africa, however, formally announced the policy of Apartheid, pressure was brought to ban South Africa from most international events including the Olympic Games. In 1963 SA was banned from the Olympic Games (Miller, 2003: 168) and that was soon thereafter followed by other international sport federations. The South African Government supported rebel tours to South Africa which was met by opposition national and internationally. By the mid 1970s South Africa was effectively banned from all sporting codes internationally due to the practice of Apartheid.

Minister Stofile (2005) in an address to a sport conference at the University of Fort Hare stated that “Sport was used by the apartheid regime as their department of foreign affairs in tracksuits. Generations upon generations of apartheid sports administrators and athletes gleefully spread the propaganda of oppression and discrimination. Resources from the both the private and public sectors were hoarded on these people” (Thomas, 2006:9).

In November 1991 South Africa started its first step to its unbanning by touring India on a cricket tour under the leadership of the late Clive Rice. In February 1992, the ban on South African cricket was lifted which allowed South Africa to compete in Australia in the Cricket World Cup in 1992. South Africa then started dealing with

all the international bodies responsible for sport. In June 1992 the international chess body (FIDE) re-admitted South Africa to the world chess body and South Africa competed in the 1992 chess Olympiad for the first time since 1974.

The crowning glory for South Africa, however, was the readmission to the International Olympic family thus enabling its participation in the Olympic Games in Barcelona in 1992. The enduring image of this Olympic Games was the ten thousand metre event in which South African athlete Elana Meyer took silver and then ran with the Ethiopian winner Derartu Tulu around the track in a victory lap symbolizing the true unity of sport and an African victory.

South Africa's initial foray back into international sport saw the country's victory in the 1995 Rugby World Cup and then the victory in the 1996 African Football Cup of Nations on home soil. This 'golden' period ended with Josiah Thugwane winning the gold medal at the 1996 Atlanta Olympic Games, thus becoming the first black South African to win an Olympic gold medal. The next few years had less success stories and South Africa became a "middle of the road country", able to compete in rugby, cricket, football, athletics and a host of smaller codes but with not much significant results. The nation expected more from its athletes.

From the South African Government side, strategic planning became necessary and the Department of Sport and Recreation published in 1996 the initial White Paper on Sport. This was followed a few years later in 2001 by a second White Paper on Sport and Recreation. The White Papers were meant to galvanise the sport movement and were setting out in broad terms the strategy and thinking of government. Following various dismal results in the early part of this century, the then Sport and Recreation Minister, Mr. N Balfour, instituted a Ministerial Task Team to report back to the Minister with recommendations on the streamlining of South African sport. The



Ministerial Task Team completed its task in 2003 and from these recommendations the South African Sport Confederation Olympic Committee (SASCOC) was formed in November 2004.

New impetus to sport was given to South Africa when it became the host of the 2010 FIFA World Cup. South Africa had by this time hosted various international events such as the 1995 Rugby World Cup, the 1996 African Cup of Nations, the 1999 All African Games, the 2003 World Cricket Cup and an assortment of African championships in different sporting codes. The awarding of the 2010 FIFA World Cup propelled sport to the forefront of the nation. Government called on all stakeholders to unite behind the national team and to collaborate on nation-building and social change through soccer.

Minister Fikile Mbalula was appointed as the new Minister for Sport and Recreation in December 2010 and immediately initiated policy discussions. He started what he termed a 'Roadmap for South African Sport' and convened a National Sport and Recreation Indaba in November 2011. This National Sport and Recreation Indaba brought all stakeholders together in a public process that culminated in the drafting of the National Sport and Recreation Plan (NSRP).

The NSRP is an eight year sustainable implementation plan for sport and recreation. The nucleus of the NSRP provides details of the three core pillars of implementation which are an active nation, a winning nation and an enabling environment. (Section 2, NSRP, 2011). At the National Sport and Recreation Indaba held in November 2011, it was declared that the key role of Government is to create the applicable policy, legislative and regulatory frameworks and to support an enabling environment for the equitable delivery of sport and recreation (Declarations of the National Sport and Recreation Indaba, 2013).

## **1.2 Statement of the Problem and Aim of the Research**

### **1.2.1 Problem Statement**

The National Sport and Recreation Plan (NSRP) was adopted in 2011 following the National Sport and Recreation Indaba. The NSRP calls for implementation of the plan in all provinces of South Africa. The problem being investigated in this study is that there is an insufficient understanding and limited research of the key factors that are necessary to ensure successful implementation as well as a limited understanding of the role and responsibilities of the key role players in this process.

It is well documented that many nations allocate huge sums of money to achieve success at the Olympic Games or World Cups in the respective sport disciplines and codes. Countries view success in the sporting arena as a measure of pride and prestige. The NSRP is the first document that South Africa has produced that sets out a pathway for success in the sport arena.

Research was conducted with key stakeholders and role players in South Africa to establish factors which will assist in the successful implementation of the national sport and recreation plan of South Africa. Stakeholders and role players should agree on the route South African sport must take in order to ensure successful implementation with the available resources. The NSRP has set out specific roles for each sphere of government, various government departments and civil society. The co-ordination of these various roles has not been closely defined in the document.

This study has therefore for the first time undertaken an examination of the respective roles of parties responsible for the implementation of the NSRP and interviewed role players across the governmental and civil society. Key recommendations have been made to assist in the delineation of the role and

responsibilities of the key role players including local authorities in order to contribute to the promotion of an active and winning nation.

Implementation of the NSRP will entail a myriad number of factors to be adequately aligned and resourced. The study showed that in certain areas the will and capacity existed but no resources are available but in others the capacity and will does not exist but the resources are available. The study has also concluded that it is not well known or understood that an incremental approach is currently being adopted with the implementation of the NSRP as insufficient funding exists to implement the plans all at once. The reasons for this are diverse but the main reason is that in a developmental state, which South Africa is, there are many competing interests that must be balanced.

The study examined possible lacunae that would prevent implementation from taking place. The various strategic enabling factors were discussed and conclusions drawn. The theories relating to implementation were examined and critically analysed and applied to the NSRP. It was concluded by the researcher that the NSRP is both an example of a bottom-up and top-down approach to policy and specific roles. Definitions and budgetary concerns must be taken into account for its implementation as will be outlined in the chapters to follow.

### **1.2.2 Aim of the Study**

The aim of this study is to explore mechanisms and analyse the implementation of the National Sport and Recreation Plan in the Western Cape and to develop options for the improvement of the implementation of the National Sport and Recreation Plan in the Western Cape.

### 1.2.3 Research Questions

Research questions were developed that would assist in responding to the problem statement. The research questions and objectives were formulated to narrow down the possible factors that would assist with implementation of the NSRP. The research questions formulated were:

1. What are the key success factors necessary to create an enabling environment to further the objectives of a socially inclusive, creative and active Western Cape?
2. What are the elements that will allow civil society to participate in the achievement of the goals of the NSRP in the Western Cape?
3. What factors will determine the levels of successful implementation of the NSRP for the Western Cape Government to promote the theme of an active and winning nation?
4. How can the various spheres of government and stakeholders work together to ensure that the overall National Sport and Recreation Strategy for the Western Cape is successfully implemented?
5. How can the development of implementation options for improvement in the levels of successful implementation assist in the implementation of the NSRP in the Western Cape?

In determining the possible answers to the research questions the 5-C protocol will be used as a tool to assist the enquiry set out in the problem statement. There are many variables that can be used to determine possible answers to the questions raised. The researcher has opted to use the 5-C protocol as there is no universally accepted predictive theory. The 5-C protocol from the perusal of the literature appears to best suit the South African constitutional dispensation and legislative framework. The five interlinked variables examines the content of policies, the

nature of the institutional context, the commitment of those entrusted with carrying out the implementation, the administrative capacity of the implementers and the support of the coalitions and clients whose interests may be threatened by the implementation. This study also reviewed a possible sixth c which is communication. Communication will be discussed later on but the research suggests that communication in the modern era has become an important value.

### **1.3 Research Objectives**

- 1.3.1 To analyse the current enabling environment that is used in the Western Cape and South Africa to further the NSRP.
- 1.3.2 To develop and propose strategies that will enable civil society to meaningfully engage in the implementation of the NSRP.
- 1.3.3 To determine the key factors and considerations to implement the NSRP.
- 1.3.4 To develop and propose strategies that could be used by the various spheres of government and various stakeholders to further the objectives of the NSRP.
- 1.3.5 To develop and propose options for the improvement of the implementation of the NSRP
- 1.3.6 To review the 5-C protocol and propose amendments where necessary to use and critique the 5-C protocol.

### **1.4. Significance of the Study**

This study will contribute to a better understanding of the key factors, including the roles and responsibilities of the key role players necessary to ensure implementation of the National Sport and Recreation Plan. By analysing existing policies, legislation, activities and programmes and linking these policies, legislation, activities and programmes to the existing discourse on sport and recreation, the analysis will assist

in the understanding of the sport environment and what factors are needed to create an enabling environment that allows a winning and active nation to be created and a socially inclusive, creative, active and connected Western Cape to be built.

The National Sport and Recreation Plan is South Africa's first ever sport plan. It complements the White Paper that was released earlier. The National Sport and Recreation Plan have as its foundation a plan to strategically build the roots for an active and winning nation. This active and winning nation is expected to be active in sport and recreation from an early age until past retirement. In order to ensure that these ideals are successfully implemented this study will look at the interplay between all three spheres of government, all state departments and civil society. All of these role players must play a meaningful role in the delivery of the objectives of the NSRP. The constitutional and legislative framework however is not that easily understood as there are different policies and constitutional mandates that must be followed. The significance of this study will be that it will look closely at the alignment of the various role players to ensure a better alignment between functions and budget. The NSRP is relatively new and young and will have its initial challenges. By identifying weaknesses and strengths during this study future implementers will avoid the pitfalls that may be lying in wait.

The findings, recommendations and conclusions of the study will allow the various local, regional, district, provincial and national stakeholders from government including policy makers, all regional, national and provincial federations, sport practitioners, local and international NGOs, donors and influential decision makers, to understand the factors that may influence the successful implementation of the NSRP. Shortcomings within existing programmes, policies, legislation and activities can then be better identified and addressed.

The final results of the study will be made available to the various stakeholders within the sport industry of South Africa. Seminars, workshops and conferences will be utilized and convened to publicise the findings of the study to role-players such as the local, provincial and national spheres of government; including the National Ministry of Sport and Recreation, the national sport and recreation department, sport administrators and multi - coded organisations such as the South African Sport Confederation and Olympic Committee (SASCOC), Sport Councils, and others within the sport industry of South Africa.

This study will serve as an important benchmark that can be used by organizations within the sport industry of South Africa and beyond as a framework for similar studies.

The study will critically examine the 5-C protocol and its possible revision in the context of South Africa. The 5-C protocol is considered by South African scholars as a useful tool as all the variables are interlinked. A discussion will be dedicated to a review of the 5-C protocol.

### **1.5 Theoretical Background and Literature review**

A substantive amount of relevant literature exists within the context of sport and development as well as in the field of public sector implementation. However, given the fact that the limited literature may be evident in the area of implementation of sport plans specifically, different fields of literature will be reviewed. Different approaches will invariably stand out because of the fact that different disciplines are consulted which will enhance the study as different academic disciplines place different emphasis on similar data, research and terminology. The research departs from the point of view that the advantages of different interpretations, subtleties and nuances within the various academic disciplines outweigh the disadvantages.

The vision of the NSRP to promote an active and winning nation through sport and recreation can be seen as a structural functionalism approach. This approach sees sport as a tool to contribute to social stability and wellbeing and highlights the benefits of sport and recreation for communities and the society as a whole. Functionalism represents a holistic approach to the study of society in particular, and also to social systems in general. Individualistic functionalism argues that social institutions and cultural values are functional responses to the needs of individuals. Interpersonal functionalism emphasizes interpersonal interactions. Societal functionalism refers to practices that satisfy the needs of the social system. Structural functionalism incorporates elements of individualistic functionalism, interpersonal functionalism and societal functionalism (Loy & Booth, 2000). According to Vogler and Schwartz (1993) structural functionalism maintained that society consisted of interrelated and interdependent institutions each of which has a function in maintaining social stability. Sport is included amongst these institutions (Vogler & Schwartz, 1993: 9).

Karl Marx developed a theory of social development which is based on research into socio-economic and political relations, interdependencies and power imbalances. Society does not consist of individuals but expresses the sum of relations and conditions in which individuals stand by each other. (Rigauer 2000:30). The statements by various politicians within the Preamble and other founding documents of the NSRP suggest that sport is considered very important by the current ruling party. The statements are consistent with the Marxist analysis of sport. Rigauer states (2000:34) that prior to the emergence of interest in sport amongst Marxist scholars, members of the socialist and communist movements in Continental Europe had developed a keen interest in sport as early as the second half of the twentieth century.



They considered sport to be a social practice of great political significance. In addition Rigauer notes they were critical of the ideological content of sport (Rigauer 2000: 34).

The NSRP has as one its core pillars of implementation the vision of a winning nation. The strategic objectives which aims to achieve this includes the identification and development of talented athletes through the implementation of a structured system, the improvement of the performances of athletes and coaches by providing them with access to a comprehensive range of support systems, the development of talented athletes by providing them with opportunities to participate and excel in domestic competitions, the development of elite athletes by providing them with opportunities to excel at international competitions and to acknowledge the achievements of individuals and teams within the South African sport and recreation sector through the establishment of a recognition system.

The authors of the NSRP have recognized the importance of sport to the nation and stated (NSRP 2013:30) stated that sport achievers have become known the world over; giving the country they represent an international visibility and reputation not attained in other areas of their social, political or economic life. Personal pride in the achievements of a national sporting team is a powerful incentive towards uniting the people of the country. The use of the national flag and the singing of the national anthem at international sports events instill pride and commitment as can be seen at the Olympic Games and other international events.

The NSRP has identified fourteen strategic enablers that will assist South Africa in becoming an active and winning nation. The strategic enablers are facilities, clubs, sport councils, athlete commission, coaches' commission, administrators and technical official commission, an academy system, sports houses, sport information

centre, education and training, volunteers, international relations, financial resources and sports broadcasting and sponsorships. The fourteen strategic objectives transverse all three spheres of government as well as different departments and also civil society. The key question is to successfully align all the spheres of government, the various departments and civil society to successfully implement the goals and objectives of the NSRP. The alignment of the budget processes as well as the successful adoption of the constitutional mandate of each entity must be carefully considered in determining the factors necessary for the successful implementation of the policy.

South Africa has been competing in the Olympic Games since 1904 (excluding 1964 to 1988 years due to its ban) and has been competing internationally in over 76 sporting codes and disciplines. South Africans have been involved at senior levels administratively and because of the prominence of South African sport, the country has been awarded many events. The NSRP is thus important for South Africa as it seeks the international visibility and prestige when it competes internationally in each and every sporting code and discipline.

A debate exists within literature as to the merits of sport and recreation and its benefits within society. Literature suggests that there are many factors to consider in determining why sport is important to society and in this case specifically to South Africa. To show the importance of sport to this country the researcher has focused on the aspects that he considers most pertinent with regard to the implementation of the NSRP. There are many different factors that may be considered but the factors outlined below are in the opinion of the researcher fundamental to assisting the enquiry into the importance of the NSRP. The research found the following factors to be important:

### **(a) Benefits of Sport and Recreation**

There is a debate within the sport literature about the tangible benefits of sport. Sport bodies and associations including the relevant sport departments within government are often called upon to demonstrate the tangible benefits of sport. Many of the benefits associated with sport and recreation are intangible. Benefits such as character building, health benefits, and principles of teamwork, discipline and self belief are difficult to quantify. This research will focus on the implementation of the NSRP and its belief that the successful implementation will lead to a better understanding and appreciation of the benefits of sport and recreation (Sport and Recreation South Africa, 2009: IV, The Case for Sport).

### **(b) Sport, Development and Peace**

The Sport for Development and Peace International Working Group (2008:9) noted in its report that the United Nations Inter-Agency Task Force on Sport for Development and Peace report and its conclusion that well designed sport-based initiatives are practical and cost-effective tools to achieve objectives in development and peace. Sport is seen as a powerful vehicle that should be increasingly considered by the UN as complementary to existing activities.

### **(c) Participation Levels in Physical Activities in South Africa**

A recreation study commissioned by the City of Cape Town released in January 2011 found that participation levels in physical activities in South Africa are currently very low. A large percentage of South Africans very rarely, if ever, participate in any kind of organized physical activity. Instead they prefer spending their leisure time listening to music, watching television or socializing with friends. The increase in sedentary lifestyles is particularly concerning in terms of its consequences for South Africa's future - its children (City of Cape Town Recreation Study 2011: 13). The

study was commissioned as the City of Cape Town views sport and recreation as a vital developmental tool to maximize social development through the provision of facilities and programmes (City of Cape Town Recreation Study 2011: 14).

#### **(d) Sport and Social Reconstruction**

Goslin (1996:208) noted that three main priorities regarding social reconstruction were identified by the previous apartheid government and were echoed in the 1993 Reconstruction and Development Plan. The priorities set were training, education and subsequently job creation, housing and health care. Because South Africa's problems are multidimensional, it became clear that any viable programmes to address these problems should be from a multidimensional perspective. Thus, sport and recreation, as basic human experiences, were identified and included as potential role players in the restructuring process. Burnett and Hollander (1999: 237) echoed the sentiments of Goslin when they stated that sport was prioritized and placed on the political agenda to be used to enhance national prestige and to serve ideological objectives.

#### **(e) Influence of Sport on Society**

The recognition of the influence of sport on society has become more prevalent in recent times with a number of important pronouncements in political speeches and the hosting of major sporting events that serve as catalysts for economic growth. Budget speeches and State of the Nation and State of the Province speeches were analysed to illustrate the influence of sport on society.

#### **(f) Sport as a global Tool**

The United Nations has recognized in a number of important announcements by its leading officials that sport and recreation has an important role to play in the achievement of its goals. The recognition of the significance of sport is important.

Sport has been shown to play a role in building social cohesion and nation building. By using sport it allows communities to collectively support teams from their community or country. The use of the national flag and the singing of the national anthem build social cohesion and the healing of communities are indicative of the role sport and recreation can play. The NSRP, as an annexure to the NDP, will play a pivotal role in galvanizing communities around the broad theme of sport and social inclusion.

David (2011) analysed the various UN initiatives and after examining the various roles the United Nations and the International Olympic Committee are playing, found that the physical, economic and social benefits of sport as well as the objective of the UN-IOC partnership in using sport as an instrument to promote development as well as the potential of sport as a means of reconciliation and improving the lives of victims of conflict is finally being recognized, while its use as a tool to promote development has largely been underestimated. Although there is universal acceptance that sport benefits participants, the use of sport as a tool to achieve social change is not without its critics.

Spaaij (2009: 1109) stated that the heralding of sport as a change agent has not gone unchallenged. He points out that there is an absence of “hard evidence” to demonstrate the perceived benefits that sport brings to a community. Many programmes are imposed by a top down approach without any engagement from the community. Anecdotal evidence must be replaced by evidence that can be verified.

Keim (2006: 97-106) recognised that the Millennium Development Goals and the Magglingen Conference in 2005 both affirmed sport as a beacon of hope for peace building and development efforts throughout the world. She concluded that if mechanisms are put in place, sport has the potential to contribute powerfully to a

better world. Keim noted that at various international fora sport has been recognized by organizations and governments for the role that sport can play in society.

Sport has become more prominent in the twentieth century due to a variety of factors. Countries compete with one another now in the sporting arena as an extension of twentieth century politics (Beacom and Levermore, 2008: 109). The Cold War between Russia and America meant that sport was also used as an ideological tool to show which system was best. This is still in evidence today when Olympic gold medalists are feted upon their return home to their respective countries. It is evident from the literature that a significant debate exists as to the benefits of sport and its use as a tool to achieve social objectives. The research will examine the debate and contribute to these debates.

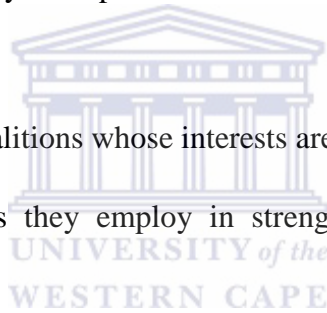
#### **(g) Implementation of the NSRP**

Policy implementation is a multifaceted concept, attempted at various levels and pursued in conjunction with the private sector, civil society and non-governmental organisations (NGO). In this partnership, strategy generation and planning are vital ingredients in the policy-implementation interface, and various implementation instruments have emerged such as planning, strategy generation, programme management, project management and various forms of public-private partnerships (Cloete & De Coning, 2011).

Various scholars have contributed to the theory of implementation. In South Africa, Brynard has been at the forefront of the study of implementation. It is to his scholarly works that the literature generally refers to. In the field of implementation, a particular body of knowledge exists on the available theoretical approaches to implementation. Within the theoretical approaches to implementation, the conceptual approach that this study will use is the 5-C protocol.

In analysing the NSRP, this thesis will be cognisant of the interlinked variables known as the 5-C protocol (Brynard, 2005). The 5-C protocol include the following variables:

1. The content of the policy itself – what it sets out to do, (i.e. goals) how directly it relates to the issue, how it aims to solve the perceived problem;
2. The nature of the institutional context- the corridor through which policy must travel, and by whose boundaries it is limited, in the process of implementation;
3. The commitment of those entrusted with carrying out the implementation at various levels to the goals, causal theory, and the methods of the policy;
4. The administrative capacity of implementers to carry out the changes desired of them;
5. The support of clients/ coalitions whose interests are enhanced or threatened by the policy, and the strategies they employ in strengthening or deflecting its implementation.



The study of the literature has found that a common theory on policy implementation still has to be constructed. The survey of public policy literature shows, however, that there is already a convergence as Brynard (2005) postulated on the critical explanatory variables identified by scholars of policy implementation. The literature on policy implementation is still relatively young. Most authors are in agreement that the policy implementation studies really took off in the 1960s in the United States and the 1970s in Europe. Authors from different disciplines started writing about policy implementation and started to define its meaning.

The first oft-quoted work is by Pressman and Wildavsky (1973) who surveyed the field and found a dearth of information. Over the last 40 years this drought of implementation literature has been lifted. Hill and Hupe (2002) aptly remarked that

“there is still some confusion about when implementation begins, where it ends, and how many types of implementation there are”. Early scholars of policy science saw implementation as merely an administrative choice that once policy had been legislated and the institutions mandated with administrative authority would happen of and by itself. Cloete and De Coning (2011: 136) make the important point that this has been debunked. In 1999 the then President Thabo Mbeki announced a formal policy of implementation in South Africa.

### **1.6 Research Methodology and Design**

This study followed a qualitative approach and applied assessment tools such as semi-structured interviews, focus group discussions and review of policy documents. The information gathered was used to gain a greater understanding of the dynamic factors relating to the implementation of the National Sport and Recreation Plan. The interviews and focus group discussions were conducted in the language of choice for the participant. The document analysis informed the development of the interview schedule.

The research methodology was based on the research design that followed a thematic approach. Within the body of knowledge as discussed in the literature review, various theoretical approaches were evident in public management and implementation. The specific research design in this study was based on the conceptual approach of the 5-C protocol, one of the theoretical approaches within the implementation theory. The research design therefore followed a quest for information of 5 specific themes only. During the course of the research it became evident that communication is as important as the other C's of the 5-C protocol. Following the literature the researcher has decided to review the importance of



communication as a possible 6<sup>th</sup> C. The importance of communication will be discussed in the discussion under the literature review.

In this study, the data gathered during individual interviews and focus group discussions was tape recorded with the permission of participants and each interview and focus group discussion was transcribed verbatim from tape recordings with due consideration to the research questions that informed the study. Transcripts were translated into English. Transcripts were read several times by the researcher to ensure that the researcher had a good understanding of the data collected. Transcripts were coded and analysed both during and after the data collection period (one after the other). After all interviews and focus group discussions and the coding of transcripts were completed, they were triangulated accordingly. The text in this study was coded or broken down, into manageable categories by placing words or phrases, which related to a specific idea or question on a variety of levels-word, word sense, phrase, sentence, or theme. Similar or related ideas were collected together in content categories and finally they were examined using content relational analysis.

### **1.7 Trustworthiness**

The terms credibility and trustworthiness substitute reliability and validity, when using qualitative research. Strategies for realising trustworthiness comprise triangulation, member checking and peer examination. Apart from research instruments triangulation took place between document analyses, interviews and focus group discussions. Using the same thought process, Creswell (2003) provided eight courses of action required for data verification. These are prolonged engagement and persistent observation, triangulation, rich thick description, external audits, negative case analysis, member checks, clarification of researcher bias and peer review or debriefing.

The researcher interviewed representatives from national, provincial and local government. Their responses were cross referenced with existing data and information to ensure the correctness and accuracy thereof. This assisted the researcher to reduce any systematic bias and enhanced the depth of the gathered data. Records were obtained from the authors of the NSRP to ensure that the intentions of the authors were understood and also correctly captured.

### **1.8 Overview of Chapters**

Chapter one gives the background of this study and examines the statement of the problem. It looks at the research objectives, which are to analyse the implementation of the NSRP in the Western Cape and to develop options for the improvement of the implementation of the NSRP in the Western Cape.

It also identifies the objectives of the research and gives an overview of the research methods used in the study. The research methods are all qualitative in nature and included semi-structured interviews, focus group discussions and a review of policy documents. The significance of the study was highlighted.

Chapter two focussed on the theoretical framework and literature review of this thesis and how it applies to the major theme of this thesis. The theoretical perspective concerning sport management and sport and development is provided in chapter two. The body of knowledge related to sport management and the benefits of sport has evolved over time and different conceptual approaches in the field show that sport science, sport management, sport nutrition, sport psychology and lately sport and development have grown rapidly over the last 20 years.

Chapter three focuses on the literature of implementation of policy. The theoretical basis for implementation in the public sector in South Africa is based on the evolvement of public administration, public management as well as public and

development management that also developed over time. In South Africa, the Mount Grace Conference of 1992 held in Magaliesburg in preparation for the political transition, is highly significant as the Mount Grace resolutions meant that the South African public service moved away not only from public administration to public management but also to recognise South Africa as a developmental state. Public and development management was therefore accepted as the major paradigm for the public service and this also has direct implications for implementation. In addition, the concept of ‘governance’ has become very important and has a direct bearing on implementation, emphasizing the relationship between state and civil society and the role of Government, in this instance, in the governance of sport.

Chapter four focuses on the methodology used in the research. The purpose of this chapter is to present in subsections the research design and methodology, followed by explaining the utilized research methods for collecting the qualitative data for this research. The process of data collection including the research design, the participants, the research process the data collection methods, the data analysis and validity of the information collected, is revealed and ethical considerations will be clarified. The chapter concludes with the description of the data processing and analysis.

Chapter five will present the findings and data analysis of this research. The purpose of this study was to explore the experiences of implementers of the National Sport and Recreation Plan. The National Sport and Recreation Plan make provision for a variety of delivery partners. Through the interview process, the researcher wanted to obtain the views of the different stakeholders. Data were collected by means of face-to-face interviews, and written input. The questions in the interview were guided by

the 5-C protocol (although communication was added as a possible 6<sup>th</sup>) as revealed by the literature review on the 5-C protocol.

Chapter six will focus on the conclusions and recommendations respectively. The study found that the Western Cape is aligned to the National Sport and Recreation Plan. There are areas where improvement is called for but by and large the objectives are of the NSRP are being attended to and achieved.

Chapter seven contains the key recommendations that a centrally located dedicated NSRP unit be established to champion the cause of the NSRP and that the Annual Performance Plans of the provincial governments reflect which section of the NSRP the indicators refer to, and furthermore the alignment between local, provincial and national government be established to foster the aims of the NSRP. The discussions of the above are discussed in detail in later chapters.

### **1.9 Limitations / Assumptions of the Study**

As the researcher is working within the field of study he had to ensure that objectivity remains in place. The researcher ensured that his objectivity was constantly reviewed through interaction with his supervisors and colleagues. The research also found that the recommendations relating to implementation of the NSRP was not applicable to all provinces as material conditions differ geographically. Limitations exist with respect to the extent to which the findings can be applied to other contexts as the research and findings are specific to the Western Cape and South Africa at the National level. Some variations therefore exist with respect to other provinces and other countries in Africa where the circumstances and conditions may differ. The reader should therefore be careful to apply the findings directly to other areas as findings may need to be adjusted to be relevant to local conditions.

## **CHAPTER TWO: THEORETICAL FRAMEWORK AND LITERATURE REVIEW**

### **2.1 Introduction**

A substantive amount of relevant literature exists within the context of sport and development as well as in the field of public sector implementation. However, given the fact that the literature may be limited in the area of implementation of sport plans specifically, different fields of literature will be reviewed. Different disciplines will be consulted which will enhance the study as different academic disciplines place different emphasis on similar data, research and terminology. The research departs from the point of view that there are advantages of different interpretations, subtleties and nuances within the various academic disciplines. The body of knowledge and the theoretical basis for this study is derived from sport management and related disciplines as well as the theory on public and development management. The theoretical perspectives concerning sport management and sport and development are provided in this whilst the theoretical perspective on implementation and the body of knowledge on implementation in the public sector as well as development is provided in Chapter three.

### **2.2 Theories**

Bloyce and Smith stated that it is reasonable to suppose that all policies can be viewed as involving the following overlapping and interrelated features: human action aimed at achieving certain objectives; human action aimed at resolving, or at least ameliorating an identified problem; and human action aimed at maintaining or modifying relationships within an existing organisation, between different organisations, or a human figuration of some other kind (Bloyce and Smith 2010:13).

The body of knowledge related to sport management and the benefits of sport has evolved over time and different conceptual approaches in this field have shown that sport science, sport management, sport nutrition, sport psychology and of late, sport and development have grown rapidly over the last twenty years. In South Africa the meaning of these concepts has been evolving. To assist the enquiry the researcher has for the purposes of this thesis accepted the following definitions:

**Sport:** The published White Paper on Sport and Recreation (2013) defines sport as follows:

“In a development context the definition of sport usually includes a broad and inclusive spectrum of activities in which people of all ages and abilities can participate, with an emphasis on the positive values of sport”. It further defines sport as physical exertion, rule bound, with elements of competition, external rewards, physically and mentally beneficial, contributes to social outcomes, and which has economic benefits, is casual or organised, and facility dependent. Examples are rugby, soccer, netball, swimming, and hockey. Sport is defined as any activity that requires a significant level of physical involvement in which participants engage in either structured or unstructured environments for the purpose of declaring a winner, though not solely so; or purely for relaxation, personal satisfaction, physical health, emotional growth and development. (Sport and Recreation South Africa, White Paper: Republic of South Africa, 2013)

The United Nations Inter-Agency Task Force on Sport for Development and Peace (2003) has defined sport for the purposes of development as “all forms of well-being and social interaction, such as play, recreation, organised or competitive sport and indigenous sports and games.”

The White Paper on Sport and Recreation (2013:14) accepted the Leisure and Recreation Association of South Africa (LARASA) definition of recreation which states that recreation is an essential service promoted through the public service for all citizens. It included services and programmes which an individual would voluntarily engage in during one's free time to achieve a satisfying experience. It further distinguishes between passive and active recreation. Passive recreation encompasses diverse experiences with the following characteristics; it is undertaken in leisure time, not rule bound, non-competitive and examples are knitting, bird watching, watching movies. Active recreation is a physical activity that is rule bound, somewhat flexible, competes against self or nature and can be mentally and physically beneficial. Examples are walking, hopscotch or skipping rope.

**Recreation:** Recreation is defined as a guided process of voluntary participation in any activity which contributes to the improvement of general health, well-being and the skills of both the individual and society (De Coning, 2014: 13)

Recreation encompasses leisure activities people undertake for enjoyment, to maintain and improve their health and well-being and restore and challenge their self-perception. Recreation activities can be active, involving participants in doing an activity or passive involving the participant in watching others involved in activity (City of Cape Town, 2008)

Sport and its various disciplines have evolved due to changing environments around the world. Sport and recreation was always seen as something that people did after work. Over the last thirty to forty years sport has become a full time occupation with rich rewards for those who make it to the top.

Recreation has also rightfully become a more active pursuit. With the emphasis on leisure and a healthy lifestyle more people have turned to recreation. People do not necessarily want to compete but they wish to be active and stay healthy.

**Sport and Development:** This concept should not be confused with either ‘sport development’ or sport for development’ as it focuses on the full spectrum of development impacts that sport and recreation have on individuals and communities in terms of a broad range of development or socio-economic benefits. (De Coning, 2014: 14)

**Sport Management:** Approaches to sport that focuses on the management of sport in organisations, of events and initiatives as well as sport in corporate or social responsibility environments. In a public sector context sport management also includes areas such as the governance of the sport sector through inter alia sport policy and legislation, strategy, plans, monitoring and evaluation and regulation. (De Coning, 2014: 14)

**Sport Science** is defined as an academic discipline that approaches sport as a scientific subject. In some countries this includes all scientific aspects whilst in others the association is often with sport science in terms of high performance sport and the improvement of health, fitness and other aspects to improve competitiveness. (De Coning, 2014:14). The White Paper on Sport and Recreation has defined sports science as a discipline that studies the application of scientific principles and techniques with the aim of improving sporting performance. It is referred to in a holistic way to include different disciplines such as biokinetics, sports psychology, sports nutrition, sports optometry, sports dentistry, sports physiotherapy, technical



development aids, life skills and any other matters connected to the above-mentioned support services.

### **2.2.1 Definition of Functionalism**

Functionalism represents a holistic approach to the study of society in particular, and also to social systems in general. Individualistic functionalism argued that social institutions and cultural values are functional responses to the needs of individuals. Interpersonal functionalism emphasizes interpersonal interactions. Societal functionalism refers to practices that satisfy the needs of the social system. Structural functionalism incorporates elements of individualistic functionalism, interpersonal functionalism and societal functionalism (Loy & Booth, 2000). According to Vogler and Schwartz (1993) structural functionalism maintained that society consists of interrelated and interdependent institutions each of which has a function in maintaining social stability. Sport is included amongst these institutions (Vogler & Schwartz, 1993:9). The National Sport and Recreation Plan is arguably an example of structural functionalism.

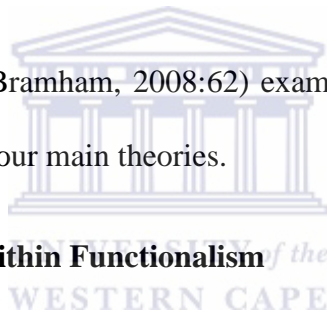
Coalter (2007:8) stated that the history of public policy for sport in the United Kingdom (and elsewhere) has been characterised by an essential duality. Government involvement and investment have been characterised by the dual purposes of extending social rights of citizenship while also emphasising a range of wider social benefits presumed to be associated with participation in sport.

The National Sport and Recreation Plan also introduced notions of duality within it. In order to be a winning nation South Africa must become an active nation. Support to sport councils and confederations and federations is predicated upon good corporate governance. Good corporate governance implies regular elections, good

financial management and sound governance practices. The duality of rights and duties is consistent with the sociologist's notion of functionalism.

Tomlinson (2010:203) defined functionalism as “A theoretical framework in sociology that draws upon an organic analogy to explain the role and place of different elements of the overall society and their contribution to the general workings of society. It is also known as structural functionalism. The approach recognises that one part (an institution or a social group) of a society with no direct connection to many other parts of society can nevertheless be seen as contributing to the overall structural stability of the society; its existence is functional to the workings of the overall structure.”

Hylton and Totten (Hylton and Bramham, 2008:62) examined the sociological role of sport and stated that there are four main theories.



### **2.2.2 Theoretical Approaches within Functionalism**

The functionalist theory maintained that society is based on broad agreement (consensus). This consensus reflects a balance between different interests. The social system regulates the smooth flow of plural interests. Giddens (1989: 696, 706, Stressor and Randall 1981: 133, Graaf 2001: 144) stated that structural functionalism is about how society in its various parts cling together in a state of equilibrium. The theory tries to show why various groups in society are not in perpetual conflict or why the social system does not descend into complete chaos. The theory used an analogy of the human body to analyse the society. Just as the human body is made up of different parts with different functions and they all need to function together properly and contribute to the bigger whole, so is the society. Loy and Booth (2000:8-27) stated that a number of typologies of the forms of functionalism, ranging

from the simple to complex, are found in the sociological literature. After tracing the roots of functionalism back to the nineteenth century of the work of Auguste Comte, Loy and Booth stated that different types of typologies of the forms of functionalism exist. They cite Abrahamson (1978) who distinguished between three forms of functionalism. The first was individualistic functionalism (according to Loy and Booth 2008:8) which argued that social institutions and cultural values are functional responses to the needs of individuals whether those are psychological or biological.

The second type of functionalism was interpersonal functionalism. According to Loy and Booth (2008:8) this framework was expounded by A.R. Radcliffe- Brown and emphasised interpersonal interactions. He identified a host of interpersonal practices, such as joking, gift-giving and avoidance as strain accommodating mechanisms. These mechanisms were later called “functional equivalents and viewed as solutions for minimising inherent social strains and functioned to connect individuals into an integrated whole”.

The third type is societal functionalism. Durkheim was the first proponent of this perspective according to Loy and Booth (2008:9). He used the term function to refer to practices that satisfy the needs of the social system. Most social systems punish crimes because collective sentiments ‘cause’ the system to act in this way.

According to the Oxford Dictionary functionalism was highly influential in mid 20<sup>th</sup> century social science (which is echoed by Loy and Booth) and functionalist sociologists of sport were prominent in the USA and in the Soviet Union, where the inherent conservatism of the functionalist framework clearly served as the ideology of the dominant interests in those societies. The above theory is the sociological theory. The sociological theory is one of the theories that this thesis is built upon.

The other theory is built around the planning and implementation theory which has its roots in the public sector context in public administration.

According to the Neo-Marxist theory, society is based on coercion and consensus. Social relations are dominated by power struggles where the economically and politically powerful attempt to lead, and protect their dominance. People either consent to these arrangements or resist them. Feminist theory believed that society is based on male dominance or patriarchy. Social relations exist within a gender order. Masculine values dominate society. Traditional femininity prescribes a subservient role for women. The Postmodernist sees society as fragmented and diverse. There is no universal truth, only individuals and different interpretations of reality. The only certainty is uncertainty. Society is in a perpetual state of change and flux. Traditional structure and order are things of the past.

The Neo-Marxist theory has similar roots to the conflict theory. This theory, which contradicts functionalism, focuses on the social forces producing instability, disruption, disorganisation, and conflict. Karl Marx cited in Vogler and Schwartz (1993:7) stated that social conflict exists as a struggle between social classes over property and production. Those with power and authority attempt to maintain the status quo, while those without attempt to initiate change.

It is arguable that during apartheid that a Neo-Marxist society existed in which one grouping was dominant. Some of the communities appear to have a masculine value set but the Constitution of South Africa espouses equality which is enshrined in the Bill of Rights. In South Africa the various theories came into play in the country's political history and also affected its sport and sport structures. South Africa has actively sought negotiations since the early 1990s as witnessed by the Codesa

discussions. The discussions around sport over the years took various theoretical approaches into consideration. It has been vital to look at sociological theories and sport to get an understanding of the country's sport history.

### **2.2.3 Theories and Sport**

Hylton and Totten continue their discourse by analysing the various theories against the widely held views of sport. According to the functionalist theory sport is greatly valued, as it has many positive benefits. It contributes to the smooth running of the social system. It acts as a “cultural glue” which helps to hold society together. The Neo-Marxist believed that sport can liberate or constrain. It largely served the interests of dominant groups and institutions. But it could also act as a site for resistance or change by subordinate groups or individuals. Feminist theory maintained that sport reinforces patriarchy and traditional masculine and feminine values. It promoted masculine values over feminine, but it can also act as a site for women, or men to challenge these traditional values. According to the Postmodernist theory sport is a paradox. It can be highly significant to individual self-image and lifestyle, but it is ultimately superficial. It can be highly symbolic of society, but it is ultimately unreal. It is in this sense “hyper-real.”

In the postmodernist sense sport can indeed be a paradox. Sport is seen by many as a possible escape from poverty from the difficult socio-economic situation they find themselves in. Sport is often used by people as an escape from their real world of abject poverty or abuse (Putnam 2000). By participating in sport and belonging to a club a sense of belonging can be inculcated within youth or young adults.

The cultural glue effect has been accepted by many authors. It is believed that sport builds social cohesion. Coalter (2007:15) refers to Putnam's (1993, 2000) concepts

of social capital. By having communities bond together whether it is in clubs, leagues or activities, communities then build bonds that will keep them together and act as the cultural glue. Chikwanda (2014:33) noted that *“Structural functionalists would say that sports serve important functions in our society. In fact, a sports team is a microcosm of the broader society, where everybody learns their roles and contributes to the broader running of the system (winning games)”*.

Both Coalter and Chikwanda wrote about the positive benefits of sport. Both scholars acknowledged the importance of sport in society and the benefits that accrues to individuals and society as a whole. Graaf (2001:38-39) noted that Durkheim, one of the main contributors to the functionalist theory outlined three key characteristics of the theory. Durkheim stated that individuals are always part of a wider and broader social system and that society exists out there, independently of its members, but exerts considerable moral influence over them and depending on their composite make up, different individuals emerges from society depending on who influences them.

The author submits that in South Africa prior to 1990 a Neo-Marxist theoretical viewpoint of sport was followed. Sport was seen as a site of struggle and many authors refer to the ANC leaders’ realisation that sport was important to the dominant grouping in South Africa at that time. *“Before arriving on Robben Island, Nelson Mandela was hardly a keen soccer fan, but he became increasingly interested in what the game meant to the men in prison. Over time he realised the unifying nature of sport. He became acutely aware, through smuggled information, just how much sport-obsessed Afrikaners were wounded by a succession of sport boycotts that effectively isolated South Africa from the rest of the world”*(Korr and Close, 2008: xii). It is noteworthy that the modern day political hierarchy also sees the value in

sport and uses it as a tool in a number of instances such as tourism or as an economic catalyst.

Looking through the functionalist lens at South African sport it is evident that sport indeed can reinforce values of patriarchy and traditional masculinity. The fact that the top three codes in South Africa are rugby, cricket and football indicates a real bias towards male dominated sport. Sport has, however, also served as a lever to overcome these barriers. Women have started playing rugby, football and cricket. The government has started to set aside funding to promote traditional women sport such as netball and hockey. The recently established netball professional league can be seen as an example of this. This is consistent with the Marxist view of sport playing a significant role in society.

In 2011 the National Sport and Recreation Indaba was held in Pretoria. The Indaba discussed sport from different theoretical and practical viewpoints and brought about a wide consensus amongst the various role players within society resulting in South Africa's first Sport and Recreation Plan in 2011. The Sport and Recreation Plan highlighted a focus on an active and winning nation through sport and recreation in South Africa. The Indaba recognised the benefits of sport and recreation and reinforced those benefits within the Declaration that was adopted.

The history of sport in South Africa is a complex one. Sport was used by the dominant social groups of the day to show superiority and to also show the world that South Africa was a competitive nation and could compete against any nation regardless of size. The various theories that have been described above all influenced the formulation of the NSRP. Sport has always been used in South Africa to promote and encourage different political ideals. Allen (2015:25) stated that at the height of

its imperial heyday Britain had developed an obsession for sport-an obsession that encompassed all parts of its society- both at home and abroad. In the early part of the previous century in the 1900s South Africa formed teams to compete against other nations to show its nation status. South Africa started to compete in the Olympic Games.

In the mid 1960's the international community used sport as a sanction against South Africa. South Africa was banned from most major international events and this troubled South Africans greatly. In the struggle against apartheid sport was used as a weapon by the oppressed people of South Africa in its fight against the apartheid regime. The sport arena was seen as an important site of struggle and was an important negotiating tool. In the democratic era the new government has used sport as a tool to mobilise the broader community and to build patriotism and nationalism. Pillay et al (2009:4) state that South Africa's hosting and winning of the 1995 Rugby World Cup is generally accepted to have had a cohesive effect on identity and a positive impact on the image of the country.

The various theories ranging from the functionalist theory to the neo-marxist theories have played a role in formulating the NSRP. The authors of the NSRP have infused the underlying theories and conceptual approaches such as a focus on the developmental aspects of sport in the NSRP. In the description on a winning nation (NSRP:30) the NSRP has recognised that sports achievers have become known the world over, giving the country they represent an international visibility and reputation not attained in other areas of their social, political or economic life. This view is consistent with the theories of Marx as alluded to above. Society wishes to be recognised and the social development of the country is infused with socio-economic and political relations, interdependencies and power imbalances. Rigauer noted that



the socialist and communist movements had developed a keen interest in sport in the second half of the twentieth century.

Sport has in South Africa become an important facet of life within society as it touches on all segments of the community. Sport is promoted as a means of community building thus linking personal individual interactions with communities as described by Loy and Booth. Sport has instilled loyalty and pride within the country after the South African government consciously decided to host events such as the various World Cups in cricket, football and rugby and other major international events. The various theories have thus infused itself within the social fabric of sport within South Africa. The genesis of the NSRP can be traced back to the underlying theory that encourage and promotes active and winning communities.

The strands of the various theories have been knitted together to form the NSRP. To assist in implementation it is important to consider what factors will be relevant to enable role players and key stakeholders to implement the goals and objectives of the NSRP. Variables may include factors such as the difference between top-down or bottom up perspectives, differing issues within the environment or education arena, the different political systems that may be operative within a country and whether the country is industrialised or developing. The enquiry to determine an understanding of the factors necessary to ensure successful implementation will require an examination of the content of the policy, the nature of the institutional context through which the policy must travel, the commitment of those entrusted with carrying out the implementation, the administrative capacity of the implementers and an analysis of the support of clients/ coalitions whose interest are enhanced or threatened by the policy. The variables referred to above are commonly known as the

5-C protocol. The 5-C protocol will be used as a tool to assist in the enquiry into the factors necessary for the successful implementation of the NSRP.

The theories described above have influenced the content of the NSRP. The first variable of the 5-C protocol will examine whether the goals of the policy directly relate to the issue and how it aims to solve the perceived problem. The nature of the institutional context will examine the context of the social, economic, political and legal realities of the system. The second c (of context) will thus place in perspective the power relations, socio-economic and power imbalances described earlier. The legislative and constitutional imperatives are thus weighed against the factors necessary for the successful implementation. The third c in the 5-C protocol is commitment. The commitment relates to the commitment of all those entrusted with implementing the goals and objectives of the NSRP. The third C thus relates to structural functionalism as it incorporates elements of individualistic functionalism, interpersonal functionalism and societal functionalism. Structural functionalism maintains that society consists of interrelated and interdependent institutions each of which has a function in maintaining social stability. The fourth c relates to capacity. Capacity may be both tangible and intangible resources. Tangible resources may include human, financial, material, logistical and other aspects that can be seen. Intangible resources refer to the political, administrative, economic, leadership, cultural and social environment that must be sympathetic or conducive to successful implementation (Grindle and Hildebrand, 1995: 446). Capacity examines tangible and intangible aspects of the NSRP. The leadership from government and its capacity to deliver will be important. The capacity of civil society is also important and must be examined. The fifth c will examine the support of clients and coalitions. Many groups have entrenched positions that have been the status quo for many years. The

implementation of the NSRP may lead to coalitions or groups losing power or influence. It is thus important to garner the support of clients and coalitions and also to understand the strategies they are employing in strengthening or deflecting its implementation. The sixth c which is proposed is that of communication. Communication is an important value. The public needs to be informed about sport and recreation. The broader public must be informed about access to sport and recreation facilities, programmes and activities. The broader public must be informed about the content, context, commitment, capacity and support of clients and coalitions. Once information is transmitted then the public will be in a better position to make use of the NSRP.

## **2.3 Benefits of Sport and Recreation**

### **2.3.1 Background of Sport**

Sport has been played around the world in various forms since ancient times. Harris (2007:3) traces sport competitions back to around 750BC when the Greeks started writing about sport in their poems and other literature. The first recorded Olympic Games held in Greece were traced back to 776BC which was staged in Olympia.

The Olympic Games continued to flourish and then for various reasons unknown to history stopped being arranged. A Frenchman, Coubertin, drew on classic traditions to envision the modern Olympics as a tool for peace and understanding. Coubertin's vision for the Olympic Games is also grounded in the values evident in the British public schools (Green 2008:129). The first modern Olympic Games took place in Athens in 1896.

Green (2008:129) stated that it was believed that sport changed boys into civilised gentlemen embodying the ideals of unselfishness, fearlessness, teamwork and self

respect. Coubertin believed that sport can be used as a vehicle for social and personal change. Sport could serve three objectives i.e. to develop aesthetic appreciation through participant's experience of the body during sport, to use sport as a tool with which to establish peace and cross national understanding; and to teach participants to strive for and to respect excellence wherever it occurred. Britain was responsible for the spread of many sporting codes. Britain codified the rules of various sporting codes and implemented sport in the colonies that it conquered.

At the turn of this century the United Nations has seen sport as a significant component of the development goals of the United Nations and in particular the Millennium Development Goals and more recently the Sustainable Development Goals. The United Nations is partnering with non- governmental organisations at local, national and international levels to organise and promote development, health, human rights and peace through sporting events (Green, 2007:129).

### **2.3.2 Latest Development Globally**

There is a debate within the sport literature about the tangible benefits of sport. Sport bodies and associations including the relevant sport departments within government are often called upon to demonstrate the tangible benefits of sport. Many of the benefits associated with sport and recreation are intangible. Benefits such as character building, health benefits, and the principles of teamwork, discipline and self-belief are difficult to quantify. This research focussed on the implementation of the NSRP and its belief that the successful implementation of the NSRP will lead to a better understanding and appreciation of the benefits of sport and recreation (Sport and Recreation South Africa, Case for Sport, 2009: IV)

According to the Case for Sport (Sport and Recreation South Africa: 2009: IV) sport is a global phenomenon and an integral component of modern society. It teaches values and discipline and has the capacity to touch the lives of all people, regardless of gender, age, language, economic and social status, geographic location or cultural difference. Sport possesses an unsurpassed ability to reach broad sectors of populations, including marginalised groups, and affording them access to participation and a share in the wider sport community. Sport is a significant part of any nation's leisure time, health, economy and education. Those directly involved benefit from a significantly enhanced quality of life. The physical activities engaged in, how they are integrated, into community life, the values expressed through them and how they are celebrated help define individuals, groups, communities, and a nation.

The Sport for Development and Peace International Working Group (SDPIWG) in its report (2008:3-21) stated categorically that there is no doubt that sport has historically played an important and diverse role in virtually every society. The report found that sport has unique attributes that enables it to be used in development and peace. They noted that sports universal popularity allows people in all communities and nations to be attracted to sport whether as players, athletes, spectators or volunteers. Everyone can play or participate in some recreational activity (2008:1).

The SDPIWG further noted sports ability to connect people and communities. During the Football World Cup 2010 held in South Africa, many people supported Ghana after South Africa was eliminated. The connection to our African brothers then was stronger than ever before. Extensive networks have been created that span across class, religion, race, gender and creed. By reinforcing the values of the

community during events, social capital is built. The SDPIWG Report further stated that sport has a communications platform that has a far reaching ability that surpasses many other platforms. By using sport more effectively, messaging is possible.

Sport's cross cutting nature allows sport to be used as a tool for many activities. Sport can be used in the health, education, youth and marginalised group activities as it can fit in anywhere. According to the Second Report on the Implementation of South Africa's African Peer Review Mechanism Programme of Action (2010:63) the hosting of the 2010 Football World Cup was supportive of the infrastructure objectives of government as defined in the country's developmental agenda. Sport's potential to empower, motivate and inspire can be used by all communities to showcase its talents and to inspire and motivate. Presidents and royal representatives and leaders attend the major events of sport across the globe. Sport persons are used across the globe as role models to highlight various causes.

The unique attributes of sport is well documented in literature. The Case for Sport as well as the Harnessing the Power of Sport for Development and Peace Report (2008) has succinctly set out the benefits of sport.

Edginton and Chen (2008:14) stated that leisure plays an increasingly important role in the lives of individuals, communities and societies. Leisure provides an opportunity for individuals to gain individual satisfaction. Leisure is directed at the individual's social, physical, intellectual, spiritual and psychological well-being. People seek joy and happiness in their lives.

The Sport for Development and Peace International Working Group (2008:9) noted the United Nations Inter-Agency Task Force on Sport for Development and Peace report and its conclusion that well designed sport-based initiatives are practical and

cost-effective tools to achieve objectives in development and peace. Sport is a powerful vehicle that should be increasingly considered by the UN as complementary to existing activities.

It is Keim's view (2009:84), after analyzing the vision of Coubertin as well as the vision of Nelson Mandela that sport has a potential to make an impact on communities in many areas and can serve as an activation and training tool and as a means of fostering sportsmanship, friendship and citizenship. Sport can also be used as a means for social inclusion of marginalized groups such as women and persons with disabilities. Specific programmes and activities can be used to assist marginalised groups which will allow these groups to have their dignity restored and to empower them.

Keim further noted that sport can be used as a means for empowerment and personal development, as a means for crime prevention and as a means for social transformation and reconstruction. These are varied aims which sport in its totality can speak to. Keim concluded that sport can be used as a means to improve infrastructure, to improve integration and as a means for peace building and democracy.

According to the Sport for Development and Peace International Working Group (SDPIWG: 2008), sport is seen to have the most benefits in individual development, health promotion and disease prevention, promotion of gender inequality, social integration and the development of social capital, peace building and conflict prevention/ resolution, post disaster/ trauma relief and normalisation of life, economic development, communication and social mobilisation.

The United Nations has recognized in a number of important pronouncements by its leading officials that sport has an important role to play in the achievement of its goals. “Sport is increasingly recognized as an important tool in helping the United Nations (UN) achieve its objectives, in particular the Millennium Development Goals. By including sport in development and peace programmes in a more systematic way, the United Nations can make full use of this cost efficient tool to help us create a better world.” (Moon, 2013)

The Addis Ababa Declaration of the 1st session of the African Union Conference of Ministers of Sport in June 2007 recognized the role of sport as a vehicle for the promotion of integration, solidarity, peace, healthy lifestyles and socio-economic development and called for the prioritization of sport in education curricula at all levels (retrieved from [www.africanunion.org.za](http://www.africanunion.org.za), 2013).

David (2011:9) analysed the various UN initiatives and after examining the various roles the United Nations and the International Olympic Committee are playing, found that the physical, economic and social benefits of sport as well as the objective of the UN-IOC partnership in using sport as an instrument to promote development and the potential of sport as a means of reconciliation and improving the lives of victims of conflict is finally being recognized, while its use as a tool to promote development has largely been underestimated. The United Nations Office on Sport for Development and Peace in its emphasis on the value of sport, stated that “Sport can no longer be considered a luxury within any society but is rather an important investment in the present and the future particularly in developing countries” (David, 2011:11).



De Coning (2014) found that strong evidence existed that sport and recreation makes a substantive and significant contribution to the socio-economic development of the Western Cape Province. De Coning found that sport contributed in excess of R8.8 billion to the Western Cape during 2012. The study concluded that sport and recreation have a major impact on social development and impacts positively on health, education, human and social capital, and especially the youth.

The UN Inter-Agency Task Force on Sport for Development and Peace Report (2003) noted that sport can be a significant economic force, providing employment and contributing to local development. In South Africa, the SRSA Case for Sport (2009) agreed with this contention. Venter (2014) argued in a high level economic analysis that the sport industry in the Western Cape Province contributes directly and indirectly to 61 000 jobs per annum. Venter used 2% as the most appropriate economic multiplier and concluded that sport contributed in excess of R8.8 billion to the Western Cape gross domestic product.

Morandi (2009:299-300) commented on the fact that more and more state legislatures in the United States of America are willing to act to promote physical activity due to research that demonstrate the increasing costs of public health associated with physically inactive children and adults, and the public health benefits that can be gained through specific policy interventions.

### **2.3.3 Criticism of the Benefits of Sport and Recreation**

Although there is universal acceptance that sport benefits participants, the use of sport as a tool to achieve social change is not without its critics. Spaaij (2009) stated that *“this heralding of sport as an agent of personal and social change has, of course, not gone unchallenged. It has become commonplace to point to the absence*

*of 'hard' evidence needed to test; whether and how sport programmes actually work, to criticize the shortcomings of 'anecdotal evidence', and to stress the need for better monitoring and evaluation of sport-for development programmes. Aside from methodological considerations, there is a danger that social development through sport is imposed on disadvantaged communities in a top down manner, lacking community engagement and shared ownership". (Spaaij, 2009:1109)*

Other authors like Ley and Rato Barrio (2010) stated that *"the use of movement, games and sport is getting more and more frequent in co-operation for development. Most of the declarations about sport, from the UN bodies, from politicians or from NGO's working in that field, and the conclusions of drivers of international conferences about sport in cooperation for development, coincide proclaiming that sport is an extraordinary and especially efficient tool in cooperation for development"*.



Beacom and Levermore (2008:109) stated that *"the increasing prominence of sport in the public policy agenda of advanced industrial countries is a characteristic of the late twentieth century politics. The prominence and heightened expectations of capacity to deliver have not been matched by a systematic analysis of the dynamics of international policy as it relates to sport-in-development agenda"*. Beacom and Levermore further stated that *"despite widespread promotion of sport to further development from specialist development agencies, such as the United Nations and World Health Organisation (WHO), the same enthusiasm is not repeated regularly by many traditional/ mainstream development agencies (Beacom and Levermore 2009:109).*

Levermore (2008:183-190) further maintained that the literature that does exist, is mainly practitioner led and is largely descriptive, and unrelated to many of the evaluation techniques employed by development agencies. In the vacuum created, a dominant impression is often conveyed which implied that the increased use of sport to assist development is an overwhelmingly constructive one. Levermore stated that clearly a potential exists for sport to be used as a new engine in advancing various dimensions of development, something grasped by a growing number of policy makers. However, more evaluation is required to determine the exact nature of its potential. He concluded that *“the use of sport for developmental purposes should be considered in a more nuanced manner, and evaluated relative to other engines of development. For this to happen, a balanced appraisal, of the potential value of sport in its contribution to the development process is required”*. (Levermore, 2008:189)

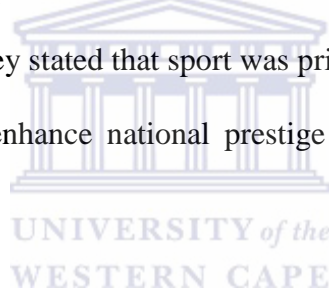
Stewart-Withers and Brook (2009) also found that the development literature has largely ignored the relationship between development and sport. The two authors refer to Levermore’s findings that found that sport is seen as a by-product of development and not as an engine. Using sport as a means of achieving development of goals appears to have occurred in an ad-hoc, informal and isolated fashion.

Coalter (2010:311) in commenting on Levermore’s nuanced approach proposed that rather than seeking simply to assert sport’s almost magical properties, what is required is a developmental approach based on the de-reification of sport and a concentration on understanding the social processes and mechanisms that might lead to desired outcomes for some participants or some organizations in certain circumstances.

## **2.4 South Africa**

### **2.4.1 Sport and Social Reconstruction**

Goslin (1996:208) noted that three main priorities regarding social reconstruction were identified by the previous apartheid government and were echoed in the 1993 Reconstruction and Development Plan. The priorities set were training, education and subsequently job creation, housing and health care. Because South Africa's problems are multidimensional, it became clear that any viable programmes to address these problems should be from a multidimensional perspective. Thus, sport and recreation, as basic human experiences, were identified and included as potential role players in the restructuring process. Burnett and Hollander (1999: 237) echoed the sentiments of Goslin when they stated that sport was prioritized and placed on the political agenda to be used to enhance national prestige and to serve ideological objectives.



Goslin (1996:208) stated that traditionally sport was governed and administered in South Africa under a dichotomous system. It was comprised of an establishment (white) side and a non-establishment (black) side. The establishment side had strong links with the apartheid government and had access to sophisticated training methods and opportunities as well as modern facilities. The non-establishment side, to a great extent, was restricted to make-shift facilities and had virtually no training opportunities. Due to political differences, links with government did exist but were not supported in practice by sport bodies. This resulted in disparities in the provision of and access to sport facilities and opportunities. Political change in South Africa demanded unity in sport and created new structures and links with government.

The NSRP seeks to remedy the above situation. Goslin stated that due to the policy of apartheid, resources were allocated to certain communities and denied to others. This has now meant that many facilities are in fact far from the communities that need it most. Sport bodies and government must work closely together. There should not be a disjuncture as the sport policy must be consistent with the overall strategy of the country.


Burnett and Hollander (1999: 237) stated that after the transition of the government in South Africa in April 1994, the ruling party identified human and resource development of the historically disadvantaged, predominantly black communities as a national priority. The Reconstruction and Development (RDP) programme recognised the provision of sport and recreational opportunities for the poor as an important component of the country's overall development strategy. The RDP sought to improve allocation of resources to the politically disadvantaged communities created under apartheid.

Boshoff (1997:69) echoed the sentiments of Goslin, Burnett and Hollander. Boshoff stated that the significance of sport as a social institution was recognised by the African National Congress through its incorporation into the party's Reconstruction and Development Programme, an economic programme designed to improve the socioeconomic conditions of underprivileged communities. Boshoff (1997:72) stated that the role of sport administrators were fundamentally important in the South African context, as it would be their task to ensure that the "development programmes" of the sports federation do not remain token exercises, but become accessible to the majority within communities." Boshoff went on to lay a challenge to sport administrators. Sport administrators, he believed, should be community activists, challenging and engaging local government and regional sport

organisations with regards to the provision of facilities and the organisation of sports events.

Merrett (2005:8) stated that the symbiotic relationship between government and establishment sport bodies was based on the former's evocation of custom and tradition and the latter's fear of legislation. Establishment bodies throughout apartheid were rarely more than standard bearers of government policy, lacking any vision of a broader role in society. It is precisely this very role that the NSRP now seeks to address. Sport must be incorporated within the broader spectrum of society and its objectives. Merrett stated that most establishment sport bodies simply echoed government policy without understanding that it had a broader role to play in society.

Travill, Keim, Van Reusel and Auweele (2014:54) also saw sport as part of social reconstruction. They stated:



*Increasingly, sport is seen as a global culture or common language, marked by flexible practices throughout all nations, societies and ideologies. However it is also a locally connected and grounded social phenomenon. It exists because of the initiative and support of local people in participating and organising roles. The success of sport as a lever for development depends on local resources in the public, private and civil sectors.*

The Sunday Times Twenty Years of Democracy supplement (27 April 2014) reported that the period between 25 May 1995 and 4 August 1996 was probably South Africa's golden sports period. It started at Newlands Rugby Stadium when Pieter Hendricks rounded David Campese to score the first try and ended with Josiah Thugwane becoming the first black South African to win a gold medal at the Atlanta

Olympic Games. He won the marathon. It built social cohesion and fostered social capital.

#### **2.4.2 Sport and Social Capital**

Agosin and Bloom (2003:69) defined social capital as:

*The concept of social capital broadens human capital's focus on individuals to explore the importance of relationships among individuals. More specifically, social capital refers to the premise that networks between citizens have social value. "Specific benefits", according to Robert Putnam, "flow from the trust, reciprocity, information, and cooperation associated with social networks. In a civil society, citizens participate in their communities and work together to solve social problems and provide public goods. By contrast, in an un-civic society, citizens lack the trust in others that characterises a cohesive community. Such lack of trust leads them to focus on the pursuit of individual goals, which tends to prevent them from exploiting the many natural benefits of collective action.*

De Coning (2014) found in his research on the contribution of sport and recreation to the Western Cape Province that sport and recreation makes a substantive contribution to building social and human capital and by increasing resilience of communities through community mobilisation and organisation. De Coning found that social capital development has improved the psycho-social behaviour of children such as through after school programmes run by the Department of Cultural Affairs and Sport and has improved trust, social relationships, learner's confidence and social collaboration.

Social capital is very important in South Africa. In a society that was and arguably still is, as divided as South Africa, it is important to build social capital. By using sport, people have an opportunity to break barriers and be part of a broader community than only their own. It allows a network to develop that provides an opportunity for people to engage outside of their immediate community thus broadening their experience.

### **2.4.3 Participation levels in Physical Activities in South Africa**

The National Sport and Recreation Plan envisage fifty percent of the population participating in sport and recreation activities. As South Africa is an outdoor country with good weather one would assume that participation levels are quite high. It appears, however, that this is not so.

A recreation study commissioned by the City of Cape Town and released in January 2011 found that participatory levels in physical activities in South Africa are currently very low. A large percentage of South Africans very rarely, if ever, participate in any kind of organized physical activity. Instead they prefer spending their leisure time listening to music, watching television or socializing with friends. The increase in sedentary lifestyles is particularly concerning in terms of its consequences for South Africa's future - its children (City of Cape Town Recreation Study 2011:13). The study was commissioned as the City of Cape Town views sport and recreation as a vital developmental tool to maximize social development through the provision of facilities and programmers (City of Cape Town Recreation Study 2011:14).

De Coning (2014) in a study commissioned by the Western Cape Department of Cultural Affairs and Sport found that participation rates of learners in physical



activity in sport and recreation at school in the Western Cape Province was very low and the worst in the country in 2008 but that against this low base, massification programmes in the Province have shown substantial impact.

Jackson in a historical overview in Hylton and Bramham (2008: 29) remarked that one crucial landmark during the 1960's was the findings reported in the Wolfenden Committee Report (1960) in terms of sport development for children and young people. The so-called 'Wolfenden gap' identified that one major reason for declining sport participation levels among young people was the result of weak and often non-existent links between school sport and local clubs.

The Case for Sport (SRSA, 2009:34) reiterated the above statements. In general the SRSA Case for Sport found that low levels of sport participation occur in developing countries, measured in terms of the number of affiliated members to number of inhabitants. The ratio in the developing countries is in the range of 0,01% to 1% of the population, compared with the 20-25% of the population affiliated to sports federations in European countries.

The reasons for the low level of activities according to the Case for Sport (Sport and Recreation South Africa, 2009:34) appear to have been that little or no activities related to physical education at school level were scheduled and that there was a shortage of sport teachers compared to the number of pupils on average in the countries surveyed. The lack of sporting equipment and the fact that there was no vocational training to upgrade the training of sport teachers at secondary schools was also important critical factors.

An independent company, BMI, in 2007, released its report on levels of participation (Sport and Recreation South Africa 2009:36-46). The BMI report showed that male participants accounted for close to sixty percent of those active in sport and recreation. White males accounted for 56 percent of the total participants. Females accounted for 43% of the participation numbers. Racially there appears to be a slight skew in favour of black males while black females account for fifty percent.

Maralack (2014:125) noted that popularity of sports in South Africa crosses the formal/ informal barrier. Prominent formal codes such as football, road running, netball and swimming, are challenged by less formal types such as exercise walking, gym exercising and aerobics. The less formal sports activities are activities for recreation and sports club membership is generally not required, although gym membership is likely to be necessary. Participation rates are however still affected by race and increasingly by socio-economic status.

Maralack suggested that findings also revealed that there may be other barriers besides costs. Cape Town surveys of participation and membership to sport clubs showed that fewer Cape Town residents, irrespective of race and socio economic status belonged to sport clubs or teams than those that belong to gyms which are traditionally more expensive. The fact that lower income households are not as involved in activities that are free, such as running or walking, suggested that other constraints such as safety, accessibility and working hours may have an impact.

It is thus clear that participation within sport and recreation is vital for all members of communities. The BMI reports can be used as a yardstick. The NSRP envisages fifty percent of the population of South Africa participating in sport and recreation. Although this may be ambitious it is something to strive for. The burden of disease

has propelled health costs and the related budget. We need to make a dent in this. Other factors such as working hours, lack of access to facilities are all factors within the South African context to consider when deliberating on sport participation numbers.

## **2.5 A Fundamental Question is the Role of Government in Implementation**

Bertucci and Alberti (2003:23) stated:

*With the advance of globalisation, the state has an important role to play in establishing and preserving an even playing field and enabling environment for private enterprise, individual creativity, and social action. The state can contribute to creating and maintaining social safety nets: promoting and facilitating social dialogue at the sub-national, national and international level; establishing and maintaining mechanisms for dispute mediation and conflict mitigation; and reconciling rival cultures or interests in diversified contemporary societies.*

Sport is a global institution. States bid to host major international events such as the Olympic Games, the Football World Cup and many others. It is thus important that we recognise the role of the state. Bertucci and Alberts (2003:25) is of the opinion that globalisation calls for the building of robust partnerships between the state and civil society. Such partnership, however, can only emerge between an intelligent, democratic state and a vibrant civil society.

De Coning (2014:300) in Evaluation Management in South Africa noted that what Bertucci and Alberts are calling for is governance. Governance according to De Coning concerns the relationship between government and civil society. Governance from a state- centred approach, concerns the nature of the state, the role of the state,

and the nature of the relationship between civil society and the state. “Governance” therefore according to De Coning concerns “governing” and as with public policy, where the nature of the political system determines the nature of the policy system, the nature of the political system, the nature of the political system also mirrors the nature of the evaluation system. From a society-centred approach, governance can be seen as the role of civil society, the nature of civil society (how it can be mobilised, structured and organised) and the relationship between civil society and the state. The role of civil society in South Africa is also unique as civil society played a leading role in the dismantling of apartheid. The Constitution of the Republic of South Africa (1996) also enjoins government to have robust public participation when the public will be affected by decisions taken by government.

Moore (1995) proposed a strategic triangle for aligning three distinct but inter-dependent processes which are necessary for the creation of public value. According to Moore, (2011:4) the strategic triangle encompassed firstly defining public value by clarifying and specifying the strategic goals and public values outcome which are aimed for in a given situation, secondly creating the authorising public values outcomes necessary to achieve the desired public values outcome by building and sustaining a coalition of stakeholders from the public, private and third sectors (including but not restricted to elected politicians and appointed overseers) whose support is required to sustain the necessary strategic action and thirdly building the operational capacity by harnessing and mobilising the operational resources (finance, staff, skills, technology), both inside and outside the organisation, which are necessary to achieve the desired public values outcome.

Moore (1995:71) suggested a strategy for the implementation of public policy in order to ensure public value. Moore proposed a strategic triangle on the following basis:

*An organisational strategy is a concept that must simultaneously declare the overall mission or purposes of an organisation (cast in terms of public values); offers an account of the sources of support and legitimacy that will be tapped to sustain society's commitment to the enterprise; and explains how the enterprise will have to be organised and operated to achieve the declared objectives.*

Moore further propounded that in developing a strategy for a public sector organisation, a manager must bring these elements into coherent alignment by meeting three broad tests. The tests would determine if the strategy is substantively valuable in the sense that the organisation produces things of value to overseers, clients, and beneficiaries at low costs in terms of money and authority, secondly whether the strategy is legitimate and politically sustainable. The enterprise must be able to continually attract both authority and money from the political authorising environment to which it is ultimately accountable and thirdly it must be operationally and administratively feasible in that the authorised, valuable activities can actually be accomplished by the existing organisation with help from others who may be induced to contribute to the organisations goal.

Moore (1995) reminded us that policy implementation is not only about operational feasibility and technical capacity, but also about the substantive value of policy. Moore (1995:20) proposed that there is a different and more useful way to think about the role of public sector managers, one that is closer to the image society has of managers in the private sector. In his view public managers should be seen as

explorers who with others seek to discover, define and produce public value. Moore proposed that instead of simply devising the means for achieving mandated purposes, public sector managers should be important agents in helping to discover and define what would be valuable to do. In his exposition public sector managers should not only be responsible for guaranteeing continuity, they should also become important innovators in changing what public organisations do and how they do it.

The discussion about public value is an important debate because government invariably must do things for the public good. Moore (1995: 43) expressed the view that for a public enterprise to be judged worthwhile, it must pass a test beyond a mere demonstration that the value of its products exceeds the value of the resources used in producing the results. In South African sport, this discussion is particularly apropos because the questions of public value versus the costs of the number of stadia in South Africa is an important one.

## **2.6 Influence of Sport on Society**

The author Giulianotti (2011:209) distinguished between three important stages in the historical context of sport and its role in the global society. The first stage was part of the colonisation of nations. Sport was used as a civilising instrument. The second stage was the nationalism and post- colonial stage. In this stage sport was a focus of struggle and resistance to colonised populations. During this period international sport boycotts against South Africa became prevalent. In the third stage the sport for development ethos have become prominent. The use of sport and closer partnerships between development agencies has become more prominent.

The United Nations has recognized in a number of important announcements by its leading officials that sport and recreation has an important role to play in the

achievement of its goals. The recognition of the significance of sport is important. Sport has been shown to play a role in building social cohesion and nation building. By using sport it allows communities to collectively support teams from their community or country. The use of the national flag and the singing of the national anthem to build social cohesion and to heal communities are indicative of the role sport and recreation can play. The NSRP, as an annexure to the NDP, will play a pivotal role in galvanizing communities around the broad theme of sport and social inclusion.

Kidd (2008:370-380) stated that during the last two decades, there has been a concerted effort to remobilize sport as a vehicle for broad, sustainable social development, especially in the most disadvantaged communities in the world. Kidd traced the history of these interventions back to the rational recreation interventions of the improving middle and working class in the late nineteenth century, the playground of the early twentieth century, and the workers sports movement of the interwar years.

In the last few years a number of countries have formulated sport plans. At the formulation of the NSRP at the Indaba in November 2011 a representative from Cuba was invited to join the plenary sessions. SRSAs officials reported that they travelled to Cuba to observe their sport programmes in action and wish to replicate these mass based programmes in South Africa.

South Africans often compare South African sport performances with that of Australia. Australia released in 1997 a publication called Active Australia (see in [www.clearinghouseforsport.gov.au](http://www.clearinghouseforsport.gov.au)). The publication provided the framework for the activities of government and non-governmental organisations in the sectors of sport,

recreation and health. The goal is to increase and enhance life- long participation in sport and recreation, to realise the social, health and economic benefits of participation, and to develop quality infrastructure, opportunities and services to support participation. Australia has invested heavily in its athletes and has for the last two decades developed toolkits for mass participation and elite athletes.

Kenya provides an interesting case study. Fungo in Chapter 5 in *Sport and Development Policy in Africa* (2014:61-73) noted that Kenya has no discernible sport policy or legislation. Sport is largely driven by various non-governmental organisations and private companies and that Kenya excelled in areas such as traditional games and sport, capacity building, sport education at school and the development of youth as well the compliance with international protocols. The training camps frequented by top athletes in Eldoret, Embu and other places are largely privately owned. Only in January 2013 Kenya introduced the Sports Act. Kenya has thus been producing Olympic champions in the absence of a National Sport Policy document. It thus begs the question whether Kenya would not fare even better than its current situation if more governmental support would be poured into sport and recreation.

The latest country to top Olympic Games has been China. For a long time the Olympic Games did not really have Chinese winners. Jarvie et al. (2008) reviewed sport in China prior to 2008 and analysed the rise of China as a sporting nation. It traced the history of sport in China and concluded that following the 1984 Los Angeles Olympic Games where Chinese athletes were successful, that the government noted that sport could be used to advance Chinese patriotism and nationalism. Government then issued a number of policies which was used to build successful Chinese sport teams. In 1984 China released its first modern sport policy



which had amongst its objectives the development of rural and urban activities, the training of junior children in school, the improvement of training and competition systems and the development of scientific training research and the focus upon developing Chinese excellence in sporting events ( Jarvie et al., 2008:99). Following this declaration China invested heavily and today is a world leader at the Olympic Games and in many sporting disciplines.

## **2.7. International Instruments**

All over the world one can see examples of sport being used as a tool for various aims and objectives. It is necessary to review how the initiative has come about and which international instruments are involved. The various international instruments reinforce the importance of sport to society.

### **a) United Nations Universal Declaration of Human Rights (1948)**

The United Nations Universal Declaration of Human Rights was passed in 1948 by the United Nations and includes articles related to leisure and culture.

Article 24 establishes that everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic pay.

Article 27 states everyone has the right freely to participate in the cultural life of the community, to enjoy the arts, and to share in scientific advancements and its benefits.

### **b) United Nations Educational, Scientific and Cultural Organisation**

Article 1.1 of the United Nations Educational, Scientific and Cultural Organisation of the 1978 resolutions from Paris recognised that every human being has a fundamental right of access to physical education and sport, which are essential for the full development of his/her personality. The freedom to develop physical,

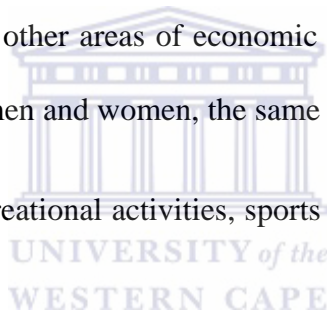
intellectual and moral powers through physical education and sport must be guaranteed both within the educational system and in other aspects of social life.

Article 1.2 states “Everyone must have full opportunities, in accordance with his national tradition of sport, for practising physical education and sport, developing his physical fitness and attaining a level of achievement in sport which corresponds to his gift”.

### **c) United Nations Convention on the Elimination of all forms of Discrimination against Women**

Article 13 reads: States parties shall take all appropriate measures to eliminate discrimination against women in other areas of economic and social life in order to ensure, on a basis of equality of men and women, the same rights, in particular:

(c) The right to participate in recreational activities, sports and all aspects of cultural life.



### **(d) The United Nations Principles for Older Persons**

Clause 16 reads: Older persons should have access to the educational, cultural, spiritual and recreational resources of society.

### **e) United Nations Convention on the Rights of the Child**

Article 31 (1) reads: States parties recognise the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts.

Article 31 (2) reads: States parties shall respect and promote the right of the child to participate fully in cultural and artistic life and shall encourage the provision of

appropriate and equal opportunities for cultural, artistic, recreational and leisure activity.

#### **f) United Nations Resolutions**

Keim (2009) reported that the United Nations on the 3<sup>rd</sup> of November 2003 adopted the United Nations Resolution entitled “Building a peaceful and better world through sport and the Olympic Ideals”. The United Nations has adopted a number of resolutions relating to sport, peace and development ([www.un.org](http://www.un.org)). Amongst the more significant ones were the resolutions proclaiming 2005 the International Year for Sport and Physical Education and the resolutions calling for the establishment of the United Nations Inter-Agency Task Force on sport for development and peace.

On 11 December 2008, the General Assembly passed Resolution 63/135 entitled “Sport as a means to promote education, health, development and peace” in which the incorporation of the Sport for Development and Peace International Working Group mandate was welcomed under the leadership of the Special Adviser to the Secretary- General on Sport for peace and development.

On 23 August 2013, the United Nations General Assembly adopted a resolution proclaiming 6 April as the International Day of Sport for Development and Peace.

On 10 November 2014 the United Nations General Assembly passed Resolution 69/6 that “Encourages the stakeholders, and in particular the organisers of mass sport events, to use and leverage such events to promote and support sport for development and peace initiatives.”

#### **g) The Magglingen Declaration and Call to Action**

In February 2003 an international conference on sport and development was held in Magglingen. Following the conference the Magglingen Declaration was issued. The

Declaration accepted the diversity of sports and believed that sport is a human right and an ideal learning ground for life's essential skills. The Declaration acknowledged the possibilities and values sport offered and declared that sport and physical activity improves people's physical and mental health at a low cost, and is essential for development. The Declaration further noted that the inclusion of physical education and sports as part of the schooling system helps young people perform better, and improves their quality of life.

The Declaration encouraged play and recreation as it can help to heal emotional scars, and to overcome traumas for people in situations of conflict, crisis or social tension. It also promoted local sports as the ideal place for bringing people from all walks of life together, and helps to build societies. Sport can help overcome barriers of race, religion, gender, disability, and social background.

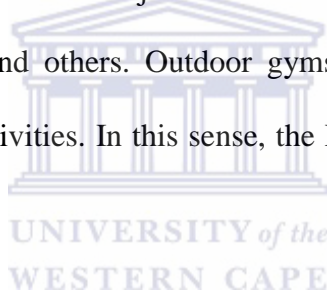
The Declaration stated that sport is effective when practiced free of drugs or doping, in a fair way, with respect, and including everyone and by committing to ethical practices, the sports goods industry adds value to its products, and helps to build society in a positive way. It promoted partnerships between the sports world, media and development workers as it will boost understanding of the contribution sport can make to sustainable development.

The Second Magglingen Conference resulted in the Magglingen Call to Action 2005. The conference participants reaffirmed the Magglingen Declaration of 2003 and resolved to use sport, with due attention to cultural and traditional dimensions, to promote education, health, development and peace. The Magglingen Call to Action called upon governments across all sectors to promote the ideal of sport for all; develop inclusive and coherent sport policies; involve all stakeholders in their co-ordination and implementation; strengthen and invest in sport and physical

education; and integrate sport, physical activity and play in public health and other relevant policies.

## **2.8 The NSRP and its Adherence to International Instruments**

The researcher submits that the NSRP speaks to all of the above actions. The NSRP calls upon sport for all and the budgets set aside within the national conditional grant gives impetus to this. A coherent and inclusive sport policy was called upon to be developed. The NSRP is the actual document developed as a result of the National Sport and Recreation Indaba held in 2011 and speaks to both sport involving disability and able bodied sport. The first goal of the NSRP was to develop school sport and recreation as this has become a major focus area. Ongoing discussions with various sectors involve health and others. Outdoor gyms are being developed to assist in play and recreational activities. In this sense, the NSRP has given credence to the Magglingen Call to Action.



## **2.9 The Millennium Development Goals**

In 2000 the United Nations adopted the Millennium Development Goals. The Millennium Development Goals set out eight goals that the United Nations wished to achieve by 2015. It was signed by over 145 heads of states. The eight goals are:

Goal 1: Eradicating extreme poverty and hunger

Goal 2: Achieve universal primary education

Goal 3: Promote gender equality and empower women

Goal 4: Reduce child mortality

Goal 5: Improve maternal health

Goal 6: Combat HIV/Aids, malaria and other diseases

Goal 7: Ensure environmental sustainability

Goal 8: Develop a global partnership for development

South Africa is one of the signatories to the Millennium Development Goals. It should therefore take into account the goals when it plans its policies. Mr. Adolf Ogi, the first Special Adviser on Sport for Development and Peace, presented a report in 2003 to the United Nations. The report from the United Nations Inter-Agency Task Force on Sport for Development and Peace which is entitled “Sport for Development and Peace: Towards the Millennium Development Goals” highlighted the significant role that sport can play in accelerating progress towards the Millennium Development Goals. Salient aspects of the report as it related to the Millennium Development Goals will be highlighted in the following paragraphs.

The report supra highlighted the fact that the world of sport presented a natural partnership for the United Nations system. It stated that by its very nature sport is about participation. It brings about inclusion and citizenship. According to the report sport brings individuals and communities together, highlighting commonalities and bridging cultural or ethnic divides. The report stated that sport provides a forum to learn skills such as discipline, confidence and leadership and it teaches core principles such as tolerance, cooperation and respect. The report noted that the fundamental elements of sport make it a viable and practical tool to support the achievements of the Millennium Development Goals. Sport has an impact on health and reduces the likelihood of many diseases. De Coning (2014) came to the same conclusion in his Provincial Case for Sport research and cited evidence from the University of Cape Town supporting the proposition that physical exercise assists in the reduction of disease and ill health.

The chief finding of the United Nations Inter-Agency Task Force on Sport for Development and Peace is that well designed sport based initiatives are practical and cost-effective tools to achieve objectives in development and peace. Sport is a powerful vehicle that should be increasingly considered by the United Nations as complementary to existing activities.

South Africa has recognised that sport can play a role in contributing towards the achievement of national government priorities. This role has been recognised and is discussed briefly in the Case for Sport (Sport and Recreation South Africa, 2009). The authors of the Case for Sport (Sport and Recreation South Africa, 2009) have listed the various contributions sport can play to realise the targets set by the Millennium Development Goals.

Sports programmes and sport equipment production provided jobs and skills development and can assist in the eradication of poverty and hunger. Currently the national tender for sport attire and equipment is worth over R100 million. The sport programmes in the entire country is over R500 million. The employment of people in this industry will assist to eradicate poverty and hunger. School sports programmes motivate children to enrol in and attend school and help improve academic achievement. It has been seen in the after school programmes that are run in the Western Cape that school attendance have improved. In the Departmental Annual Report for 2013/14 the Department of Cultural Affairs and Sport reported that 48 000 students are currently in the after school programmes. The school sport programmes will assist in the achievement of universal primary education.

The participation in sport and physical exercise helps improve female physical and mental health and offers opportunities for social interaction and friendship. By

allocating resources into female sports, more girls will be exposed to opportunities for interaction and friendship. It is important for girls in particular to extend their social capital network so that more opportunities may arise. Messaging through sport can be used to educate and deliver health information to young mothers, resulting in healthier children. The messages that health practitioners need to deliver can be delivered via deliberate targeted programmes. Increased fitness levels help speed post-natal recovery. It is important that maternal health is improved as Africa in particular has a high maternal mortality rate.

The combating of HIV/AIDS, malaria and other diseases can be enhanced as sports programmes are associated with lower rates of health risk behaviour that contributes to HIV infection. It is important that sport programmes are developed and implemented that will inform and educate the communities about HIV/ Aids prevention. The stigma associated with these various diseases can then also be addressed smartly.

Sport based public education campaigns can raise awareness of the importance of environmental protection and sustainability. This is very important as the sport industry owns land and facilities. Major events can also cause pollution on a mass scale. It is thus important that for major events and federations that an environmentally friendly policy is in place to collect waste and ensure good fields.

The development of global partnerships for development and peace efforts catalyse global partnerships and increase networking among governments, donors, NGO's and sport organisations worldwide. It is important for all institutions that both government and non- governmental organisations work together. By working together the reach for sport and development will be enhanced as government has a



myriad of possibilities and will not be able to attend to all. However, with the assistance of partners more communities can be reached.

## 2.10 AGENDA 2020

The United Nations has announced that 2015 is the year of global transformation and will be used to frame the new Sustainable Development Goals. One of the main outcomes of the Rio+20 Conference was the agreement to launch a process to develop a set of Sustainable Goals which will build on the Millennium Development Goals.

Maguire stated that *“the duty of social scientists is to examine the significance of using sport to achieve the Millennium Development Goals and to note the potentiality as well as problems of global sport”*. (Maguire 2006:107-121) The caveat is of course taken as sport cannot be seen as the answer to the ills of society. Instead it should be used as a tool to effect social change as expounded by other authors such as Keim.

Keim (2006) stated that in her view that there is too little research and therefore too little recognition of how both recreation and professional sport at community level are used as a positive tool for reconstruction, development, reconciliation and peace. She emphasized, however, that *“we need to be cautious of making false claims for sport or raising expectations that cannot be met. On its own, sport cannot reverse poverty, or prevent violence, solve unemployment, stop corruption and respect human rights.”*

Travill (2006:163) also recognized the value of sport and he contended that *“the health, social, psychological, and economic benefits of an active lifestyle have been proven beyond dispute. Sport has far reaching consequences and is a much more*

*important luxury some people perceive it to be.” Travill highlighted the value that sport can play in the achievement of the Millennium Development Goals. He stated that “sport is and can be used as a mechanism to trigger economic developments, a contribution the developing world is reluctant to acknowledge.” Sport is, however, not only a catalyst for economic development. A physically active population is a healthier population and a healthier population means reduced health care costs.”* (Travill 2006:164).

David (2011) analysed the various UN initiatives and after examining the various roles the United Nations and the International Olympic Committee are playing, found that the physical, economic and social benefits of sport as well as the objective of the UN-IOC partnership in using sport as an instrument to promote development, the potential of sport as a means of reconciliation and improving the lives of victims of conflict is finally being recognized, while its use as a tool to promote development has largely been underestimated.

Giulianotti (2004) too accepted that a significant role has been carved out for sport to play in promoting peace and enhancing human dignity. He, however, stated that we must not uncritically subscribe to the more naive or evangelical argument regarding sports innate goodness. He argued that we must bear in mind the historical relationship of sport to forms of colonialism and neo-colonialism. He concluded with the caveat that sport can have significant benefits within especially difficult contexts, but only when the development projects are rooted in meaningful dialogue with recipient groups, and when such programmes are accompanied by more direct policies to alleviate disease, hunger, war and forced migration.

In the South African context sport has always been important for all communities. In the Afrikaner communities sport was used to demonstrate strength and the ability to compete at international level. It is important to note that Giulianotti believed sport can have significant benefits but must be accompanied by dialogue with the beneficiaries of the programme. There must of course be direct policies on the issues that sport is seeking to address.

Keim (2006:97-106) recognised that: *“The Global Millennium Development Goals and the Magglingen Conference in 2005 both affirmed sport as a beacon of hope for peace building and development efforts throughout the world.”* Keim concluded that if mechanisms are put in place, sport has the potential to contribute powerfully to a better world. Keim noted that at various international fora sport has been recognized by organizations and governments for the role that sport can play in society.

Sport has become more prominent in the twentieth century due to a variety of factors. Countries compete with one another now in the sporting arena as an extension of twentieth century politics (Beacom and Levermore, 2008: 109). The Cold War between Russia and America meant that sport was also used as an ideological tool to show which system was best. This is still in evidence today when Olympic Gold medallists are feted upon their return home to their respective countries.

Hartmann and Kwauk (2011) analysed the term development and the role of sport therein. They distinguished between two ideal types: *“a dominant vision wherein sport functions to socialise individuals into an existing order, to maintain that order, and reproduce relations of power and inequality, and a more radical approach where sport is “retheorised” in its political engagement and educative practices to contribute to more fundamental, systemic changes in social life.”* The author submits

that the NSRP is an interventionist tool that will assist to contribute to a more fundamental systemic change in the social life of communities. By providing opportunities to previously marginalised individuals or communities the NSRP will contribute to an intervention in the existing order and will play a role in evolving the dominant vision of maintain the existing social power relations.

It is evident from the literature that a significant debate exists as to the benefits of sport and its use as a tool to achieve social objectives. The research examined the debate and contributed to the discussions from a Western Cape perspective.

## **2.11 Sustainability in Sport**

Lindsey (2008:279-294) discussed the issue of sustainability in sports development. The term sustainable is used throughout various documents. Lindsey is of the opinion that the variety of language used in documents suggests that sustainability is, in definitional terms, an amorphous concept and, as a result, little policy guidance is commonly provided as to how it should be addressed or achieved in sport development practice. In South Africa sustainability is also an important term. It is not advisable to initiate programmes as a once-off reaction to a problem. Sustainable sport practice is important as the NSRP will require programmes that are sustainable if the country is to realise medals at various events. The sustainability of the various programmes within the NSRP will be examined to determine if the programmes are sustainable and if Lindsey's proposed frameworks can be applied.

Lindsey's first framework addressed definitional issues by identifying four forms of sustainability that may be addressed by sports development programmes namely individual, community, organisational and institutional sustainability.

Lindsey's second framework allowed classification of processes that affect sustainability according to dimensions that concern the level of control held by agencies responsible for sports development sustainability and the level of integration between processes to achieve desired sports development outcomes and processes to achieve sustainability.

## **2.12 The Influence of the White Paper on Sport**

Any discussion or analysis of the policy objectives in South Africa requires a reflection on the current and previous White Papers on Sport. The White Paper on Sport and Recreation was published by the Ministry of Sport and Recreation in March 2013. Minister Mbalula in the foreword (White Paper, 2013:7) noted that this is the third White Paper on Sport and Recreation since democracy in 1994. The first White Paper on sport and recreation was tabled in 1996 and was the first official policy on sport and recreation since the establishment of the Ministry in 1994.

Five years later the Department of Sport and Recreation tabled the second White Paper. The Preamble of the White Paper quoted Nelson Mandela, who said, "*Sport has the power to change the world. It has the power to inspire. It has the power to unite people in a way little else can. Sport can awaken hope where there was previously only despair.*" (Nelson Mandela, Laureus World Sports Awards Ceremony: 2000).

The theme of the first White Paper was "Getting the Nation to Play". The following four objectives were set; increasing the levels of participation in sport and recreation activities; raising sport's profile in the face of conflicting priorities; maximising the probability of success in major events and placing sport in the forefront of efforts to reduce the levels of crime.

In 2002 the second White Paper was released. Former Minister Balfour reflected in his foreword that much has been done since the first White Paper and that priorities have changed. The objectives set out above were still followed with an amendment to the fourth bullet which now read: - Placing sport at the forefront of efforts to educate the public about HIV/ AIDS, and to reduce the level of crime. In realising the above objectives, cognisance had to be taken of the following factors; the imbalance between advantaged, predominantly urban communities, and the disadvantaged, largely rural communities; the lack of a strategic vision and policy for the development of sport and recreation; the need for South Africa to take its rightful place in the global sporting community and the expectation that SRSA/ SASC will cater for the needs of the entire population, with a budget that remains the same as that which catered for a mere 20% of the population of the previous dispensation.

Maralack (2014:121) indicated that three phases can be identified in South African sports policy. The first phase between 1994 and 1998 aimed to increase levels of participation in sport amongst disadvantaged groups through mass participation programmes and promote success in international competition. The role of sports in social and community development was a cornerstone of early policy initiatives. The second phase, introduced in 2004, emphasised high performance and elite sport. Practically he maintained this meant that between 2004 and 2011 programmes paid limited attention to the residual social and economic inequities, representing a significant shift from the foundational phase post-apartheid.

The third phase began with the introduction of the National Sport and Recreation Plan as well as the publication of the third White Paper on Sport in 2011. In the chapter on the background to the White Paper on Sport and Recreation (Chapter 3:12) the purpose of the White Paper is said to be to pronounce clearly government's

policy regarding sport and recreation. The White Paper sets out government's vision for sport and recreation and details the impact it would like to achieve by investing in particular outcomes and strategic objectives. It provides clear policy directives for promoting and providing sport and recreation (2011:12).

In the Preamble to the third White Paper (2011:11) it is stated that to assist with the implementation process this White Paper is supported by a National Sport and Recreation Plan that expands on the implementation of pertinent policy directives emanating from the White Paper. The strategic goals of the White Paper (2011:18) are to promote a citizens access to sport and recreation activities, assist athletes to achieve international success, support enabling mechanisms to support sport and recreation, transform the sport and recreation sector and use sport as a tool to support relevant government and global priorities.

Any analysis of the NSRP should take into account the strategic objectives of the White Paper and must be read together with the third White Paper on Sport and Recreation. The White Paper has set out in broad terms what needs to be achieved whilst the National Sport and Recreation Plan has set out the detail relating to these plans.

Maralack (2014:130) stated that the NSRP has outlined three main pillars of implementation which are an active nation, a winning nation and an enabling environment. Fourteen enabling strategies give impetus to the active and winning nation in sport. Examples are to strengthen sports clubs, build facilities, and raise the skills levels of administrators, coaches and technical officials and to promote sponsorship. A significant change, in Maralack's view, from previous policies are the notions of shared leadership among multiple institutions; a new athlete centred-focus

emphasising the long term welfare and development of athletes; and coach driven programmes aimed at nurturing well-trained and experienced sport coaches.

Maralack's analysis is elaborated in the introductory and subsequent chapter of this thesis. It is important to understand how the implementation will take place. In order for us to understand the implementation objectives, we need to look at legislation as well as the strategic plans of the national department of sport and recreation.

## **2.13 Legislation and Strategic Plans**

### **2.13.1 Legislation**

Legislation such as the National Sport and Recreation Act, Act 110 of 1998 needs to be analysed. The Act was promulgated written well before the National Sport and Recreation Plan and needs to be amended to reflect current reality. The National Sport and Recreation Bill was circulated in April 2015 for comment and incorporate salient aspects of the NSRP into the Bill. The Draft Bill encompasses the recognition and incorporation of the provincial sport confederations as advisory bodies to the Minister of Sport and Recreation in sport development matters; the recognition of the Academy System to enhance development; the establishment of the Arbitration Forum to assist in the dispute resolution strategy and the confirmation of the roles of SRSA, SASCOG and national federations. Other bills have also been circulated for comment but the most important one relevant to this discussion is the draft Bill to the National Sport and Recreation Act. The Constitution of the Republic of South Africa, 1996, sets out the competence for the various functions of government. Schedule 5 states that sport is a provincial competence, whilst the provision of facilities is a local government competence.



### 2.13.2 Strategic Plans of SRSA

The Strategic Plan of the Department of Sport and Recreation (SRSA) of 2007 listed some of the well-known benefits that come from high levels of physical activity. These were inter alia; long term health benefits; stronger and more secure communities; closer family units; breaking down social and cultural barriers; bringing people from different backgrounds together; providing venues where people can interact and meet; providing an opportunity to volunteer in the community; teaching people about respect for other people and property; getting people of all ages involved in their communities and giving people a sense of purpose.

The Strategic Plan 2010-2014 of SRSA continued to expand upon creative approaches in the delivery of sport and recreation to all the citizens of our country. Minister Stofile stated that “*SRSA will continue to make participation opportunities available as we are motivated by the significant benefits that sport and recreation can contribute towards creating a better life for all*” (Stofile 2010:3)

The SRSA Strategic Plan 2011-2015 had a radical shift after Minister Mbalula was appointed Minister for Sport and Recreation in December 2010. Minister Mbalula introduced the Roadmap for Optimal Performance. The Roadmap gave credence to the six areas that anchored it. These were transformation, rekindling school sport, reshaping institutional mechanisms, fostering mass mobilisation, revitalising the recreational genre, and mobilising sufficient funds for optimal programme execution.

The SRSA Strategic Plan 2012-2016 gave impetus to the newly articulated National Sport and Recreation Plan. The focus shifted to increasing levels of participation in sport and recreation as well as achieving international sport. Minister Mbalula in his foreword (2012: 2) stated that the National Sport and Recreation Plan focused on the

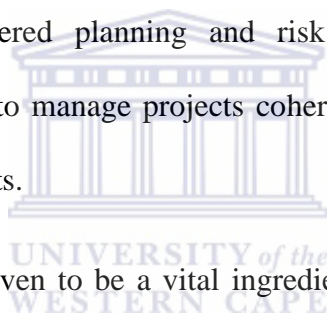
two internationally recognised pillars for a successful sport system i.e an active and winning nation as well as the enablers required. In addressing the enablers, due consideration was given to the history of the country and the importance of addressing the imbalances that still prevail in our society.

The SRSA Strategic Plan 2014-2019 planned to fulfil the mandate of the White Paper on Sport and Recreation and the National Sport and Recreation Plan. The costs for the implementation of the plan have been completed. Minister Mbalula has indicated that Parliament would have to set aside R10 billion for the fulfilment of the objectives of the plan which is integrated in the heart of the National Development Plan.

According to Cloete and De Coning the field of strategic planning has received significant emphasis during the last two decades. Because of the element of future options and scenarios, a direct relationship has developed with policy management, as strategic future scenarios provide the policy analyst with a framework within which likely policy options can be tested. (Cloete and De Coning 2011: 82).

Government departments every year have strategic planning sessions in which they consider their annual performance plans for the following year. At these planning sessions the financial year that has passed is analysed and recommendations made. Every four years government departments are called upon to do strategic planning on a five year basis. This planning session allows the government department to project what the future scenarios hold. The five year strategic planning sessions are normally held after an election to allow the ruling party the opportunity to influence policy and indicators.

Annual strategic planning sessions are also held in alignment with the Medium Term Expenditure Framework (MTEF). The MTEF is a three budgetary cycle that allows the strategic planning to be aligned with the financial cycle. The budgetary cycle is a three year cycle that allows managers and departments to plan effectively. The implementation of any programme or projects is then aligned between the strategic planning and the budget available. In the last decade the national government has introduced programme management and project management to further the alignment between the budget and strategic objectives that must be achieved. According to Cloete and De Coning (2011:170) project management has brought an instrument to the public sector that provides a basis for a systematic approach to the allocation of resources, considered planning and risk management, increased financial control and the ability to manage projects coherently through programme management and other instruments.



Programme management has proven to be a vital ingredient and interface between policy development, planning and project management. Cloete and De Coning (2011:171) state that policies determine the environment and frameworks within which change interventions take place. National goals and strategies are implemented through various policy instruments and institutions and have an effect on society through a series of sequential feedback linkages. Policies are frequently implemented through programmes. Programmes consist of different activities of the government implemented in a formal coordinated way through ongoing activities and projects. Cloete and De Coning noted that a policy is a relatively detailed statement of government objectives in a sector and a general statement of the methods to be used in achieving those objectives. Details about the methods come in the programme and project plans that are adopted to carry out the policy. Policy is a formulation of

concepts and ideas for action. It provides guidelines within which programmes are formulated and projects designed (Kent and Mcallister, 1985).

There exists within literature some disagreement on the definition of programme management. Some authors such as Reiss (1996) view programme management “as the co-ordinated management of a portfolio of projects to achieve a set of business objectives”. Pellegrini (1997:142) underlined the benefits of programme management by defining programme management as “*a framework for grouping existing projects or defining new projects, and for focussing all the activities required to achieve a set of major benefits.*”

Cloete and De Coning (2011:173) found that programme management especially concerns the relationship between projects at the programme level and deals with optimising project benefits in a symbiotic fashion and with integrating project elements at the programme level. Programme management also provided a basis for project selection and feasibility before a project is appraised and approved for implementation. Programme management is able to facilitate multi- year planning combined with multiyear budgeting so that longer-term projects within a programme portfolio can be better synchronised to avoid time lapses or inadequate support during critical periods.

De Coning and Gunther agree with Pellegrinelli that the benefits of programme management can be summarised as having a greater visibility of projects to senior management and more comprehensive reporting of progress and a better prioritisation of projects. Programme management promotes a more efficient and appropriate use of resources that are driven by organisational, political and or

societal needs. There is also better planning and co-ordination and explicit recognition and understanding of dependencies.

Burke (1999:2) and (Turner 1993:8) defines a project as a temporary endeavour in which human (or machine) material and financial resources are organised in a novel way, to undertake an unique scope of work, of given specification, within constraints of cost and time so as to deliver beneficial change defined by quantitative and qualitative objectives. Turner (1993: 6-7) distinguished between projects and operations and stated that projects are unique while operations are repetitive; projects exist for a limited period while operations create a lasting stable environment; projects bring about revolutionary improvements while operations improve by evolution; to bring about revolutionary change, projects must create a state of disequilibrium, and the operations manager must balance conflicting requirements. Projects use transient teams of people whereas operations build stable teams.

The distinction is important to understand and analyse. There are a number of interventions that require project leadership such as the provision of human settlement in a particular area whereas others such as the payment of grants require a long term operation as the time span of the operation is longer. Turner (1993:6-7) noted three major cultural differences between operations and project management. The first major difference is that the operations environment is stable whereas project management is flexible. This is an important distinction because project management has a defined time limit. Flexibility is key as project managers needs to conclude the project within budget and time. The second important distinction is that in operations, people fulfil roles defined by precedent and may possibly lose sight of their objectives whereas project teams must be goal oriented as individuals within project teams are required to fulfil several roles. When repetition is done over a long

period of time, individuals may become complacent towards the goals whereas with project management the end goal is important. In most projects payment is made against specified milestones. It is thus important to work towards the milestones and the end objective. The third important distinction is that projects carry risk. Those involved in projects are uncertain whether they will accomplish the goals. In operations those involved are more certain that they will continue to deliver the targets. Burke (1999: 8-10) noted the benefits of project management. He stated that by estimating the approximate time and cost the project can be managed more effectively. The critical path method calculates the start and finish dates of activities, together with critical activities which determine the duration of the project. Delaying a critical activity may delay the project. Project integration is enhanced because the contribution of all project participants are coordinated and integrated. The reporting interfaces such as the planning and control system database can be structured around the work breakdown structure and the organisation breakdown structure. Burke further noted that the response time for project management is important and that responses may have to be adapted according to the possible changing needs of the environment. Trends can be managed via project management by monitoring the progress trends of time, costs and performance. Data capturing becomes more accurate as the information may be supplied by different functional departments and by capturing the data, other information may become discernible.

A further advantage is that there is a single point of responsibility which allows one person to be responsible. The planning and control system enables the project manager to develop procedures and work instructions which are tailored to the specific needs of the project. The project manager will be able to be the single point

of responsibility towards the client. These advantages outlined above are important as fiscal resources are scarce and must be managed effectively.

Cloete and De Coning (2011:192) noted that programme and project management approaches contain vital ingredients for the successful delivery of goods and services in development. The body of knowledge in programme and project management are increasingly being institutionalised in the public and development context. Effective facilitation and management of appropriate development projects thus holds huge potential for development, and programmes and projects that operate across traditional boundaries hold much promise for integrated development.

In November 2011 the National Planning Commission (NPC) published the National Development Plan (NDP). The NDP is a plan that seeks to eliminate poverty and reduce inequality by 2030. Trevor Manuel in his foreword states that at the core of the plan is a focus on capabilities. The capabilities are those of each citizen and the country and the opportunities created for both. The National Development Plan has been accepted by Cabinet and Parliament as the strategic document that South Africa must work towards.

Sport and recreation is mentioned at various points in the NDP but the most important is found within the context of social cohesion. The NDP (2011: 428) stated:

*Daily interaction on an equal basis builds social cohesion and common understanding. This will be promoted effectively when South Africa shares more public spaces, as we did briefly during the 2010 Football World Cup. At the moment the country is divided by services, with economic wealth gradually replacing race as the key driver of differentiation. Improved public services, including public transport*

*used by all, will make it easier for South Africans to break out of their communities and share common experiences.*

*The work of schools, media and families in creating actively engaged, critical citizens, with a culture of tolerance and commitment to human rights, will come to nothing if society- particularly public figures- send the wrong signals. It will fail, too, if government does not increase opportunities for people to engage with one another. This is linked to the need for local government to provide green spaces and community sport and recreational facilities to enable interaction*

The NDP envisages that a sharing of common spaces will enhance social cohesion. The importance of social cohesion is emphasised throughout the document and is fostered by the National Outcome 12 that promotes active citizenry. (NDP, 2011:428) The sharing of public spaces is an important prerequisite and the provision of facilities is an important dimension of sharing common public spaces. The provision of facilities is one of the strategic enablers and is core to social interaction. It is expensive to build and maintain world class facilities in all areas. It is thus important to position facilities where it can be enjoyed by all.

The National Development Plan is the overall plan that the country is working towards. Each sector must now analyse the plan to ensure that it contributes to its sector planning. The NDP surveyed the economy and all the various sectors that can lead to more jobs and promote social cohesion and opportunities. Each department must now analyse where it fits in. The National Sport and Recreation Plan have been accepted as an annexure to the NDP. Each provincial government department responsible for sport and recreation will now have to align its budget and strategic



objectives to implement the NSRP so as to contribute to the implementation of the NDP.

## **2.14 Conclusion**

This chapter has set out the benefits of sport as well as the global perspectives on sport. The chapter examined the criticism that the use of sport to achieve social change is not as effective as writers make it out to be. The role of government has been highlighted and the importance of public value. The background of the NSRP was highlighted as well as the influence of sport on society.

A brief overview of various countries around the world on three different continents was examined. In order to understand how to best implement, it will be important to discuss in the next section the methodology that will be used to identify the factors necessary for successful implementation as well as an analysis of the literature relating to the various theories of implementation. Sport was examined against its role in social reconstruction, its role in respect of social capital as well as the participation levels in physical activities in South Africa. The international instruments relating to sport was emphasised and the pertinent resolutions of the United Nations General Assembly was noted.

Theoretical perspectives on policy and planning in the SA public sector show that specific requirements exist for plans such as the NSRP Plan. These requirements are important and will be used to assess the NSRP in the findings chapter later. The discussion on the benefits of sport and sport as an academic discipline shows that from a sport excellence and sport and development view specific requirements exist. These include the expectation that the NSRP needs to find a balance between high performance sport as well as sport and development. These issues will again be raised in the chapter on research findings.

## **CHAPTER THREE: IMPLEMENTATION OF POLICY**

### **LITERATURE REVIEW**

#### **3.1 Introduction**

The theoretical basis for implementation in the public sector in South Africa is based on the evolution of public administration, public management as well as public and development management that also developed over time. In South Africa, the Mount Grace Conference of 1992 held in Magaliesburg in preparation for the political transition, is highly significant as the Mount Grace Resolutions meant that the SA public service moved away from public administration to public management but also recognised South Africa as a developmental state. Public and development management was therefore accepted as the major paradigm for the public service and this also has direct implications for implementation. In addition, the concept of ‘governance’ has become very important and has a direct bearing on implementation, emphasizing the relationship between state and civil society and the role of Government, in this instance, in the governance of sport.

Keim and De Coning (2014:33) stated that valuable theoretical frameworks and conceptual approaches exist in the field of public policy sciences for use in the field of sport and development. The international approaches to public policy by well known authors and scholars such as Parsons, Dunn, Sabatier, Hogwood and Dunn and Dror are regarded as valuable and useful. The authors noted, however, that in the last two decades policy scholars from Africa have emphasised policy approaches which although generic, have been of particular value to policy development in Africa. These approaches by scholars and practitioners such as Mutahaba, Baguma, Halfani, Cloete, Wissink and De Coning especially emphasise various requirements

of the policy process (such as people participation) and the necessary institutional capacity to develop policy. Keim and De Coning (2014:33) emphasised that although the Western emphasis on policy analysis is regarded as valuable, especially because of the availability of policy analysis techniques, it is clear that the facilitation of participative processes and special care to ensure strategic and technical capacities for policy development in Africa has become necessary.

Public participation is valued in Africa as a necessary prerequisite to acceptance of policy. Cloete and De Coning (2011:3) stated that policy management concerns the institutional and governance arrangements of the state and civil society that have a profound influence on how policies are made, implemented and evaluated (or not). In this process, democratic countries like South Africa emphasise the governance relationship between the state and civil society as a key factor for success.

### **3.2 Definition of Policy**

It is important that we analyse and define the meaning of policy. South Africa has been a democracy for just over twenty years and many position papers and White Papers have been formulated. It is thus important in the context of the NSRP to define and clarify the definition of policy. The policy referred to here is the White Paper and the NSRP is the plan that interprets the policy and translates it from a legislative to an executive level. The plan is thus an implementation plan for the policy enunciated in the White Paper on Sport and Recreation.

The NSRP and the Indaba that preceded it have elements that encapsulate all of the above. It is fairly clear from the political pronouncements made and the attendance of all the provincial departments of sport that the NSRP can indeed be as Dye (1978:4-5) states “*a comprehensive framework of and/ or interaction*”. The fact that

it was initiated by the National Department of Sport and Recreation (SRSA) shrouds it with the requisite authoritative allocation through the political process, of values to groups or individuals in society. The National Conditional Grant funding that SRSA makes available gives credence to the fact that the NSRP is the mechanism national government employs to realise societal goals and to allocate resources.

Bloyce and Smith (2010:1) stated that *“In recent years the promotion and development of sport have become increasingly common features of government sport policy and sport-development related activity in many countries. This tendency has been strongly associated with the parallel tendency for government and other state agencies to become increasingly interventionist in setting the sport policy agenda and hence the sport development work that emerges from it.”*

In South Africa, given our historical context, it is debatable whether government in fact should shy away from an interventionist role. The backlog created by apartheid has skewed the resources and has ensured that many facilities are located far away from the people who need it most. There is a debate amongst authors how far government should actually go in formulating and implementing policy.

Bloyce and Smith noted (Bloyce and Smith 2010:14) that various writers such as Waddington and Dopson (1996: 546) have indicated that the policy process involves many people at different levels within and outside the organisation, and the extent to which different groups are committed to or opposed to the prevailing policy, and the strategies which they adopt in relation to that policy, play an important role in determining the outcome.

Collins (2010:25) in his analysis of the British policy on sport stated that all the earlier policies on sport were overtaken in the wake of the Labour victory in 1997.

The emphasis of the Labour policy was now on supporting life-long learning, including developing new sports related job skills, improving health through fitness and meaningful activity and social contacts, helping make safer communities with greater cohesion across cultures and classes, aiding urban and rural development, with job generation as one consequence and reducing social exclusion, especially in the most concentrated areas of deprivation.

In 2002 a document called Game Plan was produced. It was according to Collins (2010:26) significantly subtitled “A Strategy for delivering the Governments Sport and Physical Activity objectives”. The objectives, inter alia, included the establishment of a Sport and Physical Activity Board; evidence on facilities and their uses thereof, evaluation of performance and penalties for failure, support of the long term talent identification model, the simplification of funding streams and the setting of performance indicators for local authorities.

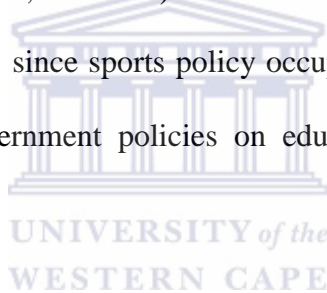
It is noted that the NSRP has similar objectives to the Game Plan introduced in the United Kingdom. The NSRP recognised the various role players within the sport continuum and stipulated specific roles to them. The importance of facilities and norms and standards associated with them are also enhanced whilst a major emphasis is placed on high performance. The Long Term Participant Development Plan which includes talent identification is included and supported. The funding of these plans is also touched upon whilst the role of municipalities is highlighted.

Beacom and Levermore writing in the book *Management of Sports Development* (2008:109-125) stated that “*The increasing prominence of sport in the public policy agenda of advanced industrial countries is a characteristic of late twentieth century politics. A number of high profile statements including the Magglingen*

*Recommendations of 2003 and 2005 and United Nations (UN) Resolution 58/5 have further increased already high expectations concerning the capacity of sport to deliver a range of development goals.”*

Beacom and Levermore (2008:11) trace the evidence of engagement in deliberate policy making at international level back to the years between the two World Wars. They stated that the Olympic movement began a strategy of deliberating asserting itself as an organisation representing the interests of all its members. In their further analysis they refer to the UNESCO declaration that sport is a basic human right and that sport also features in the Millennium Development Goals.

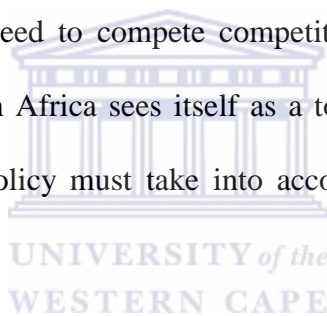
Bramham (Hylton and Bramham, 2008:10) stated that ideology is crucial to understanding the policy process, since sports policy occupied a contested space on the margins of mainstream government policies on education, health and social services.



The NSRP has been influenced by many organisations which have been subject to government processes. Many organisations, across the country contributed to the final policy declarations. In the Indaba were sport federations, sport councils, sport departments, trade unions, academics, members of Parliament and other individuals who have an interest in sport.

The NSRP noted that its immediate focus was the implementation of the NSRP in school sport (NSRP Declaration Synopsis 2013). SRSA has through the National Conditional Grant set aside funds for the development of school sport as well as club development. It is envisaged that athletes must progress from school sport through to clubs and then on to excellence in their chosen fields.

Green (2004: 365-378) analysed the changing policy priorities for sport in the UK and traced the emergence of sport as a sector public policy interest from 1960 to 2002. He found that sport policy during the 1970's should be viewed in the light of the broader political consensus surrounding the maturation of the welfare state, the ideological pre-eminence of social democracy, an economic context of growing affluence and an increasingly politicised, professional and bureaucratised approach to sport. Green (2004: 369) concluded that over the last thirty years the sporting policy has changed from not only seeing sport as a potential tool to assist marginalised communities but has nowadays shifted the emergence to elite sport development. This author submits that the NSRP has also shifted the debate from not only sport for all but also the need to compete competitively hence the slogan a winning and active nation. South Africa sees itself as a top sporting nation. Green stated that any study of sport policy must take into account the existing political context of the time.



Giulianotti (2011) agreed that in recent years, sport has become viewed by policymakers as an increasingly useful tool for advancing a wide range of policies on social welfare and development. Giulianotti stated that in the UK, sports based intervention strategies have been utilised to facilitate various social benefits, including community cohesion (by enabling inter ethnic social contacts through sporting events), crime reduction (by organising sports activities for young offenders) and social integration (by using sports to draw people into education, employment and training). Social cohesion is encouraged and the NSRP has a national flavour to it. The slogan winning and active nation implies that the nation must become active and that the NSRP will have an active element to it. A separate analysis of the NSRP is set out in chapter five.

Cloete and De Coning (2011:4) suggested that one should consider policy as consisting of the following activities:

- Policy content : policy initiation, design, analysis, formulation, and adoption, where policy analysis is important
- Policy processes : where certain policy –making and implementation steps- strategy generation, planning, programme and project management- are followed
- Capacity: where adequate and optimal institutional and governance resources, structural and functional arrangements are needed to succeed with a policy intervention, and lastly
- Policy monitoring and evaluation : for performance and management purposes

Management and facilitation of policy thus entails the full scope of policy intent, policy action and assessment and also necessitates a close working relationship between government, civil society and the private sector. Various scholars have proposed different definitions of the term policy. Policy appears in various disciplines and will have different interpretations. Cloete and De Coning (2011:6) have noted that no universally accepted definition theory or model exists. In order for a reader to obtain a working definition of the term policy Cloete and De Coning suggested to look at the following definitions of various authors to assist in getting to a working definition of policy:

Ranney (1968:7) defined policy as “a declaration and implementation of intent”. Easton (1953:129) defined policy “as the authoritative allocation through the political process, of values to groups or individuals in the society”. Hanekom (1987:7) stated that “policy making is the activity preceding the publication of a



goal, while a policy statement is the making known, through formal articulation, the declaration of intent or the publication of the goal to be pursued. Policy is thus indicative of a goal, a specific purpose, and a programme of action that has been decided upon. Public policy is therefore a formally articulated goal that the legislator intends pursuing with society or with a societal group". Dye (1978: 4-5) defined policy as a "comprehensive framework of and/or interaction". Starling (1979: 4) defined policy "as a kind of guide that delimits action". Baker, Michaels and Preston (1975: 12-15) defined policy as a mechanism employed to realise societal goals and to allocate resources.

Anver Desai (2011) stated that a broad definition permits the exploration of a variety of meanings that have historically been attached to the process of producing policy-relevant knowledge. Dunn (2008:34) points out that etymologically, the term "policy" comes from Greek, Sanskrit and Latin. The Greek and Sanskrit roots, polis (city-state and pur (city) respectively) developed into the Latin "politia" (state) and later into the Middle English "policie", which meant the conduct of public affairs or the administration of government. It is also important to note that the etymological origins of "policy" are the same for two other important concepts: police and politics. Many modern languages such as German and Russian have only word "politik" or "politika" to refer to both policy and politics (Cloete and De Coning 2011:6).

Desai (2011:25) noted that the English writers Hoggwood and Gunn have identified the following elements in the use of the term "public policy". Though policy is to be distinguished from "decision", it is less readily distinguishable from administration. Policy involves behaviour as well as intentions, and inaction as well as action. Policies have outcomes that may or may not have been foreseen. While policy refers to a purposeful course of action, this does not exclude the possibility that purposes

may be defined retrospectively. Policy arises from a process over time, which may involve both intra- and inter- organisational relationships. Public policy involves a key, but not exclusive, role for public agencies. Any public policy is subjectively defined by an observer as being such and is usually perceived as comprising patterns of related decisions to which circumstances and personal, group, and organisational influences have contributed ( Hoggwood and Gunn 1984 : 23-24). De Coning and Cloete (2011:6) quote Hoggwood and Gunn and stated their (public) policy definition as:

*“A series of patterns of related decisions to which many circumstances and personal, group and organisational influences have contributed. The policy making process involves many sub-processes and may extend over a considerable period. The aims or purposes underlying a policy are usually identifiable at a relatively early stage in the process but these may change over time and, in some cases, may be defined only retrospectively. The outcomes of policies requires to be studied and, where appropriate, compared and contrasted with the policy makers intentions policy requires an understanding of behaviour, especially behaviour involving interaction within and among organisational relationships. For a policy to be regarded as a “public policy” it must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organisations”.*

Cloete and De Coning (2011: 7) after analysing all the above definitions concludes that the more nuanced definition for policy could be “A public sector statement of intent, including sometimes a more detailed program of action, to give effect to selected normative and empirical goals in order to improve or resolve perceived problems and needs in society in a specific way, thereby achieving desired changes

in that society”. The researcher has accepted this definition. Policy that will have an effect on the broader public is certainly a public sector statement and must be normally followed by a programme to give effect to the policy. A statement of intent is a good description as there may be policies that are passed that may have severe budgetary implications and then do not get funded. Then the policy will remain exactly a statement of intent.

The NSRP is a document that many persons, groups and organisational influences have contributed to. The policy making process stretched over a series of months and included written submissions, verbal interactions and many sub-processes. The policy was defined initially and refined as time went on. Government championed the process from Pretoria and involved all national, provincial and local authorities. The NSRP has been influenced by many organisations and which have been subject to government processes. Many organisations, across the country contributed to the final policy declarations. The Indaba was attended by sport federations, sport councils, sport departments, trade unions, academics, members of Parliament and other individuals who have an interest in sport.

The definition of Cloete and De Coning is accepted and will be used in this thesis. It emphasises the pre-emptive or proactive approach to policy so that it focuses on avoiding a potential policy issue from becoming a “real” problem as well as the reactive approach to policy so that it focuses on the effective and efficient addressing of a perceived or real problem to improve future conditions. Policy of course is a contested terrain as policy emanates from a particular political groups manifesto. Thus policy will be contested because there are underlying ideological considerations that find manifestation within a particular policy. For the purposes of this thesis the following definitions will be used which emanate from the Case for Sport (De

Coning 2014: 12). Policy is a statement of intent, public policy is a statement of intent by government, policy analysis is the systematic analysis of policy options and policy process involves the major phases or steps in the public policy process, i.e. policy initiation, policy design, policy analysis, policy formulation, policy decision-making or approval, policy implementation and policy monitoring and evaluation.

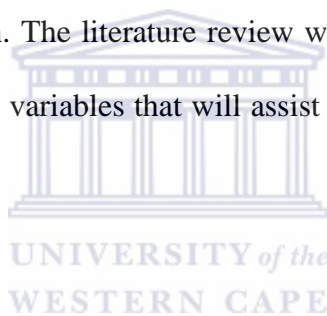
### **3.3 Public Policy Implementation Theory**

This section will examine the literature on public policy implementation. Authors from South Africa, the United States of America and Europe will be reviewed. Brynard (2005; 649) stated that South Africa, in a policy context, went through a period of major review of policies, especially during 1995 and 1996. This is known as the so-called White Paper Era. This was followed by a phase of particular emphasis on service delivery (1997-2003) with a renewed focus on implementation by President Thabo Mbeki. According to Brynard (2007: 649) service delivery is also linked to policy implementation. The key question is how one enhances policy implementation strategies to ensure successful service delivery.

Brynard (2007:558) noted that in order to map out the factors of policy implementation, one first had to clarify what exactly the aim of policy implementation is. The desired outcome of policy implementation is success.

Brynard (2007:558) quoted Giacchino and Kakabadse (2003:140) who stated that successful policy implementation is a strategic action adopted by government to deliver the intended policy decision and to achieve the intended outcomes. Success in terms of policy implementation implies achieving the functionality required by an identified stakeholder.

There is, however, according to various authors, a gap between the policy formulation and policy implementation. This chapter will examine this policy gap and review the various factors that contribute to the policy gap. The literature review seeks to provide a space for understanding public policy theory relating to implementation and to further the goals of implementing the National Sport and Recreation Plan. An analysis of implementation and its various approaches will be discussed. The researcher will consider the works of various authors in the field and highlight various models that have been constructed by various authors. The various models will be reviewed and various published works of scholars will be summarised. In South Africa, Brynard has played a critical role in the publication of theory relating to implementation. The literature review will allow the researcher to determine appropriate factors and variables that will assist the implementation of the NSRP.



### **3.3.1 Early work**

The first literature on policy implementation emerged during the 1970s. Policy implementation gained a great deal of recognition with the publication, in 1973, of Pressman and Wildavsky's "How Great Expectations in Washington are dashed in Oakland, or Why its Amazing That Federal Programs work at all?" In their 1973 work they stated that:

*“There is (or there must be) a large literature about implementation in the social sciences-or so we have been told by numerous people it must be there; in fact it is not. There is a kind of semantic illusion at work here because everything ever done in public policy or public administration must, in the nature of things, have bearing on implementation. Nevertheless, expect for the*

*few pieces mentioned in the body of this book, we have been unable to find any significant analytic work dealing with implementation”* (Pressman and Wildavsky, 1973:166)

According to the Victoria State Services Authority (2011:2) Pressman and Wildavsky’s contribution though a landmark was part of a more general movement by scholars in several different jurisdictions to explore why policy failed to meet their stated objectives. There was considerable interest in how policies and programs legislated at the national or federal level of government might not achieve their intended results, and how they could take shape in very different sub-national and local jurisdictions.

What the authors Pressman and Wildavsky were finding is that there was a dearth of articles relating to policy implementation. To a large extent the forty-two years since 1973 has assisted in breaking this drought. In South Africa authors such as De Coning, Cloete, Brynard, Erasmus have largely filled the gap in this field. The authors Cloete, De Coning (2011:137) and Brynard (2005:650) noted that although the United States and Western Europe have passed through different phases of implementation research, South Africa is in the midst of the implementation theory. Although scholars such as Wildavsky have started research in the sixties already relating to implementation; there is still a common theory lacking. There appears, according to Brynard, confusion regarding the beginning of implementation, when it ends, and how many types of implementation there are.

Dimitrakopoulos and Richardson (2001) stated that implementation is the complex process of putting a policy into practice by a variety of mechanisms and procedures involving a wide range and diverse range of actors. It is according to these two

authors the stage of the policy process where the underlying theories of policy decisions, the choice of policy instruments and the resources allocated during the formulation process are tested against reality. Implementation theorists according to Dimitrakopoulos and Richardson (2001) are generally pessimists. They noted that even Pressman and Wildavsky's headings given above were pessimistic. Pressman and Wildavsky (xv) defined implementation as '*the ability to forge subsequent links in the causal chain so as to obtain the desired results*'.

Brynard (2005:650) in his address to the African Association for Public Administration and Management in 2005 quoted Pressman and Wildavsky who defined implementation as the following, "Implementation means just what Webster (dictionary) and Roget (thesaurus) says it does : to carry out, accomplish, fulfil, produce, complete." According to Pressman and Wildavsky, "Policies imply theories. Policies become programs when, by authoritative action, the initial conditions are created...Implementation, then, is the ability to forge subsequent links in the causal chain so as to obtain the desired result". Van Meter and Horn (1974:447-448) had earlier written offered their definition by stating that:

"Policy implementation encompasses those actions by public or private individuals or groups that are directed at the achievement of objectives set forth in prior policy decisions".

### **3.3.2 Missing Link**

Brynard (2005:651) noted that a widely accepted model of the causal processes of implementation still remain what Hargrove (1975) called the missing link in social policies. It was pointed that "Implementation research has been too restricted in time ( i.e. an emphasis on cross-sectional versus longitudinal analysis), too restricted in

number (i.e. an emphasis on case study versus comparative analyses), too restricted in policy type (i.e. an emphasis on single type versus multiple policy types,) too restricted in defining the concept of implementation (i.e. limited to a single output versus multiple measures), and too restricted in approach ( i.e. the utilisation of either top down or bottom up approach versus both) ( Brynard 2007:358).

The policy gap can be defined in a much broader way. Sabatier and Mazmanian (1983: 20-21): offered the following definition:

*Implementation is the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive decisions. Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, structures the implementation process. The process normally runs through a number of stages beginning with passage of the basic statute, followed by the policy outputs (decisions) of the implementation agencies, the compliance of target groups with those decisions, the actual impacts of agency decisions, and finally, important revisions (or attempted revisions) in the basic structure.*

The policy gap can entail a number of aspects. These vary loosely between compliance issues and the desired results of the implementation. Cloete and De Coning (2011: 135) stated that:

*Policy implementation is a multifaceted concept, attempted at various levels and pursued in conjunction with the private sector, civil society and NGO's. In this partnership, strategy generation and planning are vital ingredients in the policy-implementation interface, and various implementation instruments have*



*emerged such as planning, strategy generation, programme management, project management and various forms of public-private partnerships.*

Khosa (2003:49) remarked that the discrepancies between public policy and implementation are mainly caused by unrealistic policies and a lack of managerial skills. Madue (2008:200) commenting on South Africa, noted that policy gaps highlight rhetoric with practice and also highlights the challenges faced by government in linking intention with outcome.

### **3.4 Public Value**

Mark Moore (1995) is one of the scholars that have done much to highlight the complexity of implementation process and the importance of trying to understand the policy gap. Moore (1995:71) suggests a strategy for the implementation of public policy in order to ensure public value. Moore stated that:

*A strategic triangle is an organisational strategy concept that simultaneously declares the overall mission or purposes of an organisation (cast in terms of public values); offers an account of the sources of support and legitimacy that will be tapped to sustain society's commitment to the enterprise; and explains how the enterprise will have to be organised and operated to achieve the declared objectives.*

Moore further proposed that in developing a strategy for a public sector organisation, a manager must bring these elements into coherent alignment by meeting three broad tests. The tests firstly must show that the strategy is substantively valuable in the sense that the organisation produces things of value to overseers, clients, and beneficiaries at low costs in terms of money and authority, secondly that the strategy must be legitimate and politically sustainable and that the enterprise must be able to

continually attract both authority and money from the political authorising environment to which it is ultimately accountable and that it must be operationally and administratively feasible in that the authorised, valuable activities can actually be accomplished by the existing organisation with help from others who be induced to contribute to the organisations goal.

Moore (1995) reminded readers that policy implementation is not only about operational feasibility and technical capacity, but also about the substantive value of policy. Moore and Benington (2011:42) have added to the debate about public value by articulating that public value can be thought of in two ways i.e. what the public values and what adds value to the public sphere.

After an analysis of the term value, Benington found that the notion of public value extended beyond market economic considerations, and can also encompass social, political, cultural and environmental dimensions of value. An economic value is added to the public realm through the generation of economic activity, enterprise and employment. A social and cultural value is added to the public realm by contributing to social capital, social cohesion, social relationships, social meaning and cultural identity, individual and community wellbeing. Political value is added to the public realm by stimulating and supporting democratic dialogue and active participation and citizen engagement. An ecological value is added to the public realm by actively promoting sustainable development and reducing public.

Benington and Moore espoused the view that public value is not created by the public sector alone. Public value outcomes can be generated by the private sector, the voluntary sector and informal community organisations, as well as by governments. One of the potential roles of government is to harness the powers and resources of all

three sectors (the state, the market and civil society) behind a common purpose and strategic priorities, in the pursuit of public values. Benington and Moore (2011:49) concluded by stating that:

*Public value can help to define, clarify, and operationalise the notion of adding value to the public sphere, in the same way that the concept of added value within the private market provides a benchmark for private sector activity. Public value focuses attention both on what the public values and on what strengthens the public sphere. Public value highlights the processes of value creation, and the longer -term outcomes for the public sphere, not just the short term activities and outputs.*

### **3.5 Generations of Research**

The various authors, Cloete and De Coning (2011:138) and Brynard (2005), all agree that three generations of research into policy implementation exists. The very first or classical generation of thinking on the subject began with the assumption that implementation would automatically happen once the appropriate policies had been authoritatively proclaimed. The second generation set out to challenge this assumption, to explain implementation failure in specific cases and to demonstrate that implementation was a political process no less complex than policy formulation. The third or analytical generation, by contrast, has been less concerned with specific implementation failure and more with understanding how implementation works in general and how its prospects might be improved.

### 3.5.1 Generation one: Classical Thinking

Brynard (2005:651) noted that Hjern and Hull (1982: 107) trace the antecedents of the “classical” view of administration and implementation to early constitutionalist theorists. Quoting Hume, they suggested that his and his successor’s political methodology could be labelled the single authority, top down approach to political organisation and, thereby to policy implementation:

*“So great is the force of laws and of particular forms of government, and so little dependence have they on the humours and tempers of men, that consequences almost as general and certain may sometimes be deducted from them as any which the mathematical sciences afford us”* (Hjern and Hull, 1982:107).

Brynard (2005:652) stated that administration was conceived as being scientific, rational, predictable, and machine like. The classical model of policy implementation was based on three basic concepts which helped make the machine the metaphor and model for the study of administration and helped foster the view that implementation was but an automatic cog within the rationalised administrative machine (Hjern and Hull, 1982). These three basic concepts noted that a small group of decision makers at the top create policy and subordinates dutifully carried it out, policy formulation and policy implementation are and should be two separate and distinct activities, with the latter being neutral, professionalised and non political and thirdly that efficiency is the basic criterion for evaluating administrative performance.

De Coning and Cloete (2011:138) noted that the resulting rational model was based on three concepts: organisational hierarchy, the separation of politics, and efficiency. For exactly the above reason the authors noted, the significance of implementation was minimised.

Understanding policy implementation within the constitutional framework of South Africa is important because there were specifically negotiated settlements relating to all areas. Security and foreign policy to name just two fall within the purview of national government whereas other areas may local, provincial and national competence. Implementation of the agreed policies will have to have find assent with all levels of governance as it is important that policies be implemented and felt at the local level.

### **3.5.2 Generation two: Critical Thinking**

Authors such as Lindblom (1979) focussed on the limitation of the classical model when it became apparent after World War Two that public policy worked less efficient and orderly than originally thought. Brynard (2005:652) noted that the first generation of scholars was criticised for underestimating the complexity of the implementation process; the second generation set out to record the magnitude of this complexity through detailed empirical studies. Scholars of the generation meticulously documented specific case studies and showed how complex implementation was and why it was folly to assume that just because a policy had been proclaimed, it would be implemented.

Brynard (2005) found that the next quote captured the mood of the second generation:

*It is hard enough to design public policies and programmes that look good on paper. It is harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituencies to which they are responsive. And it is excruciatingly hard to implement them in a way that pleases anyone at all, including the supposed beneficiaries or clients.*

### **3.5.3 Generation three: The search for a fully-fledged implementation theory**

Brynard noted (2005: 652) that it was the realisation of the absence of (and the need for) causal understanding, organising frameworks, conceptual models, analytic approaches, and ultimately explanatory and predictive theories that ushered in the third generation of thinking on implementation. Researchers do not agree on the outlines of a theory of implementation or even the variables crucial to implementation success. Researchers, for most part implicitly, also disagree on what should constitute implementation success, especially in a multi-actor setting. Brynard concluded this section by noting that although there is still a lack of cumulation or convergence in the field and predictive implementation theory remains elusive, this generation of scholarship has substantially enhanced the understanding of the important clusters of variables that can impact implementation.

Toshkov (2009) has recognised that in multi levels of governance the implementation of public policies is often decentralised, policies adopted at the highest level are adapted, implemented and enforced by actors at lower levels. As a result, policy outcomes crucially depend on the willingness and capability of these actors to implement the policy in a timely and reliant manner.

### **3.6 Top-down vs Bottom-up Planning**

One of the most important debates in the field of implementation is the top-down versus bottom-up policy implementation. Brynard (2005:653) noted that as implementation research evolved, two schools of thought developed as to the most effective method for studying and describing implementation. These schools were known as top-down and bottom-up. Top-down supporters view policy designers as the central actors and concentrate their attention on factors that can be manipulated at

the national level. Bottom–up supporters emphasise target groups and service deliverers. Brynard stated that most theorists agree that some convergence of the two perspectives exists. There is a close relationship between policy implementation and service delivery. This means that the macro level variables of the top down model are tied with the micro level bottom –up proponents (Matland 1995).

Cloete and De Coning (2011:139) stated that the single most important fault line in the field of implementation is that of dividing a top-down view of implementation. The top-down view, the authors above proclaimed, is exemplified in the earlier analytic models and has remained the dominant genre. According to Sabatier (1986) the perspective starts from the authoritative policy decision at the central (top) level of government and asks the following questions: To what extent were the actions of the implementing officials and target groups consistent with the objectives and procedures outlined in that policy decision, to what extent were the objectives attained over time, what were the principal factors affecting policy outputs and impacts and how was the policy reformulated over time on the basis of experience?

Mtethwa (2012:39) stated that the top-down approach emphasised the faithfulness with which implementation adheres to the policymakers intention (Sabatier 1986:28). This approach is characterised by its hierarchical and control themes. The aim is to improve performance and to achieve the institutions goals. The goal is an independent variable, a starting point and a benchmark which can and should be controlled by sanctions (Jordan 1995: 6).

The top-down approach had a few shortcomings as it assumed that there is a single system of service delivery from national government. Anderson (in Thomas A Birkland, 2010:187) noted that the courts, legislators, bureaucrats, community

organisations and pressure groups are all involved in policy implementation, so although implementation may be situated at one central point, several agencies or organisations will have an implementation failure or success.

The bottom-up approach was largely according to Cloete and De Coning (2011:139) a reaction to the top-down model based on identifying weaknesses in it and suggesting alternatives to address those weaknesses. The authors noted the various criticisms of the top-down approach that were expressed by authors: “this notion that policy makers exercise or ought to exercise- some kind of direct and determinary control over policy implementation might be called a ‘noble lie’ (Elmore, 1979:603), analysis should focus “on those who are charged with carrying out policy rather than those who formulate and convey it” (Lipsky, 1978: 398).

Implementers of the bottom-up approach who are also known as street level bureaucrats (Brodkin, 2000) wanted to achieve greater allegiance between policy making and policy delivery. According to Brynard (2007:37) street level bureaucrats are those agents on the ground who implements policies at the point of contact with the target audience of the policy such as teachers, social workers and police officers.

A consensus has emerged in the literature according to Cloete and De Coning (2011:140) that it is not a matter of choosing between the two approaches as though they were mutually exclusive alternatives (Hanf 1985). Both perspectives provided useful insights into the implementation process; both demonstrate significant explanatory strengths as well as weaknesses; each may be more relevant to particular sets of cases and there exists a need to evolve new models of implementation which incorporates the strengths of both models of implementation.



Calista (quoted in Mthethwa, 2012:39) is of the view that democratic policy systems are increasingly supporting the moving away from top-down or bottom-up dichotomies to a centrist approach emphasising how actors from different institutional contexts influence the policy to be implemented. Mthethwa (2012: 39) noted that the evolution and bargaining models view policy implementation as a bargaining, exchange and negotiation action.

Definitions of what constitutes implementation according to Mthethwa (supra) can also vary depending on where actors are along the continuum of policy implementation, such as complying with policy directives, reaching intermediate performance indicators or benchmarks, or achieving long term policy objectives or goals (Ingram and Schneider 1990 :71). In the implementation process, policy makers may use components from all or some of the above approaches, whichever suit their purposes for the policy at hand.

The Victorian State Authority (2011) noted that the top-down and bottom-up streams in the literature typically (but not always) looks at programmes in the United States. Examples can be found in the articles cited by Hill and Hupe (2009) which include Pressman and Wildavsky ( 1973), Van Meter and Van Horn (1975), Mazmanian and Sabatier ( 1981) and Hogwood and Gunn ( 1984)).

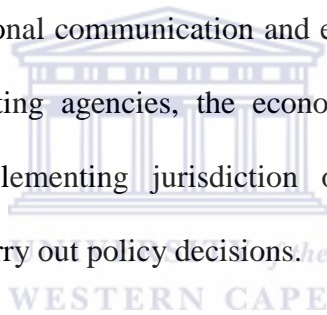
The Victorian State Authority distinguished between the top-down and bottom-up approaches and noted that the top down body of work was dedicated to finding better ways for central authorities to anticipate implementation challenges and the behaviours of delivering agents, co-ordinate implementation activities better within and across governments, and identify better tools and instruments for achieving policy goals, objectives and outcomes.

Bottom–up perspectives and analysis sought to explain why outcomes diverge from policy intentions, for good or for ill, by studying the behaviour of actors in the implementation chain. Studies explored the reactions of implicated organisations and staff (Van Meter and Van Horn 1975), the reactions of over-loaded street level bureaucrats (Weatherley and Lipsky 1977), the behaviour of individuals, groups and organisations reacting in organisational and political ways to central plans ( Hjern 1982, Ingram 1977), the under specification of and often poorly communicated policies and subsequent interpretation by staff and others (Yanow 1993) and the natural effects of ambiguity, diverging interests, bargaining and negotiation (Matland 1995).

### **3.7 Implementation Models, Framework, Approaches and Perspectives**

The next section will focus on some of the key research that was done in the early years relating to the various implementation models, frameworks, approaches and perspectives. An early model was postulated by Smith (1973) in which he highlighted the complexity of implementation in developing countries. According to Cloete and De Coning, Smith argued that the tensions and conflicts experienced in implementation may, or may not manifest themselves in the creation of new behavioural patterns and relationships (i.e. institutions). Smith’s tension-generating matrix within the implementation process is the interaction between four components namely the idealised policy and patterns of interactions that the policy wants to induce, the target group which is called upon to change its behaviour, the implementing organisations structure, leadership and capacity and the environmental factors or the constraining corridor through which the implementation of policy must be forced.

Gholipour et al (2012) defined the top down approach as the elites at the top of the pay legislation and the comments of people that are not involved in decision making. Cloete and De Coning agreed with Gholipour and also cited the authors Van Meter and Van Horn 1974, Edwards 1980 and Mazmanian and Sabatier 1981. Gholipour stated that the model presented by Van Meter and Van Horn consisted of six variables that include : standards and objectives, policy resources, and activities between organisations and executive actions, specifications of administrative, economic, social, political parts and enforcements trends. These variables created relations between implementation and policy. Cloete and De Coning (2011:140) stated that the variables include the relevance of policy standards and objectives, policy resources, inter-organisational communication and enforcement activities, the characteristics of the implementing agencies, the economic, social and political environment affecting the implementing jurisdiction or organisation and the disposition of implementers to carry out policy decisions.



Edwards and Sharansky (1978) proposed another model to answer the questions: “What are the preconditions for successful policy implementation?” and “What are the primary obstacles to successful policy implementation?” They propose the four interacting and simultaneously operating factors which are communication, resources, dispositions and bureaucratic structure.

Mazmanian and Sabatier (1981) articulated one of the more influential perspectives of the top-down approach. They observed that policy making is an iterative process of formulation, implementation and reformulation and the distinction between the three should be maintained. The focus should be on the attainment of the stated policy goals, although the outputs of the implementing agencies and the outcomes of the implementation process are both important. Implementation can be viewed from

three different perspectives; the initial policy maker or the centre, the field level implementing official or the periphery, and the actors at whom the programme is directed or the target group, but a centrally focussed perspective to implementation is preferred.

Mazmanian and Sabatier (1981) in searching for the principal variables that has an effect on policy implementation lists a total of seventeen factors which they have grouped together into three far-reaching categories. The first group is the tractability of the problem.

The variables listed under tractability are availability of valid technical theory and technology, diversity of target group behaviour, target group as a percentage of the population and the extent of behavioural change required.

The second group is the ability of policy decisions to structure implementation. Original policy makers can substantially affect the attainment of legal objectives by utilising the levers at their disposal. The variables listed under this heading include the incorporation of adequate casual theory, unambiguous policy directives, financial resources, hierarchical integration within and among implementing institutions, decision and rules of implementing agencies, recruitment of implementing official and formal access by outsiders.

The third group are the non-statutory variables affecting implementation. Implementation also has an inherent political dynamism of its own. The variables mentioned are the socio-economic conditions and technology, media attention to the problem, public support, attitudes and resources of constituency groups, support from sovereigns and commitment and leadership skill of implementing officials.

Brynard (2009:575) in his mapping of the factors that influenced policy implementation concluded that all the studies indicate the complex and dynamic nature of policy implementation. He quoted Goggin (1986:329) that three clusters of independent variables can be identified. The first is the form and content of the policy itself, the second cluster is the capacity of the organisations responsible for making the policy work and the third cluster referred to the qualifications of the people in charge of the policy operations.

Berman (1978) suggested that policy implementation strategies differ depending on the scope of change, degree of technical certainty, degree of consensus, amount of co-ordination required and the stability of the environment. Berman sets out two very different implementation strategies: programmed versus adaptive. Programmed implementation strategies are those that have greater specificity in their design and articulation. They are about “compliance”. Adaptive strategies are less defined, more emergent, and exist in loosely coupled systems. They are shaped relatively more further into the implementation and from the ‘bottom-up’. Neither a programmed nor an adaptive strategy is innately superior; their efficacy depends on the circumstances. (Victorian State Services Authority, 2011: 4)

Brynard (2009:575) noted that implementation involves different behaviours in both the administrative and political dimensions. The exact manner or style of implementation is a result of certain implementing decisions that shape implementation behaviour. The success or failure of implementation is due to behaviour during the course of implementation (Goggin 1986:330). Goggin noted that a distinction should be made between performance and consequence. Successful policy implementation is therefore no guarantee for performance success. The

consequences of these views are that there are various types and degrees of policy implementation success or failure.

Matland (1995) according to the Victorian State Services Authority (2011:4), sought to reconcile the top-down and bottom-up perspective with a more systematic treatment of embracing both variation in conflict and ambiguity in implementation. He set out a typology that suggests four different implementation styles. The typology proposed administrative implementation where there is low ambiguity and low conflict, political implementation where there is high conflict and low ambiguity, experimental implementation where there is low conflict and high ambiguity, and symbolic implementation when both ambiguity and conflict are high.

Brynard (2009:576) in his conclusion noted that according to O' Toole (1986) theories about policy implementation are almost embarrassingly plentiful, but theoretical consensus is not yet on the horizon. The findings of policy implementation research over the last few years have had a cumulative effect- almost a snowball effect. It is now clear according to Brynard (2009: 576) that policy implementation varies from one situation to the next. There are many unanswered questions about implementation, such as questions about types of implementation, casual patterns associated with outcomes, and the relative importance and unique effects of various factors that influence policy implementation.

Many authors are of the opinion that analysis should focus on those who are charged with carrying out the policy rather than those who formulate and convey it. The debate is of course important because in a constitutional democracy the representatives in parliament represent the people of the country and are empowered

to make laws and introduce new policy. What is important is how the implementers at grassroots level implement the policy to give effect to the policy.

Brynard (2008) stated that the:

*Content of policy in a democracy determines the kind of social and political activity that will be stimulated by the policy making process. It is not possible that all policies will equally stimulate the interests of all the people. Some policies may stimulate less interest, while others may trigger a chain of events, public actions, reactions and responses. The amount of time required to define a certain policy proposal, as well the policy problem itself, are logically determined by the particular issue at hand. Issues that are complex and value-laden generally have higher and more varied levels of involvement by various stakeholders. Successful implementation of the policy again requires other critical elements like citizens' expectation, participation and continual political engagement.*

Cloete and De Coning (2011:142) in a review of the top-down and bottom-up theories concluded that the differences, in many instances, are not so much about the constellation of variables they use as about the relative importance of specific variables within the specific cases of implementation. They cite as an example that the difference is not about whether implementation is a multi-actor, multi-organisation process, but which actors and organisations are the most relevant; furthermore it is not about whether street level bureaucrats and or organisational networks are important as explanatory variables, but how important they are.

The principle of circularity outlined by the authors Rein and Rabinowitz (1977) implied that top-down and bottom-up forces will exist simultaneously in most

implementation situations which are framed by pressures from both the top and the bottom. Also, depending on the case, each approach may be more or less relevant. There appears according to Cloete and De Coning a growing consensus on the need to synthesise the major features of the two approaches and develop models that capture the strengths of both. This is consistent with the approach enunciated by Brynard above.

### **3.8 Developing Countries and Implementation**

Brynard (2005: 655) highlighted the point that although Western Europe and North America appeared to have gaps in their implementation theories the two continents are working closely with one another to fill these gaps. However, there seems to be assumptions relating to whether the implementation theories in the developed world would have bearing on the developing world. Brynard, however, stated that the always implied, often unstated, never actually tested, and practically unchallenged assumption that not only local conditions but the very process through which implementation occurs is fundamentally different in developing as in industrialised societies.

Warwick (1982) has published in the field of implementation in developing countries. Warwick defined three main approaches to implementation; the machine model which “assume that a clearly formulated plan backed by legitimate decision-making authority contains the essential ingredients for its own implementation” and the games model which “swings from total rationality to virtual irrationality in implementation” and plays down plans and policies and plays up the power of bargaining, and exchange” and the evolutionary model which implies that “policy is



significant not because it sets the exact course of implementation but because it shapes the potential for action.”

Warwick then suggests what he has called the transaction model for understanding implementation. To Warwick (1982:181) “the concept of transaction implies deliberate action to achieve a result, conscious dealings between implementers and program environments, and, as a particularly critical kind of dealing, negotiation among parties with conflicting or otherwise diverging interests in implementation.” The model he proposed rested on the assumptions that policy is important in establishing the parameters and directions of action, but it never determines the exact course of implementation, formal organisation structures are significant but not deterministic, the programmes environment is a critical locus for transactions affecting implementation, the process of policy formulation and programme design can be as important as the product, implementer discretion is universal and inevitable, clients greatly influence the outcomes of implementation and implementation is inherently dynamic. Warwick (1982: 90) concluded:

*Implementation means transaction. To carry out a program, implementers must continually deal with tasks, environments, clients and each other. The formalities of organisation and the mechanics of administration of administration are important as background, but the key to success is continual coping with contexts, personalities, alliances and events. And crucial to adaptation is the willingness to acknowledge and correct mistakes, to shift decisions, and to learn from doing. Nothing is more vital to implementation than self-correction; nothing is more lethal than self-preservation.*

### 3.9 Assessing of Policy Implementation

Mthethwa (2012:36) stated that policies are influenced by the contexts in which they are developed. Such contexts include historical, cultural, social, economic, and diverse conceptual dimensions operating at international, regional, country and local levels. Mthethwa agreed with Bhuyan et al. (2010:1) that there are three important reasons why assessing policy implementation is crucial.

*They are firstly that it promotes accountability by holding policy makers and implementers accountable for achieving stated goals and by reinvigorating commitment. Secondly, it enhances effectiveness because understanding and addressing barriers to policy implementation can improve programme delivery. Lastly it fosters equity and quality because effective policy implementation can establish minimum standards for quality, promote access, reduce inconsistencies among service providers and thus enhance quality*

Mthethwa noted that researchers (Thomas and Grindle 1990:1165; Calista 1994: 131; Matland 1995:153; Alesch and Petak 2001:15; Brinkerhoff and Crosby 2002:43; Bressers 2004: 291; and O' Toole: 315) have formulated numerous theories to demonstrate the essence of policy implementation and the factors that contribute to success or failure, including the different levels, processes and stakeholders involved in implementing public policy. Implementation is often viewed as part of a linear process that proceeds directly from the predictions and prescriptions given by the official to the policy maker(s), to implementation and then to policy outcomes. Policy implementation, more specifically Mthethwa noted, is the set of activities and operations undertaken by various stakeholders towards the achievement of goals and objectives defined in an authorised policy (Nakamura and Smallwood 1980:109).

Policy implementation is not necessarily a coherent, continuous process; instead it is frequently fragmented and interrupted (Walt and Gilson 1994:361). Implementation problems are no longer primarily a management problem confined to a management and a subordinate or a single institution. Implementation of public policy stretches from across the different spheres of government (in South Africa from national to provincial to local), and across the agents of government from legislative to executive to administrative units (Mclaughlin 1987 :172).

Mthethwa (2012:38) found that while policies codify a set of goals and actions, the manner in which a policy is implemented is not linear and may change over time for a variety of reasons, only some of which are controlled by policymakers. Policies are often redefined and interpreted throughout the implementation process as they confront the realities of implementation on the ground (Alesch and Petak 2011:19). Leadership, stakeholder engagement, the context, resources, and operational issues shape decisions and actions at various levels are key elements along the policy to action continuum. Consequently a practical way to consider policy implementation is to consider the extent and form in which activities have been carried out and the nature of issues arising during implementation (Love 2003:5).

The complexity of implementation was articulated by Wittrock and DeLeon (1986:55) who view policy as a “moving target” and stated that “the dynamics inherent in the implementation process can no longer be neglected, however inconvenient they may be”. They realised that earlier “analysts were simply unable to treat a world in which multiple variables were permitted to change, sometimes independently, occasionally in unison”. Brynard (2007:39) stated the whole idea of multiplicity of participants and perspectives combined often produce a formidable obstacle course for implementation programmes.

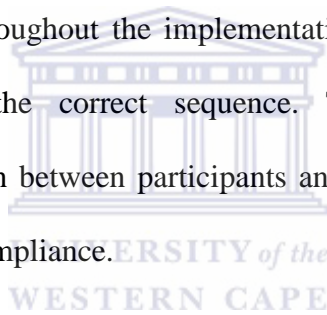
Brynard (2010) in a further article stated that:

*Policy and policy implementation require groups of implementers and therefore implies cognitive consensus in the policy process. The degree of conflict and/or consensus between actors determines the extent of success of the policy. It is clear that cognitive and normative frames and the subsequent interpretation of policy implementation are mainly determined by a social context. This requires that future research about cognitive and normative frames in the policy implementation process should investigate and diagnose social contexts in order to understand the particular outcomes of policies.*

Umukoro and his fellow authors (2009: 260) stated that two identifiable approaches regarding the design of implementation of strategies have been identified by scholars. One of these approaches called programmed implementation assumes that implementation problems can be made tolerable, if not eliminated, by careful and explicit pre-programming of implementation procedures. The other view, which could be called adaptive implementation, holds that strategy execution can be improved by processes that enable initial plans to be adapted to unfolding events and decisions. Umokoro built on the work of Berman who published the theory alluded to in 1978.

The authors Hill and Hupe in their book *Implementing Public Policy* (2002) emphasised the point that implementation inevitably takes different shapes and forms in different cultures and institutional settings. This point Hill and Hume stated is particularly important in an era in which processes of government have been seen as transformed into governance. The latter means that a wider range of actors may be participating and those simplistic hierarchical models are being abandoned.

Dimitrakopoulous and Richardson (2001) noted that Gunn (1978:170-175) has produced a list of ten conditions necessary for the achievement of perfect implementation. These ten conditions may not all exist simultaneously but they noted that the circumstances external to the implementing agency must not impose crippling constraints and that adequate time and sufficient resources must be made available to the programme. The required combination of resources must be actually available and the policy to be implemented must be based upon a valid theory of cause and effect. The relationship between cause and effect must be direct and there must be few, if any, intervening links and the dependency relationships between implementing agencies must be minimal. There must be complete understanding of and agreement on objectives throughout the implementation process and the tasks must be fully specified in the correct sequence. There must be perfect communication and co-ordination between participants and those in authority must be able to demand and perfect compliance.



Bhuyan et al. (2010:5) outlined seven dimensions that may influence policy implementation. The dimensions are firstly the policy, its formulation, and dissemination; secondly the social, political, and economic context, thirdly the leadership for policy implementation; fourthly the stakeholder involvement in policy implementation, fifthly the implementation planning and resource mobilisation; and the last two being operations and services and feedback on progress and results.

The conditions stipulated above will differ from country to country and from province to province within a country. Policies may be dependent on budget that emanate from the central fiscus, whilst other conditions such as the local authorities will to do something may also be a factor to be considered. Authors from across the various continents have been attempting to get to a set of common variables that can

be followed across the world in different disciplines. The variables are very similar and can be explored in different jurisdictions.

### **3.10 The 5-C Protocol for Policy Implementation**

Brynard (2005:658) stated that in understanding implementation as a complex political process, rather than a mechanistic administrative one, the study of implementation becomes an attempt to unravel the complexity of following policy as it travels through the complex, dynamic maze of implementation, to understand how it changes its surroundings and how it is itself changed in the process; and most importantly, to see how it can be influenced to better accomplish the goals it sets out to achieve. While the maze through which policy travels in the course of its implementation is unique to each situation, the synthesis of accumulated scholarship on the subject suggests that critical variables which shape the directions that implementation might take are identifiable. Consequently variables emerge which are important causal factors for a multitude of scholars adhering to otherwise divergent perspectives (top-down or bottom-up), working on differing issues (e.g. environment, education), in different political systems (e.g. federal, unitary) and in countries at various levels of economic development (industrialised or developing). Cloete and De Coning (2011: 145) noted that the major findings of representative analytical research on implementation demonstrate that the scholarship on the subject is diverse, complex and broad. In their book they state that the goal of the section is not to build a theory because at the moment a universally acceptable predictive theory is considered unattainable.

Brynard (2005) identified the key clusters of explanatory variables that might allow a better understanding of implementation. The five interlinked variables, also known as the 5-C protocol, are the following:

1. The **content** of the policy itself – what it sets out to do, (i.e. goals) how directly it relates to the issue, how it aims to solve the perceived problem ( methods);
2. The nature of the institutional **context**- the corridor (often structured as standard operating procedures) through which policy must travel, and by whose boundaries it is limited, in the process of implementation;
3. The **commitment** of those entrusted with carrying out the implementation at various levels to the goals, causal theory, and the methods of the policy;
4. The administrative **capacity** of implementers to carry out the changes desired of them;
5. The support of **clients/ coalitions** whose interests are enhanced or threatened by the policy, and the strategies they employ in strengthening or deflecting its implementation.

Brynard suggests that the 5-C protocol can be used as mechanism for understanding and making sense of the complex nature of implementation. This protocol provides for an approach that traverses the complexities associated with policy implementation due to the fact that it is informed by practical findings of policy scholars and the South African policy context in particular.

Cloete and De Coning (supra) noted that each of the variables is linked to, and influenced by, the others depending to a varying extent on the specific implementation situation. The example cited is that of implementation capacity.

Implementation capacity is likely to be a function of all remaining four variables: policy content may or may not provide for resources for capacity building; the institutional context of the relevant agencies may hinder or help such capacity enhancements; the commitment of implementers to the goals, causal theory, and methods of the policy may make up for the lack of such capacity- or vice versa; or the coalition of actors opposed to effective implementation may stymie the capacity which might otherwise have been sufficient- here again supportive clients and coalitions may in fact enhance capacity.

Mculwane (2008) noted that Brynard's development of the 5-C protocol is primarily informed by the pioneer research conducted by the scholars of the Erasmus University Rotterdam in the Netherlands. In the decade of the 1990's and after, scholars like WJ Kickert, E Klijn and JFM Koppejan pioneered research on the development of a network approach to the policy process building on the criticism levelled against networking as a viable theory of governance.

Mculwane (2008) stated that Klijn and Koppejan (2000:2) traced the origins of the network approach from distinctive and influential developments in the evolution of public management science. Klijn and Koppejan argued that it resulted from a realization that government is no longer the cockpit from which societies are governed and that policy processes generally are the result of a characteristic interplay between different actors in the policy arena. To this extent Mculwane (2008) found that the network approach to policy rests on specific critical assumptions which included, inter alia, that public policy is made and implemented in very complex processes of interaction between a number of actors taking place in the context of interdependent networks, that the actors in the policy game are mutually dependent on each other as a result of which policy objectives can only be



realized in the presence of sustained co-operation between the various actors and that collaboration cannot happen by itself and that for that reason it requires sustained skills in management and network constitution.

The 5-C protocol can be summarised in the following manner:

### **3.10.1 Content**

Brynard (2005:659) stated that the seminal typology of policy content is provided by Lowi (1963) who characterised policy as distributive, regulatory or redistributive. In very broad terms the descriptions are defined as distributive when it is possible to create public good for the general welfare and are non-zero-sum in character; regulatory when specified rules of conduct with sanctions for failure to comply are formulated; and redistributive when attempts to change allocations of wealth or power of some groups at the expense of others are made. For Lowi the content of the policy had to do with the means it prescribes to achieve the ends.

Brynard noted that although this and other classifications have been found useful by a wide variety of implementation scholars (Smith, 1973; Van Horn and Van Meter, 1975; Hargrove, 1975) there is also a widespread implicit realization that the content of policy is important not only in the means it employs to achieve its ends, but also in its determination of the ends themselves and in how it chooses the specific means to reach those ends. This more elaborate understanding of the criticality of policy content is best exemplified in the seminal work of Pressman and Wildavsky (1973) who view “implementation as a seamless web ... a process of interaction between the setting of goals and actions geared to achieving them”. Mediating this choice of ends and means is the content of the policy.

Three important points from Pressman and Wildavsky are highlighted by Najam (1995:39). The authors in their work on implementation and policy stated that the

three important elements are firstly, what the policy sets out to do i.e. the aims of the project; secondly, how it problematises the issue it sets out to solve; and thirdly, how it aims to address the perceived problem and the choice of methods to be used.

Knoepfel (Knoepfel et al, 2007 :191) noted that policy content should also include such phenomena as the characterization of “the different possibilities for expressing the intention of the legislator (for example, degree of precision, scope for manoeuvre given to federal/ centralized or decentralized administrative actors) and the different modes of intervention adopted for example, obligations or bans, financial incentives, information) or the institutional arrangements predetermined in this legislation”.

The content of any policy that is sought to be implemented must be understood in dynamic terms. A policy may have been articulated during a different social, political, legal or economic setting and time period. The implementers of any policy must understand the content and its application. Brynard’s proposal to consider content is consistent with Gunn’s analysis that the policy to be implemented must be based upon a valid theory of cause and effect. Brynard’s analysis is also in line with Najam (1995:40) who stated that the goals set out by policy will likely have a direct impact on both the commitment of those implementing the policy and the characteristic of the actor coalitions supporting or opposing particular policies.

### **3.10. 2 Context**

It is common cause amongst implementation scholars that a “context free” theory of implementation is unlikely to produce powerful explanations or accurate predictions (Berman 1980:206). O’ Toole (1986:202) noted, however, that “the field of implementation studies has yet to address, as part of its research strategy, the challenge of contextuality, beyond fairly empty injunctions for policy makers, implementers and researchers to social, economic, political, and legal setting.”

Brynard (2005: 659) stated that the focus is on the institutional context which like the other four variables (communication came later), will necessarily be shaped by the larger context of social, economic, political and legal realities of the system. This is simply to determine how this impact on the implementation process, primarily via the institutional corridor through which implementation must pass.

Mthethwa (2012:41) noted that policy formulation and implementation cannot be removed from the context in which it takes place. Countries have different political systems and forms of government, in addition to various social, cultural, and economic systems and levels of development. The social, political, and economic contexts influence the policies developed and how those policies are put into practice (Grindle and Thomas 1991:33). Contextual and environmental factors can provide both opportunities and constraints for effective policy implementation (Calista 1994: 119). Warwick (1982:188) remarked that bureaucratic contexts favourable to implementation more often grow out of human interaction than hierarchical regulation.

Context is an important aspect of policy implementation. Dimitrakopoulos and Richardson noted the relationship between cause and effect must be direct and that there must be few, if any, intervening links. Mthethwa (2012:41) agrees with Brynard that policy formulation cannot be removed from the context in which it takes place. Mthethwa notes that achieving policy goals means that implementation must proceed through inevitable changes in political regimes, governmental structures, economic conditions, and social environments. Walt and Gilson (1994 : 362) and Bhuyan et al (2010:5) all concluded that as the political economy changes, some policy contexts also change, in turn affecting which actors are involved, which

policy decisions are made, and what processes take place at various levels, including the operational and service delivery levels.

Context even in South Africa will depend on the social settings and cultural practices that may vary between communities and provinces. Brynard's proposal to use context as an important variable is supported as suggested by scholars and understood within the milieu of social, economic, legal or political changes that may occur from time to time.

### **3.10.3 Commitment**

Brynard noted (2005: 660) that governments may have the most logical policy imaginable but if those responsible for carrying out the policy are unwilling or unable to do so, little will happen. All scholars whether they believe in the top-down or bottom-up approach all viewed the factor of commitment as critical to effective implementation. Van Meter and Van Horn (1974), Edwards and Sharansky (1978) and Sabatier and Mazmanian (1981) have all written on the subject of commitment and reinforced the importance of commitment.

According to Cloete and De Coning (2011: 147) a hardline top-down perspective would view implementer commitment as fashioned primarily by the content of policy and its capacity (resource) provisions both of which are supposedly controlled from the top. A fundamentalist bottom-up view, even while accepting the influence of content and capacity, would tend to view commitment as being influenced much more by the institutional context, and clients and coalitions (Lipsky, 1980). Warwick (1982:135) noted that it is important to acknowledge that “the true test of commitment is not whether implementers execute a policy when their superiors force them to, but whether they carry out a policy when they have the option of not doing so”.

De Coning and Cloete (2011: 147) reinforced the importance of commitment and make two further propositions that commitment is important not only at “street level” but at all levels through which policy passes, in cases of international commitments, this includes the regime level, state level, street level, and all levels in between and commitment will influence and be influenced by all the remaining variables: content, capacity, context and support of clients and coalitions.

Dimitrakopoulos and Richardson (2001) noted that Gunn’s last variable was for those in authority to be able to demand and obtain perfect compliance. Other scholars such as Warwick (1982:135) earlier stated that “effective and efficient bureaucratic structures may be in place trying to implement policy, but without commitment from those role players responsible for implementation, nothing will happen”. Eminent scholars such as Sabatier and Mazmanian (1981:547) remarked plainly that “no matter how well a statute structures the formal decision process, the attainment of statutory objectives which seek to significantly modify target group behaviour is unlikely unless officials in the implementing agencies are strongly committed to the achievement of the objectives. All scholarly writings point out that fundamentally without commitment all the principles relating to implementation will face dire consequences. Brynard’s analysis is thus supported that commitment should be the third c within the protocol as it is evident from the early writings that commitment by all role players and actors is fundamental to the success of implementation.

#### **3.10. 4 Capacity**

Cloete and De Coning (2011:148) saw the capacity of the public sector in terms of general systems thinking as the structural, functional and cultural ability to implement the policy objectives of the government. This the authors stated is the

ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, effectively, as planned over time.

Brynard (2005:660) stated that it refers to the availability of and access to, concrete or intangible resources (human, financial, material, technological, logistical, etc.) Capacity also includes the intangible requirements of leadership: motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action. The political, administrative, economic, technological, cultural and social environments within which action is taken must also be sympathetic or conducive to successful implementation (Grindle, 1980).

Brynard (2005: 660) stated that in the context of the new network approach to service delivery, Savitch (1998) regards capacity building as a total (structural, functional and cultural) transformation of the government in order to mobilise all available resources to achieve policy objectives. This, the author stated is a paradigm shift regarding the nature of government.

Scholars of implementation theory are fairly in agreement that effective capacity is critical to effective implementation. The key question is to know what resources to have to be fully capable. As Brynard noted (2005: 661) providing the resources is not the issue, knowing what the resources are, may be even just as important. The question Brynard noted is political rather than administrative i.e. the question is who gets what, when and how. The answer to the question what capacity is needed to achieve the policy implementation objectives for sustainable public service delivery, seems according to Brynard (2006:661) to be both the commitment and ability to implement in pragmatic ways those elements of accepted strategic management which are appropriate in a given context.

Cloete and De Coning (2011:148) remarked that the state need not produce all functions or services. Many “alternative service delivery” mechanisms exist to customise and maximise the success of delivery in a given context. The role of the state should in many instances not be that of a producer of services, but rather that of a promoter, facilitator, regulator, observer or even just a participant, depending on the capacity of the state and the peculiar circumstances surrounding the specific case. Examples of alternative service delivery mechanisms include decentralisation, corporatisation, joint ventures, partnerships, outsourcing, privatisation, assistance and regulation.

Bhuyan (2005:27) agrees with the sentiments expressed by Brynard that capacity includes leadership and states that high-level actors and influential leaders can communicate about the policy’s rationale and mechanisms, and champion the policy to ensure implementation, which requires co-ordination and co-operation.

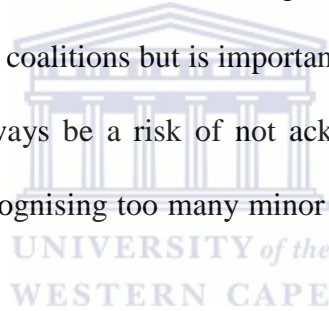
Najam ( 1995: 51) remarks that the standard operating procedures ( essentially the content) is likely to shape what form of capacity provisions is most appropriate to which agency, just as the provision of certain forms of capacity may themselves reshape the content.

In the South African context capacity has become an important aspect of governance. Capacity will influence the successful implementation of any policy. If the capacity is not made available (whether it is tangible or intangible) the implementation will fail. Brynard’s proposal that capacity be one of the variables of the 5-C protocol is supported as the scholars within this field have all remarked on the importance of capacity for successful implementation.

### 3.10. 5.Clients / Coalitions

It is important for government to join coalitions of interest groups, opinion leaders and other outside actors who actively support a particular implementation process (Brynard 2005: 661) Rein and Rabinowitz (1978: 314) observed that a power shift among the different interest groups produces a corresponding shift in the implementation process. Elmore (1979:610) considers the finding that implementation is affected in a “critical sense” by the formation of local coalitions of individuals affected by the policy to be one of the “ most robust” findings of implementation research.

Brynard (2005: 661) noted that the first task is to recognise who the relevant actors are. There may be many actors or coalitions but is important to recognise the relevant influential actors. There will always be a risk of not acknowledging relevant role players but on the other hand recognising too many minor role-players may also not be judicious use of time.



The discussion around implementation has mostly centred on the role of government. It has however been realised and appreciated that successful implementation of any policy needs stakeholder involvement. Sabatier and Mazmanian (1981:547) noted that implementation can also be affected by the participation of the potential beneficiaries and target groups of the programme.

The South African Constitution (1996) has accepted public participation as an important constitutional principle and it has become trite that for any new policy or law that will fundamentally affect people to call for comments on the policy or law before it becomes effective. Mthethwa (2012 : 42) noted the remarks of the Policy Project 1999: 25; Kuye 2004: 463 and Umar and Kuye 2006:815, where they stated that successful policy processes require democratic public participation where policy



makers and the public continually engage in dialogue, examine the consequences for fundamental values, as well as sharing burdens and benefits. Policy stakeholders include groups or individuals responsible for implementation, people who may be positively or negatively affected by the policy's implementation and officials and professionals accountable for achieving policy goals. Altman and Peskus (1994:24) was of the opinion that the successful engagement of different groups within society, civil society and the private sector is crucial to implementation, because each sector contributes unique perspectives, skills and resources.

The fifth c in the 5-C protocol is supported as it recognises an important stakeholder in the implementation process. No policy will be successful if the beneficiaries, clients and interest groups are not consulted on the policy and its implementation. South Africa with its history must take into account the views and perspectives of all those that would be affected by any implementing decision.

### **3.10. 6 Communication**

Brynard (2005:662) has proposed that communication should be regarded as a 6th C in the above implementation protocol. He reasoned that it could be argued that communication is an integral part of all the above mentioned variables, but it is also noteworthy to single it out because of the importance of communication. South Africa has eleven languages, with English as an administrative language. The fore-going Brynard opinion underscored the importance of communication as a variable of policy implementation.

Literature has recognised that communication is an important part of the variables in successful policy implementation. Edwards and Sharansky (1981) proposed four factors they believed are successful in policy implementation. These factors are communication, resources, dispositions and bureaucratic structure. Sabatier and

Mazmanian (1981) noted that socio-economic and technology as well as media attention to the problem are important non statutory variables affecting implementation.

The Webster's Universal Dictionary and Thesaurus by Geddes and Grosset (2007 p113) defines communication as the act of communicating; information; a connecting passage or channel; means of imparting information; as in newspapers, radio or television. Communicate is defined on the same page as "to impart; to succeed in conveying information; to pass on; to transmit, especially a disease; to be connected.

The NRSP is an important policy document. South Africa with its multitude number of languages must transmit the content of the policy and the nature of the institutional context through which it must travel through the various corridors of the respective tiers of government. It is important to also communicate to the public at large what the commitment of those entrusted with implementing the policy is. The broader public must also be made aware of the administrative capacity of the implementers to carry out the changes desired of them. Communication with clients and coalitions whose interests may be threatened by the policy is important.

In South Africa communication will thus serve a number of different purposes. Firstly communication using the 5-C protocol will ensure that everyone has an understanding of the content and their role within the NSRP. Once the content and role definition has been communicated to all, synergy and integrated plans can then be made. If someone does not understand the NSRP because it has not been communicated to them, those individuals would not be able to make adequate plans to realise the implementation of the NSRP. The dominance of English within South Africa may actually serve as a challenge to the implementation of the plan to the

broader South African public if communication is not prioritised. The publication of the NSRP in different languages will assist the general public to understand their role within the NSRP.

The NSRP itself has recognised the importance of communication and marketing of the plan. In Section four of the NSRP the last paragraphs calls for the sports agenda to be elevated as it competes with other priorities. The NSRP then states that there is an immediate requirement to elevate the sports development agenda among other competing needs as well as a call for an intense, rigorous, interactive, and penetrating communication strategy highlighting the successes of the sector.

For sport policy to be understood the nature of the institutional context must be communicated to the public. If someone wishes to have tennis courts built in their community it is important to raise the issue at the ward level and then raise it again as an item at the Integrated Development Plans (IDP) of the municipality. Once it is noted as an agenda item it may then become an item for council discussion and possibly enter the budget of the respective town. These processes must be communicated to the public so that the process of implementation is understood by all.

The principles of accountability, public participation and responsiveness are all values that underpin our constitutional democracy in South Africa. Communicating the message, the content of the message, the process around implementing the message, who must implement the message, the capacity of the implementers are all important when responding to the needs of the public. Every government department has a budget for communication as it must communicate its programmes to the public and also to indicate to the public where it can access the services of government.

In the modern era where information can be obtained within a few seconds, communication is even more important. The general public wants to be informed and it is thus proposed that communication be supported as a new C as part of the interlinked variables called the 5-C protocol. If this accepted then the 5-C protocol will become a 6-C protocol.

### **3.11 Conclusion**

The literature on policy implementation has shown that there are many factors that affect the success or failure of a policy. Many variables exist that can be used to measure success or failure of policy implementation. Policy implementation analysis has taken off since 1973 when Pressman and Wildavsky found a dearth of knowledge. Specific literature has also emerged from the SA experience. This includes Cloete and De Coning (2002, 2011); Brynard and Erasmus (1995); Mtethwa (2012); Cloete and Mokgoro (1995); De Beer (2001); De Coning and Gunther (2009); De Coning and Sherwill (2004). A number of chapters have also been written in specific policy books.

The 5-C protocol is not the only theory that can be followed when assessing implementation of policy. Others such as Bhuyan (2010:5) have formulated seven different dimensions which can also be used to assess policy implementation. The 5-C protocol is interdependent and linked to each other. Brynard has noted that it is extremely complex and must be assessed in relation to each other. No theory on its own can adequately respond to each situation as the context of each situation must also be assessed. The 5-C protocol is thus an important tool that can be used, although not the only one. The 5-C protocol is but one of the theories as no one theory has gained ground in the theoretical discussions of policy implementation.

I have after researching the literature decided to use the 5-C protocol as my underlying assessment tool to answer my research question and objectives as I believe that the 5-C protocol is a good tool as it is premised on the understanding that implementation is a complex process and that it not solely an administrative process that can be easily executed. The 5-C protocol has also retained the elements of the various variables that scholars from all over the world have written about. Aspects of content, context, commitment, capacity and clients and coalitions are found in all the models propounded by different authors.

Brynard using the international scholarly research and South African policy conditions formulated the 5-C protocol. The variables work together and influence one another in attaining responses to the key questions relating to successful policy implementation. The 5-C protocol has been accepted by different practitioners working in different and diverse field as a useful tool in analysing the policy whether in an industrialised or developing country.

The 5-C protocol can now be used as a tool to traverse the world of policy implementation. All five variables (and with the addition of communication) are interconnected to one another and will as Brynard stated, likely act together, often simultaneously and synergistically, in producing changes in the others.

In the following paragraphs it will be outlined how the 5-C protocol will be used in this study:

1. The '*content*' of the policy itself – what it sets out to do, (i.e. goals) how directly it relates to the issue and how it aims to solve the perceived problem. The analysis here will consider the content of the National Sport and Recreation Plan as well as its linkage to the White Paper on Sport and Recreation. As the White Paper and the

NSRP are the key policy tools of government, the analysis of these tools will enable us to review the implementation of the National Sport and Recreation Plan.

2. The nature of the institutional '*context*', the corridor through which policy must travel, and by whose boundaries it is limited, in the process of implementation. The National Sport and Recreation Plan have succinctly set out the institutional role-players and the various corridors that the policy must travel through. This allows the analysis of the institutional context and any possible limitations that may exist.

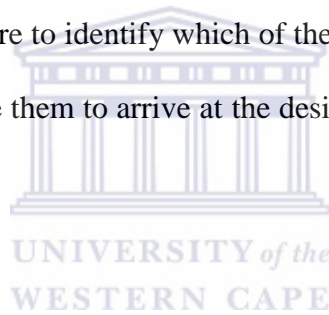
3. The '*commitment*' of those entrusted with carrying out the implementation at various levels to the goals and the methods of the policy. Through detailed interviews and the analysis thereof the level of commitment of those entrusted with the implementation will be gauged. It is important that the commitment is shown as budget will be appropriated towards the plan and must correctly be used.

4. The '*capacity*' of implementers to carry out the changes desired of them. For any objective to be successful the necessary capacity must be at hand to support the implementers. One may have the best intentions but if there is no capacity to implement the objectives will not be attained.

5. The support of '*clients/ coalitions*' whose interests are enhanced or threatened by the policy, and the strategies they employ in strengthening or deflecting its implementation. Support for the policy is important to achieve. The National Sport and Recreation Indaba is a good example as it was a national consultative process. All regions in South Africa had an opportunity to submit input whether it was verbal or written. There will be coalitions whose interests are threatened by the new order emerging. It is in order to understand and appreciate these fears that clients and coalitions will be interviewed.

6. It will be important to review what ‘*communication*’ tools can be used to make the public aware of the content of the policy. Communication will be highlighted as an important tool that can be used to highlight the objectives of the NSRP.

Cloete and De Coning (2011:153) noted that implementation cannot be seen as an activity to be carried out according to a carefully predetermined plan. It is a process that, at the very best, can only be managed, and lessons must be learned as one proceeds through the different implementation stages. Managing the process and steering it towards a more effective outcome entails strategically “fixing” those variables over which one has some direct or indirect influence so as to induce changes in the ones over which one does not have such influence. The strategic imperatives in the next chapters are to identify which of the six are defining variables and how one might best influence them to arrive at the desired results of the National Sport and Recreation Plan.



## **CHAPTER FOUR: RESEARCH METHODOLOGY**

### **4.1 Introduction**

The purpose of this chapter is to present in subsections the research design and methodology, followed by explaining the utilized research methods for collecting the qualitative data for this research. The process of data collection including the research design, the participants, the research process, the data collection methods, the data analysis and validity of the information collected, is revealed and ethical considerations will be clarified. The chapter concludes with the description of the data processing and analysis.

The first chapter of this thesis served as introduction outlining the background and other sub themes pertinent to the study. The second and third chapter provided a literature review and set out the importance of sport to society and of policy implementation.

### **4.2 Research Methodology and Design**

This study followed a qualitative approach and applied assessment tools such as semi-structured interviews, focus group discussions and document analysis. Blaxter et al. (2001) stated that qualitative research had to be concerned with collecting and analyzing information, chiefly as non-numeric as possible. Depth rather than breadth is emphasized. The research method can describe events and persons scientifically without the use of numerical data. An advantage of qualitative research is that it requires subjects to speak for themselves. This allows the researcher the opportunity of getting their views directly.

Schurink and Auriacombe (2010: 436) stated that a brief overview of literature revealed that qualitative research is not a new approach for social study. It spanned many decades and has witnessed various changes throughout the years. It has



encircled traditions and practices with a number of exponents. Qualitative research has used various approaches and methods of collecting, analyzing, interpreting data, as well writing qualitative reports. Secondly, the writers continue, qualitative research is constantly changing. There is a tendency to use approaches spanning various disciplines in the social sciences. Schurink and Auriacombe thirdly noted that qualitative research is an umbrella term for different approaches to this type of research. The authors quoted Denzin and Lincoln (2000: xv) who wrote “There is no one way to do interpretive, qualitative inquiry. We are all interpretive bricolage stuck in the present working against the past as we move into a politically charged and challenging future (emphasis in the original)”. According to Schurink and Auriacombe there is no uniform definition for qualitative research.

Silk et al. (2005: 4) noted that a definition of qualitative research is essential and is grounded within a particular historical conjecture. It may be problematic to “define” the term. Denzin and Lincoln (2000:3) recognized that qualitative research will mean different things in the future, as it did in the past. Denzin and Lincoln offered the following definition for qualitative research:

*Qualitative research is a situated activity that locates the observer in the world. It consists of a set of interpretive, material practices that make the world visible. These practices transform the world. They turn the world into a series of representations, including field notes, conversations, photographs, recordings and memos to the self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. This means qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them.*

In the context of this study, qualitative research will be used to interpret the 6-C protocol. Silk noted that Fine et al. (2001) have provided a tentative set of guidelines that a qualitative researcher must bear in mind when conducting the research. The guidelines provided a useful point of departure. The guidelines include questions such as, have I connected the voices and stories of individuals back to the set of historic, structural and economic relations in which they are situated, have I deployed multiple methods so that very different kinds of analysis have been constructed, have I described the mundane (as opposed to the unique or startling). Questions involving the participants may include having some informants/ participants review the material with the researcher and then interpreting, dissenting and possibly challenging the researcher's interpretations and then how does the researcher report these disagreements in perspective? The researcher would also have to decide how far he/ she wants to go with respect to theorizing the words of informants and whether these words or data could be used for progressive, conservative, repressive social policies. Other questions that the researcher will have to answer are whether the researcher has backed into the passive voice and decoupled his/her responsibilities for his/her interpretations and who is the researcher afraid will see these analyses? Who is rendered vulnerable/ responsible or exposed by these analyses? What dreams does the researcher have about the material presented? And to what extent has the analysis offered an alternative to the common-sense or dominant discourse? What challenges might very different audiences pose to the analysis presented?

The guidelines proposed by Fine et al are important as the researcher works in this particular field as well and must be able to decouple from his own knowledge and strive to obtain independent information and data from the informants. Of course

being in the field also allows the ability to sift through information more rapidly and draw conclusions by triangulating information.

Silk (2005: 10) remarked that the nuances of qualitative research are important for considering the type of impact, in respect to the generation of knowledge, which qualitative research designs can bring to our understanding of the sporting empirical.

Maguire (1991) suggested that qualitative research provides a bold, imaginative, multi disciplinary view of sports studies that has the potential to tell us about human beings generally, rather than reducing them to variables within a performance enhancing research agenda.

Silk (2005:12) agreed with Denzin and Lincoln (1994) that the qualitative researcher is likely to be a bricoleur, a handyman or handywoman who makes use of the tools available to complete a task. Silk noted that this has both advantages and disadvantages. Bricoleurs refute the limitations of a single method, the discursive strictures of one disciplinary approach, the historicity of certified modes of knowledge production, and the inseparability of the knower and the known. Kincheloe (2001) noted, however, that at the same time, bricolage is critiqued for potential superficiality, a failure to understand the disciplinary fields and knowledge bases from which particular modes of research emanate, and for signifying interdisciplinarity. It will be important to maintain this important balance as the researcher needs to use all the tools available to ensure that a good theoretical grounding exists that will enhance the research work currently being undertaken.

The information gathered was used to gain a greater understanding of the dynamic factors relating to the implementation of the NSRP. Interviews and focus group discussions were conducted in the language of choice of the participant. No translator

was necessary. The document analysis informed the development of the interview schedule.

The overall purpose of the research was to assess the implementation of the NSRP in the Western Cape. To do this reference was had to specific documents within the Department of Cultural Affairs and Sport of the Western Cape Provincial Government. The Annual Performance Plan of the Department of Cultural Affairs and Sport was examined and extracts from that plan is attached as an annexure. The methodology adopted to consider the thesis statement has been designed to bring about the objectives. The research critically analysed the actual policy with the specific intent to break it down to its fundamental elements and to see what factors will then be useful to implement the policy. The research then analysed the various documents of the aforesaid department to ascertain what level of implementation currently exists. It is expected that this study will make a contribution to the evaluation of the policy and by implication improve service delivery in this area in the province. The research methodology is based on the research design that followed a thematic approach. Within the body of knowledge available as discussed in the literature review, various theoretical approaches are evident in public management and implementation. The specific research design in this study is based on a thematic approach and on the conceptual approach of the 6C Protocol championed by Brynard as one of the theoretical approaches within the implementation theory. The research design therefore followed a quest for information of six specific themes only as communication was added.

### **4.3 Policy Document Review**

In the last three years the Sport and Recreation South Africa published the White Paper on Sport and Recreation. In 1998 the National Sports and Recreation Act, Act

No.110 was promulgated. An amendment was passed in 2007. Existing legislation as well as the various published documents relating to sport and recreation in South Africa were carefully reviewed and analysed. Various speeches and in particular budget speeches which are important statements of intent were examined as these documents set the tone for the department and the nation. By analyzing the data as set out in the policy documents the researcher was able to make use of the first step of the 6-C protocol which was to understand the content of the policy and how it related to the issue. Research objective one which is to understand the current enabling environment within the Western Cape was achieved.

The type of data that had to be extracted from annual reports, annual performance plans, and strategic documents lend itself to extensive textual analysis of the content of the documents. The researcher in particular conducted a thorough assessment of the NSRP. Both documents relevant to the National and Provincial Departments of Sport and Recreation (national) and Cultural Affairs and Sport (provincial) were consulted. The pertinent prescripts relating to the implementation of the NSRP and other important aspects were analysed and identified.

Maralack (2014:129) maintained that the NSRP is in the early stages of implementation at national, provincial and local levels. Maralack in his review of the various policy instruments found that the National Development Plan and the sport transformation process in South Africa is not likely to depend on a single policy intervention or institution but may require a combination of strategies.

#### **4.4 Semi-structured Interviews**

A key data collection method was the semi-structured interview. The face to face interviews were used for different reasons. The reasons included obtaining a high response rate from participants thus reducing bias as no reliance needed to be had on

written skills and a broader range of intricate issues relating to the NSRP could be addressed and reviewed.

Although there were questions prepared, follow up questions were added to obtain clarity or receive more information from the interviewee. Mertens (2005: 242) agreed with this practice when she stated that “In a qualitative study, the researcher is the instrument for collecting data, as he or she decided which question to ask and in what order, what to observe and what to write down”.

The individuals were identified on the assumption that they would be able to add value to the enquiry. The face-to-face interviews were used to get detailed information into the participant’s experiences. The participants were able to present a deeper insight of their experience of the NSRP. Twenty-one interviews were conducted by the researcher and one written reply was received. Open questions regarding complex issues were asked in the semi-structured interview. This allowed the researcher to pose additional questions and to avoid possible misunderstandings and also allowed the respondent more freedom to express their views.

According to Gratton and Jones (2010: 156) the semi structured interview allows the researcher to adopt a flexible approach to data collection and can alter the sequence of questions or probe for more information with subsidiary questions. Sparkes (1992) noted that an understanding of various interpretations of social life requires a position of relativism, the realization that realities are multiple and exist in people’s minds. Amis (2005:104) remarked that the most logical way to access these realities is to talk to people. Madriz (2000) stated that in most social science disciplines, interview based research has predominantly featured “individualistic” interviewing in which a single interviewer explores pertinent issues with a single participant.

Amis (2005:105) in analyzing the reasons for either individualistic or focus group interviews stated that the interviewer attempts to gain insight into the inconsistencies, contradictions and paradoxes that are a quintessential part of our daily lives. Interviews offer a depth of information that permits detailed exploration of particular issues in a way not possible with other forms of data collection. Pettigrew (1985) and Pettus (2001) described interviews as critical to understanding what has happened, how it happened and why.

#### **4.5 Research Instrument/s/ -Interview Schedules and Focus group Discussions**

An interview schedule was drawn up which was used as the basis of the semi-structured interview of the study participants. The participants chosen were from the various programmes of the NSRP (which included clubs, coaches, academies, the officials of the sport councils and municipalities), secondly sport federation administrators and thirdly government sport officials who contributed to the programmes and activities.

The research was conducted primarily on a one-to-one basis in which the researcher posed a range of questions related to the 5-C protocol. The questions were formulated to cover the strategic context, the content of the policy, the institutional apparatus, and the capacity of those entrusted with the implementation, the commitment of those entrusted with implementation and the support of clients and coalitions whose interests are enhanced or threatened by the policy. The headings were then broken down into ten specific questions that were formulated and asked. The specific questions dealt with the NSRP and related it to the development of excellence in sport in South Africa, related it to development of sport in South Africa and whether the NSRP will assist in becoming a winning and active nation. Questions were posed specifically to gauge whether the institutional apparatus was in

place to successfully implement the NSRP. Respondents were asked to respond whether in their opinion all stakeholders and government in particular were committed to implement the NSRP. The question relating to the support of clients and coalitions was broken down into three interest groups i.e. federations, athletes and sport administrators. A question was also posed to the respondents to comment on what strategies stakeholders employ in strengthening or deflecting the implementation of the NSRP. The last two questions requested their input on any recommendations they may have and what rating on a scale of 1-5 they would give to the success of the NSRP. The responses from the interviewees would then be analysed to critically target those areas where intervention is critical. The responses then assisted with the recommendations that will be made at the end of this study. The questionnaire is included as Annexure D to this document.

In one instance the questions posed were responded to via electronic mail but in the rest all other respondents agreed to interviews. Patton (1990: 278) suggested “interviewing begins with the assumption that the perspective of others is meaningful, knowable, and able to be made explicit. Amis (2005:106) remarked that the “perspective” can be uncovered depending on the style of the interview adopted. The approach will depend on two things: the nature of the problem being addressed and the epistemology of the researcher. Amis is of the opinion that researcher’s epistemological position will inevitably shape the ways in which the research is designed and the data are collected and presented. No method of data collection is inherently linked to any single ontological position.

Bauer et al. (2000) proposed that the research process could be split into four distinct and independent dimensions. The dimensions are design principles, data elicitation, data analysis and knowledge interests. Bauer pointed out that critical research



depends on contextualizing and challenging accepted norms and values. This can be better achieved through the production of quantifiable and easily understood statistics as opposed to a supposedly more-in depth qualitative approach that critical theorists usually favour. The distilling of the information is of vital importance. The respondents that were interviewed offered a large amount of information to the researcher. This data was critically analyzed to obtain the requisite knowledge.

#### **4.5.1 Population and Sampling**

Gratton and Jones (2010:110) noted that once a researcher has decided what information is needed, and the design with which to collect this information, it must be decided where the data is to be collected. In most cases, the population under investigation will be too large. In that case a sample must be taken. A sample refers to a subset of a specific population. The population refers to everyone who shares those characteristics defined by the researcher as relevant to the investigation.

For qualitative research, sampling is less about identifying a representative group from which to collect data, and more about identifying a group that is of relevance, for example, selecting a sample that demonstrates a certain theory or model particularly well. In such cases the results, cannot be generalized to the overall population. In this case the researcher should aim to generalize the theory i.e. the findings could be used to develop, refine, or simply confirm an existing theory which could be applied to different samples (Gratton and Jones, 2010:110). The views of Gratton and Jones are consistent with Amis (2005:117) who indicated that the issue of sampling proceeds at two levels. The first decision to make is as to what case to focus on, be it an organization, group or particular issue. It is important to decide what is to be included and what must be excluded. The second decision is the need to

identify participants able to provide appropriate levels of insight to the phenomena being studied.

Gratton and Jones (2010: 111) distinguished between the different sampling techniques that can be used. These are, random sampling, stratified random sampling, cluster sampling and systematic sampling. Random sampling means that every member of the population has an equal probability of being selected. This is considered the best technique to obtain a representative sample, and produce findings that will be generalisable to the overall population. This is distinguished from stratified random sampling where it may be necessary to ensure that certain sub groups within the population are adequately represented in the final sample. Cluster sampling is where groups are randomly selected, rather than individuals. It is always important to select a number of clusters to ensure generalisability within this method. Cluster sampling is distinguished from systematic sampling where sampling involves selecting, for example, the third name from a list. Systematic sampling is best recommended when the list from which the names are taken is randomly ordered; otherwise some bias is likely to occur. The last type is purposive sampling which occurs where specific individuals or organizations are purposely chosen that have insight into data that may assist the research questions.

Participants from each of the participant categories were interviewed. The participant categories were government officials (on a national, provincial and local level), leaders of sport confederations in three provinces, two regional sport councils (one urban and one rural), an academic with a sport background, leaders of sport federations on a provincial level, two senior officials involved in the academy system, an official involved in the club development system and an official involved in a disability sport.

Purposive sampling was used to identify and select the participants. An implementation of purposive sampling is contained within the ‘grounded theory’ approach. Grounded theory is preoccupied with the creation of explanatory categories and, through them, with building theoretical systems, rather than demonstrating that cases are representative of their empirical population (Aldridge and Levine, 2001: 80). The participants were chosen from the club development programme, formal structures such as the Western Cape Coaches Commission, sport academies, officials serving in the regional and provincial sport council, elected federation administrators and appointed government sport officials.

The persons or institutions interviewed included three senior officials from Sport and Recreation South Africa, four senior officials from the provincial government, three senior officials from local government, three chairpersons from provincial sport confederations, one representative from disability sport, one representative from club development, three federation representatives, one national Olympic coach, one manager of a provincial academy and two focus groups, one rural and one urban.

The study has a sample size of 22 participants. The participants of this study participated in Key Informant Interviews and discussed their experiences with regard to the National Sport and Recreation Plan (NSRP) designed by Sport and Recreation South Africa (SRSA).

Table 4.1 illustrates the various categories of the 22 participants interviewed.

<u>Category of participant</u>	<u>National</u>	<u>Provincial</u>	<u>Local</u>	<u>Total</u>
<u>Govt Official</u>	<u>3</u>	<u>4</u>	<u>3</u>	<u>10</u>
<u>Club Development</u>		<u>1</u>		<u>1</u>
<u>Provincial Sport Confederations</u>		<u>1</u>		<u>1</u>
<u>District Sport Councils</u>		<u>2</u>		<u>2</u>

<u>Provincial Federations</u>		<u>4</u>		<u>4</u>
<u>Coach</u>	<u>1</u>			<u>1</u>
<u>Provincial Academy</u>		<u>1</u>		<u>1</u>
<b><u>Total</u></b>	<b><u>6</u></b>	<b><u>13</u></b>	<b><u>3</u></b>	<b><u>22</u></b>

The three spheres of government all have distinct roles to play as defined in the NSRP and the Constitution of the Republic of South Africa, 1996. Local government in particular must provide facilities as per their constitutional mandate while provincial government must engage on a provincial level with sport federations. National government has been assigned specific roles within the NSRP and is also the purse holder of the National Conditional Grant.

The representation was a diverse spread of government and non-government officials. The interviewees also represented different segments from the whole sport continuum. The government officials represented all three spheres of government and they were interviewed on their experience of the NSRP. Civil society was represented by the non-government sector and has defined roles set out in the NSRP.

The purposive approach is consistent with the views of Amis (2005: 118) who stated that rather than simply selecting who to interview at random, individuals should be chosen on the basis of particular insights that they can provide on the events being studied. Stroh (2000a) noted that it is important that categories are devised and parameters are established to ensure that those interviewed can indeed provide a meaningful contribution so that different perspectives on a particular incident can be gained.

Stratified sampling was also used. This allowed the researcher, to draw conclusions about specific subgroups that may have been lost in a more generalised group (Brink 2011:130). Using a stratified sampling method led to more efficient statistical

estimates. The researcher also made use of cluster sampling. (Brink 2011:131) The researcher clustered groups into their specific areas of responsibility relating to their functions within the NSRP. There are presently 300 clubs in the club development programme, six sport councils in the Western Cape with members from all seventy-six sport and recreation federations. The total size of the potential population is over one thousand. Stratified sampling was followed and use was made of clustering as set out above as the groups have distinct functions.

By interviewing the above persons cognizance was taken of the second and third protocols of the 5-C protocol. The researcher was able to, following the interviews, to understand the nature of the institutional context and the commitment of those entrusted with carrying out the implementation. By means of the semi-structured interview process the author was able to develop and propose strategies that will enable civil society to meaningfully engage in the implementation of civil society and to determine the key factors and considerations to implement the NSRP.

#### **4.5.2 Data collection Procedure**

Data was collected by means of interviews, observation, participant observation and content analysis. Visits to the participant's places of work and meeting venues took place. The participants were contacted via the official structures that they belong to. Mutually convenient times were agreed upon for the meetings to take place. The researcher informed them about the purpose of the meeting and also informed them that their participation is voluntary and the consent form was then provided to the participants.

#### **4.5.3 Focus group discussions**

Focus group discussions have the potential to provide invaluable insights into the participant's experiences and views. The opinions of the different participants

assisted in clarifying the role of the government, civil society and sport federations in relation to the NSRP as well as to place in perspective the experience of the participants' vis-à-vis their lives.

Gibbs (1997:1) described the focus group interview as another qualitative research method and stated that it is “an organized discussion with a selected group of individuals to gain information about their views and experiences of a topic.” Kitzinger (1995) understood focus group interviews as an opportunity to collect more information from different individuals at the same time and may be a far quicker way of data collection than one-on one interview. The purpose of focus groups is to “learn through discussion about conscious, semiconscious and unconscious psychological and sociocultural characteristics and processes” (Berg, 2001: 111). Amis (2005:109) noted that focus groups can be rewarding in that they allow access to a larger number of individuals in a shorter period of time than one-to-one interviews.

Harrison et al (2001) is of the opinion that focus groups can play a useful role in overcoming hierarchical power relationships that has traditionally been a feature of one-to-one interviewing. In overtly highlighting the negotiated account that emerges from the interview, the interviewer can develop a closer relationship with interview participants. Patton (1990) is of the belief that the purpose of focus groups is not to develop a consensus of opinion but to allow people to consider and present their own views in the context of others.

The two focus groups were important as they provided perspectives from a rural and urban setting. The focus groups allowed free discussion. The focus groups were with four individuals in the rural area and seven in the urban context. Implementation in a rural setting is vastly different from an urban setting. Distances are vast between towns in a rural setting and the challenges are geographically different. The two

focus groups had divergent views on implementation which was consistent with their placing within their specific context.

The focus groups were set up in the following manner. Each geo-political district in the Western Cape has a democratically elected sport council that acts as the voice of all sport federations in a specific geographic district. The researcher requested a focus group discussion with the metropolitan sport council. The metropolitan sport council would thus represent the urban federations and consisted of people from different sport backgrounds and diverse communities. The rural sport council was chosen and agreed to be interviewed as they represented a specific constituency that has a largely rural population and has different needs than the urban sport council. The focus group was conducted by visiting their respective areas of operation and posing the ten questions to the focus groups. The questions and answers were then recorded and later transcribed. The 5-C protocol was explained to the focus groups and the same questions were posed to both groups.

#### **4.5.4 Data Analysis and Report Writing**

In this study, content (relational) analysis was adopted to analyse the data collected. Analysing qualitative information (conversation) is a form of ‘content analysis’, it is an attempt to identify issues and themes via the use of a pre-defined topic or seeking to better understand people’s values, attitudes and motivations (Coalter, 2005). Additionally, content analysis reflects a close relationship with socio and psycholinguistics, and plays an integral role in the development of artificial intelligence.

The following list (adapted from Berelson, 1952) offered more possibilities for the uses of content analysis. It reveals international differences in communication content and detects the existence of propaganda. It identified the intentions, focus or

communication trends of an individual, group or institution and describes attitudinal and behavioural responses to communications. Content analysis also assisted in determining the psychological or emotional state of persons. This being said, since qualitative research is inductive in nature, theories are not presented for deductive reasoning but rather to indicate other explanations offered for understanding an issue. In this study, the data gathered during individual interviews and focus group discussions were tape recorded with the permission of participants and each interview and focus group discussion was transcribed verbatim from tape recordings with due consideration to the research questions that informed the study. Transcripts were translated into English.

Transcripts were read several times by the researcher to ensure that he had a good understanding of the data collected. Transcripts were coded and analysed both during and after the data collection period. After all interviews and focus group discussions and the coding of transcripts were completed, they were triangulated accordingly. The text in this study was coded or broken down, into manageable categories by placing words or phrases, which related to a specific idea or question on a variety of levels-word, word sense, phrase, sentence, or theme. Similar or related ideas were collected together in content categories and then finally examined using content relational analysis.

Patton (1990: 347) noted that “data interpretation and analysis involve making sense out of what people have said, looking for patterns, putting together what is said in one place with what is said in another place, and integrating what different people have said”. The statement by Patton is an important one as previous authors have indicated it is important that researchers weave the story from the various sources that it has interviewed and researched. Patton stated that the purpose of coding and



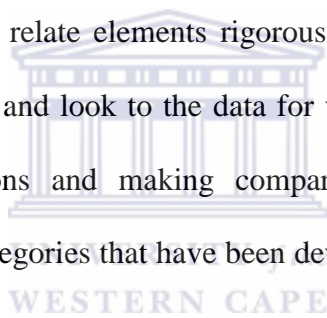
analysis is to make sense of the mass of data that rapidly accumulates. Coding helps to provide a structure and coherence to what will generally be an unwieldy, unstructured, amorphous mass without losing the feel for the original data.

Amis (2005:128) in an analysis of coding quoted the author Burgess (1984) who suggested that research issues are either preconceived or emerge from the data. Amis then differentiated the work of Stroh (2000) who suggested that themes may originate in predetermined research questions, in the research instrument, from concepts or categories used by other researchers, from the data, or from the socio-cultural context. No matter, according to Amis, where these themes originated from, they are categorized by a system of codes that are used to associate particular chunks of the interview text with corresponding themes. Depending on the approach taken, initial codes may be drawn from a conceptual framework constructed from a review of previous research (Amis 2005:129).

Alternatively, Amis proposed, a more inductive approach than proposed by Glaser and Strauss (1967) may be favoured, such as the grounded theory method. In this method, the researcher tries to avoid imposing any preconceived notions of what she/he may find, and waits to see what themes emerge. The data is continued ideally until no more themes emerge. Strauss (1987) suggests that as a starting point, the researcher could code for different conditions, strategies and tactics, interactions among different actors, and consequences of particular actions. From here specific codes will likely start to emerge.

Schurink and Auriacombe in their article on enhancing case studies quoted Strauss and Corbin (1990: 57) who noted that coding represents the operations by which data is broken down, conceptualized, and put back together in new ways. It is the central process by which theories are built from data. Schurink and Auricombe (2010:450)

noted that three types of coding exist: open coding, axial coding and selective coding. These are analytic types and the researcher does not necessarily move from open, through axial to selective coding in a strict consecutive manner. Open coding according to the two authors noted supra refers to the part of the analysis that deals with the labeling and categorizing of phenomena, as indicated by the data. The product of labeling and categorizing are concepts and can be regarded as the basic building blocks in grounded theory construction. Axial coding on the other hand reconstructs the data in new ways by making connections between a category and its sub-categories. Thus axial coding refers to the process of developing main categories and their sub-categories. The basic purpose is to enable the researcher to think systematically about data and to relate elements rigorously in complex ways. The basic idea is to propose linkages and look to the data for validation (move between questions, generating propositions and making comparisons). Selective coding involves the integration of the categories that have been developed to form the initial theoretical framework.



#### **4.5.5 Trustworthiness**

The terms credibility and trustworthiness substitute reliability and validity, when using qualitative research and is emphasized in addition to strategies for realising trustworthiness. Strategies to show trustworthiness comprise triangulation, member checking and peer examination. Apart from research instruments triangulation took place between document analyses, interviews and focus group discussions. Using the same thought process, Creswell (2003) provided eight courses of action required for data verification. These are prolonged engagement and persistent observation, triangulation, rich thick description, external audits, negative case analysis, member checks, clarification of researcher bias and peer review or debriefing.

Thus, in this research, interview notes were compared to, discussed and triangulated together with the data obtained using other research instruments. As such, trustworthiness in this research was achieved through triangulation in which multiple sources and techniques (focus group discussions, semi-structured interviews and policy document review) were used to reduce systematic bias while deepening the gathered data. In addition participant checks were instituted, where the researcher requested participants to verify the accuracy of all the recorded data they provide. Seidman, (1998) noted that in addition to checking the accuracy of what was said, it is also important that the accuracy of the researcher's interpretation of what was said is checked. The interpretations of the interviewer may still be appropriate even if a participant disagrees with them.

Rubin and Rubin (1995) noted that interviewing involved “weaving together” often contrasting accounts to provide a coherent narrative. This emphasised the subjective nature of qualitative research and the role that the researcher plays in constructing a view of reality (Amis 2005: 126).

Amis (2005:126) remarked that further additional sources of data are written documentation, either from official or non-official sources. Berger and Luckman (1967) suggested that representations of the world around us are constituted in communication processes. As a result, official organisation documents, minutes of meetings, memoranda, letters and popular press articles can all provide useful data to supplement those gathered during interviews. There are of course other sources of data in the modern age that can be useful such as electronic mail, websites, audio and video productions and physical artefacts. The various sources of data can converge upon common themes (Yin, 1994).

Debriefing was conducted with the researcher's supervisors. This exercise was necessary since it removed any possible bias and also kept the researcher on track of the research objectives. Follow up review processes were conducted together with the supervisor.

Amis (2005:126) postulated that in addition to triangulating different sources of data and methods of data collection, consideration should be given to triangulating with different theoretical perspectives and different researcher interpretations. Amis pointed out that there are two steps worth noting that will enhance the credibility of the interview-based research. The first involved conducting an audit trail that will allow another researcher to follow the research process, from conception, through data collection, to analyses and conclusions (Lincoln and Guba, 1985; Yin, 1994). In this way it is possible for claims to be thoroughly checked against the data collected. The second idea is to engage in what Lincoln and Guba (1985:308) called "peer debriefing". This involved providing a colleague with no direct involvement with the research with an open and detailed explanation of the cognitive and data collection processes in which the researcher has engaged. This "disinterested peer" tries to uncover the interpreter's biases and clarify interpretations and generally plays the role of "devil's advocate". (Amis 2005 "126)

An important consideration for this research is the issue of reflexivity and limitations? The researcher who works in this field must disclose the fact that he is a professional in the field and allow the reader to draw his own conclusions from the facts and information gathered to draw conclusions. The fact that the researcher works in the field may reveal a subconscious bias or alternatively allow his own prejudice to form an opinion.

## 4.6 Conclusion

This chapter has set out the research methodology and design and explained the research methods utilized for collecting the qualitative data for this research. This study followed a qualitative approach and applied assessment tools such as the semi-structured interviews, focus group discussions and document analysis. The chapter examined possible definitions for qualitative research offered by the scholars in the field.

The policy document review set out which documents would be examined and concluded that both the National and Provincial Departments of Sport policy documents must be examined.

The research design, the choosing of the participants, the data collection methods and the analysis and validity of the information collected has been set out in this chapter.

The advantages of the semi-structured interview were discussed as well as the importance of focus groups. The research schedule was highlighted and how the 5-C protocol influenced the questions that were posed.

A short discussion setting out the relevant theory relating to population and sampling and how the groups interviewed were chosen.

The following chapter will analyse the fieldworks and reflect on the National Sport and Recreation Plan.

# **CHAPTER FIVE: FIELDWORK RESULTS - THE IMPLEMENTATION OF THE NSRP**

## **5.1 Introduction**

The purpose of this study was to explore the experiences of implementers of the National Sport and Recreation Plan. The National Sport and Recreation Plan make provision for a variety of delivery partners. Through the interview process the views of the different stakeholders were ascertained. Data were collected by means of face-to-face interviews and written input. Various sub-themes emerged from the interviews and will be expanded upon in the next chapter. Themes include the meaning of content, context, capacity, institutional apparatus, commitment, communication and the participant's view of the implementation of the NSRP. The participants drew from their own personal experiences to respond to the questions.

The NSRP sets out the delivery-role players that must ensure that the various activities take place to ensure that implementation happens for all the resolutions. Interviewees therefore included both public and private individuals and organizations that will assist the process. Ten questions were posed to each interviewee. The 5-C protocol was used as the basis for the questions. In the following paragraph the NSRP will systematically be analysed.

## **5.2 The National Sport and Recreation Plan**

An assessment of the implementation of the NSRP enjoins us to reflect on the historical context of the consultative process that led to the establishment of the National Sport and Recreation Plan. The National Sport and Recreation Indaba took place from 21 to 22 November 2011 in Gauteng. This Indaba gave life to the NSRP.

The NSRP is arguably a good example of the bottom-up approach discussed in Chapter 2 of this thesis.

The formulation of the NSRP covered a period of more than ten months and progressed to its final format in the form of Draft 21 as a result of the inputs derived from an extensive consultative process (NSRP Synopsis Report, 2013:3). At the NSRP Indaba eighty-three resolutions were accepted under the theme “From Policy to Practice”.

Minister Mbalula noted in the foreword to the NSRP, that the NSRP has been anchored in the heart of the National Development Plan (NDP) which is evident by the fact that the NSRP is an annexure to the National Development Plan (NDP).

South Africa’s history as well as the role of sport for nation-building and social cohesion formed part of the discussions of the NSRP Indaba as well as the NDP.

Minister Mbalula in his Budget Speech for the 2013/2014 financial year quoted the late President of the African National Congress, Oliver Reginald Tambo, who stated that “Racial discrimination, South Africa’s economic power and the use of sport and culture for oppression and exploitation of all black peoples are part and parcel of the same thing”.

The need for the promotion of social cohesion has been recognized in the National Development Plan (2011:428) as follows:

*Daily interaction on an equal basis builds social cohesion and common understanding. This will be promoted effectively when South Africans share more public spaces, as we did during the 2010 Football World Cup. The work of schools, media and families in creating actively engaged, critical citizens,*

*with a culture of tolerance and commitment to human rights, will come to nothing if society, particularly public figures continue to send the wrong signals. It will also fail, if government does not increase opportunities for people to engage with one another. This is linked to the need for local government to provide green spaces and community recreational facilities to enable interaction.*

This author submits that the NSRP is an example of public value. The NSRP clearly set out and specified the goals and outcomes that must be achieved. The NSRP indicated the plan will continue until 2019. The support from all the sectors above will be necessary to realise the goals of the NSRP. The necessary budgetary allocations have also been put in place to give effect to the NSRP. Funding through the National Conditional Grant as well as Lotto has been made available.

### **5.3 The Consultative process**

The NSRP was the result of a consultative process and because of this the necessary authorisation process has been achieved. All stakeholders had an opportunity to be part of the process. All sectors from public, civil society, government, trade unions all attended the National Sport and Recreation Indaba. The National Sport and Recreation Plan (NSRP) was adopted after a series of consultative meetings conducted around the country. SRSA released a document entitled National Sport and Recreation Indaba Synopsis Report highlighting certain salient features of the NSRP.

The National Sport and Recreation Indaba Synopsis Report (2013:3), stated that the development of the NSRP represented a truly “bottom up” plan for transforming the



delivery of sport and recreation in South Africa. The consultative process entailed a number of projects that ran concurrently and consecutively.

An opinion piece penned by a member of SRSA was widely disseminated and was used on the SRSA website to stimulate debate. In May 2011 the first draft of the National Sport and Recreation Plan was released for comment. In June 2011 the first draft of the Transformation Scorecard was released and distributed for comments and inputs.

The NSRP was debated at meetings of the South African Sports Confederation and Olympic Committee in East London and Rustenburg in 2011. All national federations were invited to provide comments to the respective documents. Further consultations took the form of district and regional workshops that culminated in nine provincial Izindaba. Nearly 5000 people attended the Provincial Izindaba. In the Western Cape four District Indabas and one Provincial Indaba were held. The Indaba took place in Cape Town, Saldanha, Paarl and George and culminated in the Provincial Indaba at the University of the Western Cape on 31 July 2011.

A national committee was established in Pretoria on 1 August 2011 to serve on the Evaluation and Drafting Sub Committee. The main purpose of the Committee was to critically interrogate and evaluate all the remarks, proposed amendments, with a view of compiling a final draft NSRP. More than 1500 comments were evaluated. In the Western Cape a committee consisting of representatives from the Department of Cultural Affairs and Sport, together with representatives from the tertiary sector, compiled the Western Cape input and sent the input on to the Evaluation and Drafting Sub Committee.

A presentation on the NSRP was done by SRSA to the Portfolio Committee on Sport and Recreation on 23 August 2011 in Parliament and one week later to the Standing Committee on Education and Recreation of the National Council of Provinces. Consultations with various specific interest groups took place from October to November 2011. The interest groups included the Editors Forum, public entities and sports bodies, the business sector, civil society, former sports leaders and the SASCO Executive Board.

The NSRP Indaba took place at Gallagher Estate on 21 and 22 November 2011. Six Commissions were held. These Commissions were broken up into recreation/ mass participation/ school sport; geo-political constitutional boundaries versus sports federation boundaries and sports councils; facilities; role demarcation at macro level and amateur versus professional sport; transformation and all non-disputed resolutions.



#### **5.4 The NSRP Indaba Declaration**

The NSRP was officially approved at the National Sport and Recreation Indaba attended by 693 people. The NSRP Indaba was concluded with the signing of an all important Indaba Declaration by all major role players. The Declaration starts off by first acknowledging certain aspects as it related historically in South Africa. Once the historical facts relating to South Africa were acknowledged, it was felt that an urgent need existed for the transformation of the delivery of sport and recreation in order to level the playing field within the sector. The Declaration further acknowledged that sport is recognised as a fundamental, constitutional, socio-economic and human right which has the potential to improve the quality of life of all South Africans. This last acknowledgment is important as it is in line with international best practice and is consistent with South Africa's international obligations.

The Preamble to the Declaration also noted that the lack of physical education and participation in sport in schools has led to increased inactivity, obesity and socially deviant behaviour. Part of the reason for this inactivity is that there is still an inequitable and inaccessible provision of sport and recreation infrastructure at community level, especially in peri-urban and rural areas. The Declaration further acknowledges that “we” have not successfully implemented the sport development continuum which will ensure the well-co-ordinated and seamless development of athletes from talent identification to the elite levels.

It further noted that South African sport has insufficient leadership and weak corporate governance impacting on the delivery of sport to all sectors of the community. It was generally acknowledged that there is a lack of cooperation and alignment of strategic goals between the role players in sport and recreation and that recreation is neglected as a key element of an active nation. Marginalised groups especially women, the youth, the elderly, people residing in rural areas and persons with disabilities were not always included in sport and recreation activities. Eighty-three resolutions were later formulated.

The first resolution called for a co-ordinated, integrated and aligned national sport and recreation system within which all component parts are aligned with the National Sport and Recreation Plan to be subjected to a regular, objective monitoring and evaluation framework. This is a very important resolution as an objective monitoring and evaluation framework is called for. Information that is submitted by sport federations and organisations must be verified and scrutinised independently. This will allow best practice to emerge and also allow for results to be verified and scrutinised.

The role demarcation between SRSA and SASCOC was set out. SASCOC's role is to assist with elite athletes and the delivery of Team SA to multi-coded games whereas SRSA has the overall responsibility of sport and recreation in South Africa. Government's task is to be responsible for policy, infrastructure and creating an enabling environment for all South Africans to participate in sport and recreation and to promote and develop the sports economy and industry in all its facets. The Confederation and/or Sports Councils are tasked to implement the policy and create programmes to that effect within a system of good governance. The role of the federations was said to be the delivery of a development system, the delivery of national, provincial and local teams, and to ensure that technical rules and regulations, the system of competitions and clubs in various communities are in place and accessible. It was noted that the areas of responsibility of government in implementing the NSRP must be clarified in terms of the different spheres of government. This is an important aspect as the three spheres of government have different constitutional responsibilities and also have different income streams and budgets.

A review of a number of structures and roles were called for. These, inter alia, included the departments responsible for sport recreation in the provinces, to ensure alignment with the NSRP and the agreed outcomes of the Indaba. The role of MINMECS and MUNMECS to be effective custodians of the NSRP must also be reviewed. The role of SASCOC requires a review in order for it to fully carry out its responsibilities in terms of the NSRP and to become the effective and efficient home of the sport movement.

Sports federations were called upon to align their structures to correspond with the political boundaries as in the Constitution within two years (from 2011). This was an important resolution as many sport federations were still playing under the pre -1994 dispensation boundaries. A number of resolutions highlighted the importance of recreation and the fact that programmes must be initiated to encourage and promote participation in sport as a life-long activity. The resolutions called upon hubs to be established at local government level to promote activities relating to sport and recreation.

The resolution called for the recognition of an academy system that will enable athletes to be identified and developed through a structured system biased to athletes from disadvantaged backgrounds. The important role of sport and recreation was recognised in the following areas; the promotion of tourism in South Africa; serving as a mechanism for achieving development and peace outcomes; contributing to environmental issues and serving as a mechanism towards achieving and supporting the priorities of National Government.

It was resolved that School Games will be rolled out from January 2012 and that these games will serve as a platform for talent identification as well as selection for international participation. Private and public schools would be allowed to participate in the games.

The resolutions called for the Municipal Infrastructure Grant (MIG) for facilities to be allocated to SRSA with the provinces that must implement the building programme in partnership with local government and other relevant stakeholders. This was an important resolution as the MIG is currently administered by the Department of Local Government and Traditional Affairs.

The issue of facilities was highlighted in the resolutions as subsequent resolutions called for an integrated approach when new schools are built with sports facilities (multi-coded) which must be part of the plan. An identified school in a district must be turned into a centre of sport with adequate facilities and the neighbouring schools then forms a cluster that all will have access to the facilities at that school.

Furthermore all relevant stakeholders (school governing bodies, universities, communities, municipalities) must interact to review existing delimiting rules and agree on how to ensure the optimal shared usage of facilities. Municipal facilities bye-laws and tariffs must be reviewed to allow accessibility to all communities. Municipalities must be encouraged to develop effective partnerships with lease holders to ensure equitable access to facilities that are subject to leases.

Provincial governments and municipalities must assist to conduct a comprehensive audit of leases with a view to develop practical options for the future use of these facilities. In the design and planning of new sports facilities municipalities should be encouraged to build multi-functional sports facilities. This would contribute to the optimal use of facilities; contribute to integrated sport and recreation programmes and activities; contribute to diversification in sport and recreation and result in the seasonal usage of the facilities that will contribute to safety and a sense of multi-disciplinary community ownership.

The national government needs to initiate a forum with the relevant municipalities to develop a way forward for the effective coordination, monitoring and management of the 2010 stadia to ensure the optimum accessibility and sustainable utilization of these facilities so as to maintain the legacy of 2010.

It was resolved that there is a need to empower the sport and recreation sectors with relevant information through a well-equipped sports information centre and this should be complemented by a sports house. National federations must be provided with administrative and governance support. There is a need to establish sports houses also in the provinces to serve as an operation base for federations and sports councils.

The provincial departments responsible for sport and recreation was called upon to provide seed and incubation funding for the provincial sports councils. It should be done to build the capacity of sports councils to be operational and functional and to enable them to leverage existing commercial avenues and to build their own strong, independent and viable brands.

An aligned funding model will be required to realize the implementation of the NSRP. It was further resolved that the sports sector, as the sector that planted the idea in society of a lottery, must receive the biggest chunk of the lotteries allocation. Initiatives were also required to ensure that the private sector becomes more involved in the funding of sport and recreation. The sporting sector needs to capitalize on the impact that broadcasting and sponsorship have on equitable exposure and promote the development of sport and recreation.

The resolutions thus set out the broad principles that must be adhered to when promoting sport and recreation in South Africa. The text is then later outlined with its own implementation plan.

## **5.5 Outline of the National Sport and Recreation Plan**

The NSRP commenced with a background reflecting historically where South Africa comes from and reflects on the significant milestones achieved in establishing a

democratic, non- racial sports system in South Africa. The background reflects the path South African sport took over the last few decades. The foundational worked done by the South African Council on Sport (SACOS), the South African Non Racial Olympic Committee (SANROC), the National Olympic Committee (NOCSA) and the National Sports Council (NSC) were noted.

The NSRP noted in the background (Sport and Recreation South Africa: 2013: 10) that:

*Given governments understanding of the important socio-economic and developmental role of sport, this sector was identified as needing to be transformed to, amongst others increase and ensure equitable access to all sporting opportunities, develop and build the sports economy; increase the social development impact of sport; harness and further develop the competitive abilities of South African sportspersons and for the sector to reflect the demographics of the country.*

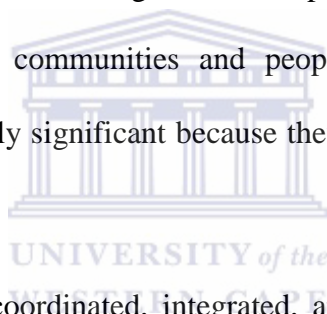
This paragraph is very important as it provides the reason that underpins the foundation of the NSRP. The Preamble of the NSRP (Sport and Recreation South Africa 2013:11) stated that the strategic focus of the NSRP is to reconstruct and revitalise the delivery of sport and recreation towards building an active and winning nation that equitably improves the lives of all South Africans. The NSRP is the implementation plan of the policy framework for sport and recreation as captured in the White Paper on Sport and Recreation. The White Paper determines the “what” and the NSRP the “how”.

The Preamble stated that the Transformation Charter and the Multi Dimensional Transformation Performance Scorecard forms the heart of the NSRP. The stated



purpose of the Charter is to transform the delivery of sport in South Africa to reap benefits such as the establishment of competitive and demographically elected representative sports system guided by the values of equal opportunity, fairness, equitable resource distribution, empowerment, and affirmation.

The Preamble noted that the NSRP also provided for the different stages of a long term participant development plan. This included, inter alia, the physical, emotional, mental and cognitive development of athletes within the entire sports development continuum, including athletes with a disability. The Preamble highlighted in bold that in all activities, outlined in the NSRP, special emphasis must be placed on the inclusion, empowerment and promotion of governments priority groups, namely the youth, the aged, women, rural communities and people with disabilities. The emphasis on these groups is highly significant because they are cross cutting groups across all government sectors.



It is recognised that without a coordinated, integrated, and aligned national sport system within which all component parts are focussed towards a common set of goals and objectives, the potential value of sport to the South African society cannot be fully realised. To ensure a collective buy-in and to streamline implementation towards common objectives, it is important that role players align their strategic and business plans with the NSRP and that planning cycles, as far as possible, are also aligned. This recognition is an important aspect towards the realisation of the NSRP. Government has various planning cycles that stretch over different periods.

The Medium Term Expenditure Framework (MTEF) is a three cycle that is the start of the budgeting cycle. The Annual Performance Plans of each Provincial Department will have to be aligned to the NSRP to give effect to the objectives and

goals of the NSRP. The five year strategic plans that each department is obliged to submit to its provincial treasury department must also be aligned to the NSRP.

The authors of the NSRP foresaw that due to the complexity and broad application of the NSRP, that the NSRP will be implemented in consecutive phases. The components of each phase will supplement each other and enrich previous phases. A thematic approach is envisaged with relevant themes being adopted each year.

## **5.6 Vision 2030**

In support of the National Development Plan the sports sector has developed its own vision for 2030. The following expected outcomes and “ideal future” for a South African sports system by 2030 are fully described in the White Paper on Sport and Recreation for the Republic of South Africa.

The elements of the Vision 2030 include inter alia good corporate governance and an ethical and drug free sport. The Declaration of the NSRP recognised that South Africa did not have a strong leadership culture in sport and the vision for 2030 lists this as the first element that must be attained. The winning and active nation must be underpinned by an ethical and drug free sport. This is important as South Africa must be a nation that plays and wins cleanly. The Vision 2030 sees sport and recreation as a significant contributor to the country’s Gross Domestic Product. This is critical because a sport industry is being built in South Africa. This industry will allow for career paths in sport and recreation and will also allow South Africa to be a choice destination for major events and sports tourism. The hosting of major events contributes to increased levels of national unity and socially cohesive communities.

The White Paper on Sport and Recreation wishes to see 80% of the priority National Federations in the top three positions in world rankings with 50% of all South

Africans participating in sport or active recreation. This can only be achieved if physical education and sport are reintroduced in all schools which will assist in sustainable talent identification, nurturing and development. By introducing the above, transformation will be assisted and sufficient sports facilities will be built. This will contribute to skilled and qualified sports and recreation practitioners in South Africa and prepare South Africa to be a leader in world sport and recreation, including sports research.

The first section of the NSRP ended with a description of the core values of the envisaged sports system. The values are applicable from school to international level and is said to represent the core values. The values espoused include inter alia that of accessibility so that sport must be available to all. There must not be any barriers whether it is gender, station in life, geographical location or any other barrier. South Africa has had a history of discrimination. For South Africa to be the best in the world it must be able to choose athletes from the whole country and not only a select few athletes from selected communities.

Athlete-centeredness is another core value and places athletes at the core of the sports system. Everything from physical, emotional, spiritual health to the individual's growth must be centred on the athlete. The aim of the sports system must be the development of well-rounded individual athletes. The system must allow an athlete to be nurtured and to grow.

The value system must be guided by well trained and experienced coaches. The NSRP has recognised that the academy system is underpinning the success of the NSRP. An important success tool is the effective use of coaches. The coach is normally an experienced campaigner who is able to impart knowledge to the athlete

to enhance his or her performance. Every individual should be able to strive to be the best that he or she can be. Nothing must stand in the way. Every athlete must be able to perform to the peak of his or her potential. All athletes must be given the opportunity to perform.

A Code of Conduct will underpin the NSRP and will address issues such as fair play, respect for opponents, being tolerant of others and being free of illegal and banned substances. This ethical value is important as it will ensure that South Africa reaches the moral high ground when it wins.

There must be a commitment to excellence at all levels. Excellence cannot only be reserved for international play. Athletes must strive to be excellent in their technique, their training and must pursue excellence. Fairness is an important core value and must be linked positively to institutions, organisations, and administrators governing sport. Everyone needs to know that they are being treated fairly and that they all will receive opportunities fairly. Shared leadership and the responsibility for sport are shared by many partners including sport federations, government and sports councils within a seamless continuum. Everyone contributes to the development continuum. Players and athletes are nurtured at school and club level before proceeding to regional, provincial and national levels.

The sports system must be for the benefit of the nation as a whole. There must be a unified direction covering all elements of the system; it must be centrally driven, implemented at provincial and local level, with no duplication, to give the best value possible for the funding available.

These core values for Vision 2030 will form part of the key values necessary to give effect to the NSRP. The value set is important as it forms part of the institutional

context in which implementation must take place. Decision makers must be able to refer to the core values and must be able to defend their actions. The values form part of the overall understanding of public value. Whenever decisions are taken, it is presumed for the public good.

### **5.7 Section 2 of the NSRP**

The Synopsis of the NSRP defined section two as the nucleus of the NSRP as it provides details of the three core pillars of implementation i.e. an active nation, winning nation and an enabling environment. These pillars are underpinned by transversal issues and utilising sport as a tool to achieve national and global priorities.

The active nation pillar comprises three strategic objectives, namely recreation, school sport and participation promotion campaigns. Within each of the three objectives the strategic objective is defined together with the performance indicators. The implementation plan is then given in tabular format with the following headings: Output, Key Activities, Responsible Delivery Partners and Timeline. The output is what will be achieved ultimately, with the key activity set out and the responsible delivery partner as well as the timeline identified. If the key activity is thus achieved the output should be made by the delivery partner in the stipulated time. The implementation plan thus identifies the actor (s), sets out a time frame and determines the activity that will lead to the output. The format is followed for School Sport and Participation Promotion Campaigns. An example is included at the end of this document as Annexure B.

The winning nation pillar comprises of five strategic objectives namely, talent identification and development, athlete and coach support programme, domestic

competitions, international competitions and recognition system. Within each of the five objectives the strategic objective is defined together with the performance indicators. The implementation plan is then given in tabular format with the following headings, Output, Key Activities, Responsible Delivery partners and Timeline. The implementation plan thus identifies the actor (s), sets out a time frame and determines the activity that will lead to the output.

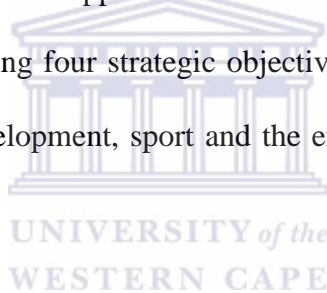
In order to foster the goal of becoming a winning and active nation there are various strategic enablers that are needed to be in place. Following the NSRP Indaba the following fourteen strategic enablers have been identified as to give effect to the two pillars of winning and active. They are facilities, clubs, sport councils, athletes commission, coaches commission, administrators and technical officials commission, an academy system, sports house, sports information centre, education and training, volunteers, international relations, financial resources, sports broadcasting and sponsorships. Within each of the fourteen objectives the strategic objective is defined together with the performance indicators. The implementation plan is then given in tabular format as described above. The implementation plan thus identified the actor(s), sets out a time frame and determines the activity that will lead to the output.

The three pillars of the NSRP are said to be underpinned by five transversal issues which permeate every building block of the NSRP and that are said to be non-negotiable imperatives. These five strategic objectives are said to be transformation, priority codes, ethical environment, geo-political sports boundaries and amateur versus professional sport. The NSRP (Sport and Recreation South Africa: 2011:56) considered these issues as pertinent as they traverse the entire NSRP. They are at the forefront when campaigning for an active nation and also when supporting a winning

nation. Each and every building block of the enabling environment is permeated by the above five strategic objectives.

Within each of the five strategic objectives of the transversal issues the strategic objective is defined together with the performance indicators. The implementation plan is then given in tabular format with the following headings as before i.e. output, key activities, responsible, delivery partners and timeline. The implementation plan thus identified the actor (s), sets out a time frame and determines the activity that will lead to the output.

Section two concluded with a section on sport as a tool. The NSRP (2013:64) has identified the use of sport as a tool to support and achieve a diverse range of national and global priorities. The following four strategic objectives are emphasised; sports tourism, sport for peace and development, sport and the environment and sport and national government priorities.



It is recognised by government that sport can be used as a medium to effect messaging on key items such as nation building, social cohesion and healthy lifestyles. The same route is followed with the performance indicators followed by the strategic objectives and the implementation plan.

### **5.8 NSRP and the National Outcomes**

The NSRP (69) provided for activities that will make a substantial contribution towards the building of cohesive communities. The National Cabinet at the January 2010 Cabinet Legotla agreed that not enough progress has been made to have a better life for all South Africans. The Cabinet adopted twelve outcomes that were designed to ensure that government focuses on achieving a real improvement in the lives of all South Africans. (Later on two more outcomes were added). The two outcomes

salient to sport and recreation are National Outcome 12 which envisages an efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship and National Outcome 14 which promotes nation building and social cohesion.

The NSRP speaks towards National Outcomes 12 and 14. The NSRP recognised this as the authors of the NSRP stated that the NSRP will serve as a tool towards building social capital. Activities in the NSRP will provide opportunities to overcome social barriers and empower individuals. The NSRP will help to increase social cohesion, and provide opportunities for engagement in community life through voluntary work. It is the opinion of the NSRP authors that the well-designed sport and recreation activities can serve as powerful tools for fostering healthy child and individual development, teaching positive values and life skills, reducing conflict and criminal behaviour, strengthening education and preventing disease (particularly HIV and AIDS). Sport and recreation has proven itself to be great national builders in South Africa during the hosting of various major international events in South Africa. The NSRP will play a meaningful role in achieving the outcomes of National Outcomes 12 and 14.

### **5.9 Section 3 of the NSRP**

This section provided clarity on the demarcation of roles and responsibilities of the stakeholders of the sector. The authors of the NSRP noted (Sport and Recreation South Africa: 2011:71) that there was broad consensus that there should be only two macro drivers of sport and recreation in the country, namely government (all three spheres) and one non-governmental organisation (SASCOC). The NSRP envisaged that following the approval of the NSRP that the legal framework for sport and



recreation will have to be reviewed to ensure that the delivery of sport and recreation is supported by relevant legislation. Section 3 clarified the roles of government and the sport confederation.

### **5.9.1 Government**

The Minister of Sport and Recreation is the sole custodian for sport and recreation in the country and government is responsible for policy, legislation, infrastructure, and creating an enabling environment for all South Africans to participate in sport and recreation and to promote and develop the sports economy and industry in all its facets.

Government must sign service level agreements with service providers to deliver on predetermined outputs. An oversight, monitoring and evaluation role will be critical. The departments responsible for sport and recreation in the provinces will need to be reviewed to ensure alignment with the NSRP and the agreed outcomes of the Indaba.

There is a need to review the role of MINMECS and MUNMECS to be effective custodians of the NSRP and to monitor and evaluate the implementation. The areas of responsibility of government in implementing the NSRP must be clarified in terms of the different spheres of government.

### **5.9.2 The Sport Confederation**

The Sport Confederation must lead civil society in “translating policy into action”. Many of the outcomes of the NSRP depend on the interaction and co-operation of federations. As national federations are affiliated to SASCOG the policy must be given effect to by federations in order to be effective. The Confederation and/ or Sport Councils must implement policy and create programmes to that effect within a

system of good governance. It must act as an umbrella body for all components of the sports sector including national federations, university sport, and sport for people with a disability. It must report directly to the Minister with regards to the implementation of the service level agreement.

SASCOC will be assigned the responsibility for the optimal functioning of the sports development continuum, namely the holistic development of sports people from talent identification development to the elite level as well related issues to the process. Federations and associations are responsible for the delivery of a development system, the delivery of national, provincial and local teams, and to ensure that technical rules and regulations, the system of competitions and clubs in various communities are in place and accessible.

It is thus clear that the roles are clearly demarcated within the NSRP. Each functionary has been assigned specific functions. What will be of importance is how the various spheres of government as well as the civil society structures interlink to form a seamless continuum. Each role player has been assigned specific roles within the NSRP. The roles are defined constitutionally and within the NSRP. As the different delivery partners play their role the interaction of each of their functions should lead to a seamless continuum. The local government should set aside funds for a facility, the provincial government should set aside funds to assist the federation to identify talented individuals and national government should set aside funds to assist the talented individuals to reach their full potential within the academy system. Thus by working together civil society and government will then form that seamless continuation.

## **5.10 Section 4**

Section four detailed the way forward in terms of planning, monitoring and budgeting cycles, collaborative agreements, coordination and co-operation, restructuring and marketing and communication. The section then broke the above down in four sub sections and then set out what the anticipated outcomes of each section are.

### **5.10.1 Planning, Monitoring and Budgeting Cycles**

The authors of the NSRP envisaged that the NSRP will be monitored and evaluated annually and that the targets will be aligned to the Medium Term Expenditure Framework (MTEF) to encourage financial sustainability and with the Governments Medium Term Strategic Framework (MTSF) will support government priorities.

SRSA (in conjunction with National Treasury) has been tasked with the facilitation of this alignment to ensure that the implementation of the NSRP adhered to the regulated budgetary and planning cycles.

As it is foreseen that the NSRP will be implemented in a phased approach the planning and monitoring within the budgetary cycle is important. Where infrastructure is envisaged it is important to take into account any foreign materials that must be imported as currency fluctuations can prove challenging. As with any other project it is important that realistic budget expectations are set so that the public is not left with any unrealistic expectation.

### **5.10.2 Collaborative Agreements and Coordination and Co-operation**

It is mooted that following the finalisation of the NSRP that the Minister of Sport and Recreation will sign collaborative agreements with identified stakeholders to support

the delivery of the NSRP. The collaborative agreement will be signed with the supreme delivery partner, i.e. the Minister signing with the provincial government and SASCOG. The supreme delivery partner will take responsibility for cascading the responsibility further, i.e. provincial government signing with local government. The NSRP noted however that the requisite resources must be made available to support the implementation of the collaborative agreements.

### **5.10.3 Restructuring**

Implementation of the NSRP is non-negotiable and to action this effectively may require restructuring at an institutional level. Different institutions are responsible for various aspects of the NSRP. In order to give effect to the active and winning nation pillars it may be important to review the functioning of the different institutions.

Provincial governments are expected to review their establishment and composition while the national sport and recreation department should also review itself. The founding papers of SASCOG should also be aligned to its role as set out in the NSRP. Restructuring is going to be important to give effect to the clauses of the NSRP.

### **5.10.4 Marketing and Communication**

The agenda of the sport movement must be elevated. The NSRP must be supported by a marketing and communication plan with a two prong approach focussed on communicating the intentions and outcomes of the NSRP, including resolutions taken at the National Sport and Recreation Indaba.

The roles and responsibilities of the stakeholders in the sector must be clarified and communicated to the general public. Communicating the values and benefits

associated with participating in sport and recreation must be supported by accurate and relevant details of how and where to get involved. There is a general consensus that there appears to be a dearth of information regarding what is available and how to access the sport and recreation activities as a whole. It is also important to regularly have awareness campaigns to remind the general sport industry about the NSRP and what their roles are within it.

### **5.11 Transformation Charter and Scorecard**

The only annexure to the NSRP is the Transformation Scorecard that must bring about the establishment of a competitive and demographically representative sports system guided by a value set based on the following key principles equal opportunity, redress, fairness and just behaviour, equitable resource distribution and empowerment and affirmation. It is furthermore envisaged that the development of a Charter for South African Sport and Recreation must commence.

The authors of the NSRP Synopsis Report (2013:8) have indicated that the NSRP will be an eight year sustainable implementation plan for the sport and recreation policy framework as captured in the White Paper on Sport and Recreation, nurturing a vibrant sports system that encourages growth and development of the sports sector and the equitable delivery of sport to all to ensure that South Africa is both an active and a winning Nation. Whilst it is envisaged that the White Paper will remain relevant until 2019, the NSRP will be closely monitored to identify any hindrances which may negatively impact on implementation and will be reviewed in its totality in 2020.

The Transformation Charter has a broad based scorecard that looked at various important aspects that the codes must adhere to. It looks at how many clubs it has,

what democratic systems does the federations have, what the demographics are of the executive and teams are and then looks at what intervention methods exist that will address any shortcomings.

## **5.12 Respondents Views**

The next part of this chapter will detail the responses of the respondents in their response to the questions posed. The respondents were questioned about their experiences relating to the implementation of the NSRP and their opinions on aspects of the NSRP.

### **5.12.1 Opinions on the development of sport excellence in the NSRP**

Out of the 22 respondents questioned 19 of them indicated that the NSRP directly assists with the development of excellence in South Africa. The minority respondents indicated that it was still a challenge and that more could be done. The vast majority stated unequivocally that the NSRP is designed to do exactly what the question relates to.

Respondent G: ... *From what I'm thinking is that this is where it speaks directly to the academy system. So, the academy system works on a number of levels, the first level is the district academy, provincial academy and then the national one. So the national one would then prepare the teams for international competition, the provincial for national and then the district one for the provincial competitions. So it's a whole pathway which athletes travel to get to the international competition. So there's a consistent support system that speak to excellence. So excellence doesn't take place only at one level but it takes place at all levels so that the athlete within that pathway gets assisted. And that is also detailed within the strategic objectives from the national sport and recreation plan itself. No, it speak to that and also, when*

*it comes to the stakeholder relationship, and that is where space is made for private academies also to contribute. And then there's the federation academies also which speak also then to specific areas of development of the athlete. So it's not only the holistic one, but it's also specific technical areas which come from the federation side. And then like I mentioned, the private academies, they are funded by NGOs, which is, that also brings the international aspect to excellence, to the development of excellence also to the fore.*

The respondent directly linked excellence to the academy system. The academy system is one of the strategic enablers that will assist South Africa to become a winning and active nation. The pathway that athletes should follow will start at district level, then move on to the provincial level and if the athlete is successful then on to national level. The support that the athlete will receive as part of the academy system will depend on the national ranking of the athlete. The NSRP is athlete-centered and the academy is pivotal to the success of the implementation plans of the NSRP.

*Respondent V: I think that national sport and recreation plan is probably one of the most comprehensive plans that we've ever had for sport, and I think that's both a good thing and a bad thing, in the sense that it deals with every aspect, it looks at excellence not only on the sports field, but it also looks at excellence with respect to the support structures, for example, coaches, managers, administrators, medical support, it's probably the most comprehensive programmes. The difficulty with regards to that, are the challenges regarding implementation. Because the more complete it is, you know, the more elements there are to deliver. And one of the biggest challenges, directly related to the issue of excellence, it deals very comprehensively with the issue of excellence in terms of saying, it deals with elite at sports persons level, it deals with elite at excellence with regards to officiating, and*

*so on. So I think it has a lot, to offer with regards to excellence. The one issue, in terms of the challenges, I think is the other side of the coin, is I'm not so sure about the recognition of the pathways to that excellence at particular levels. So excellence is regarded as "once you have achieved" It's not there's almost like tacit recognition of processes that you need to undertake in a structured way of getting to that elite and top level with regards to excellence. So, the one key thing for example, just to expand on that is, excellence is focused at a national level, but the lack of integration with processes and systems at provincial, at municipal level and local community level, isn't that effective.*

The respondent noted that the NSRP is comprehensive and looked at excellence not only with regards to athletes but also with regards to coaches, managers, administrators and medical support. The nub, however, is that because it is so comprehensive, implementation may be cumbersome and difficult. Excellence is something that is recognized when someone has achieved something. The one drawback about excellence the respondent stated is that it is nationally focused. He ends off with the caveat that although excellence is noted at national level the integration at provincial, municipal and local community level means that it is not that effective.

*Respondent C: Yes, the NSRP does directly address the issue of development of excellence in sport in South Africa. It in fact relates to the entire sport continuum without focusing exclusively on excellence with the understanding that we cannot develop excellence unless we address the other lower areas of the continuum.*

The respondent agreed with the first respondent that there is a pathway that should be followed. The pathway that athletes follow is part of the entire sport continuum and that there exists a lower area that must be championed before one moves to the higher echelons. The area should thus move from mass participation to excellence.



*Respondent A: It is African designed to achieve exactly that. I mean, if you recall, the whole process, the districts, the provincial indabas, each indaba culminating in the national sport and recreation indaba, each indaba was creating a pool of people with talent to broaden the base of participation, to break down the barriers of that that excluded people, for instance, you know, access, equity and redress, but also talent identification. I mean that's absolutely part, it's at the heart and centre of it, and introducing the element of recreation to that, and putting emphasis on that because that's exactly where you now start to identify people. I mean if you look at for instance a NGO, this NGO of Elana Meyer and them, the Endurocad, what they've done with their talent identification, purely and simply from recreational activities, I mean they have now marathon or ultra runners, two of them from destitute backgrounds that are probably going to represent the country, the way I look at things, at the Olympics, in 2016. So what I'm saying is, you know, the national sport and recreation plan is aimed at every aspect of sport but it's really, it's focused on excellence and delivering team South Africa.*

The respondent identified excellence as one of the elements of the NSRP. Excellence was linked to the academy programme which underpins the NSRP. Respondent A noted that the NSRP started in the districts, proceeded to the provincial izindaba and was used as a mechanism to broaden talent identification.

The respondents identified that all the athletes were on a pathway. The pathway would commence at the lower level and then through a process of talent identification and specified athlete intervention would move on to excellence. The respondents were clear that the talent pool would be broadened to identify people with talent.

In developing a winning nation the NSRP has noted that it is important to improve international sport successes by supporting athletes at all levels of participation. The identification and development of talented athletes will take place through the implementation of a structured system. In order to promote excellence the academy system is seen as a critical component of the South African sports development continuum. The academy system refers to a range of institutions in SA that will be part of a national unified, integrated approach with the aim of developing sporting talent at different levels. The system must also assist in addressing the demographics of the national teams by accelerating the development of talented athletes particularly from disadvantaged backgrounds.

South Africa is a competitive sporting nation. It has set itself reasonably tough goals of wanting to be in the top three of most sport codes in the world. SA competes at the Olympic Games, World Games, various World Cups and continental showpieces. The excellence that is aspired to must translate into medals and results at these events. Excellence is thus a pivotal part of the winning nation.

### **5.12.2 Opinions on the development of sport in the NSRP**

Essential to the theme of an active and winning nation is the concept of development. Development has many forms. Development may refer to the development of the sporting code or discipline, the development of mass based programmes, the development of athletes and administrators and the development of clubs. It is common cause that development of various structures and athletes are key to the success of any sport. No one becomes a champion without being developed. The question posed to the respondents sought to elicit their view on the developmental aspect of sport in the NSRP.

*Respondent J: Yes. The one good thing about the sports plan again at a general level it tries to identify who are the key stakeholders and then it tries to identify what must be done, and then it tries to link stakeholders with roles and responsibilities. So in that respect it has again identified mass participation as a pillar. It tries to say you are responsible for this aspect in the sports and recreation plan. So in that context yes I think it does contribute to development of sport.*

*Respondent G: Yes, I think with its very nature, this is a developmental state that we in, so it would have been amiss if the sport plan does not speak to that then, in fact it should play the biggest role in it. There's a couple of areas which I can just quickly think about, like the club development one, school sport, mass participation, recreation, then it speaks about facilities development. So, if you look at it, in itself, 80% of it speaks to development.*

Both respondents have identified mass participation as an important aspect of the development of sport within the NSRP. The strategic enablers have been identified as important for the active and winning nation to be successful. Club development, recreation, school sport, facility development and mass participation will all assist in the development of sport generally according to the above respondents.

*Respondent F : Definitely also and for the purposes of expanding on that, it talks a lot about mass participation at the same time it also speaks to an understanding and ethos of life-long activity which basically means there is a strong focus on things like recreation, school sports, activities for the senior citizens, indigenous games all of those things are more participatory by nature non-competitive participation not that things in sport in general are non-competitive it's more a lower level of participation than participation to win. Whereas with your advancing excellence one has participation that speaks to higher levels of participation but in this sector of discussion or this question one is looking for participation for fun, participation for*

*the sake of participation, social participation, social interaction if you can call it that.*

The respondent identified further examples of activities that promoted development in sport. Programmes and activities such as the Indigenous Games, Golden Games (sport for citizens over 50), recreation, school sport all promote non-competitive participation that will assist in the development of sport. It is important to recognize that development is generally seen as having a big base to choose from hence the focus on mass participation programmes. Once the mass participation programmes are effective then talent identification follows.

*Respondent V: You see, it's tacit in the sense that, I think it's there in words, but the original intent, I believe, of the national sports plan is to have a comprehensive programme for the country. The problematic part about the national sports and recreation plan, to me, is the focus at a national level. And all the other elements contribute towards achievement at a national level. So, when you ask the question does the content assist in the development of sport in South Africa, the answer is absolutely yes. The question, however, is, to be able to be effective at that level what are the building blocks we need to have lower down? And obviously, I mean, the challenges are different, very different, if you're speaking about Sebokeng, Manenberg, Guguletu, Chatsworth, the issues are very different. Absolutely the content is correct. But how those things work together is probably one of the biggest challenges.*

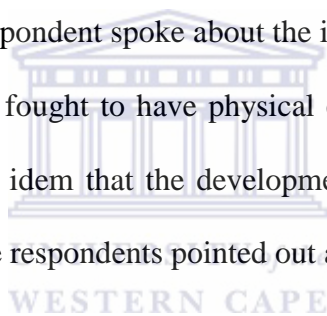
*Respondent U: In my view, the National Sport and Recreation Plan actually gives direction in terms of how development should be happening so in terms of where the sports continues and start from the lowest levels to the highest levels where you eventually see our top athletes going to the Olympics I think the Sport and*

*Recreation Plan outlines that process and is actually in fact a very good guideline for us.*

The two respondents agreed that the NSRP provides a comprehensive programme for the country and gives direction in terms of how development should be taking place. The first respondent noted, however, that the different geographical areas have different needs and the emphasis on national is possibly misplaced. It is an important concept as development must be seen to be active from grassroots level and development is seen from the bottom up whereas excellence is normally associated with the national focus.

*Respondent A: It's absolutely aimed at that. I mean, you will recall, we talked about the necessity of having at school level for instance physical education as a stand-alone subject. That's a battle we're still fighting, to get in at least two and a half hours a week in schools, secondly, compulsory school sport. We would like to see a hive of activity there because that's exactly where, you start to develop sport. We talk about the various types of sport that you can play, for instance, the use of facilities at an affordable rate, hence the partnerships with the Sports Trust, and the rolling out of the multi-purpose sporting facilities. We have five-a-side soccer, but at least it's aimed at development, it's not eleven a side because the combi court nature is designed for 5 a side, but you play 7 or 8 sporting codes on this on this combi court, in areas where you never had it. You now have a model, in terms of the Municipal Infrastructure Grant, that you will recall; we made a very strong case to get 15% of that grant allocated, ring-fenced, to sport and recreation, to address precisely the lack of facilities, to upgrade facilities, and to maintain them. And to ensure that you have a management in place. Now the moment you have facilities, obviously you're talking about a coaching framework.*

The respondents were all clear that the NSRP speaks to the development of sport in South Africa. Respondents identified that the role definition was made clear between various role players. The three spheres of government were highlighted by the respondents. Respondents noted that the NSRP provided guidelines on items such as club development, school sport, mass participation, recreation, facilities, indigenous games, senior citizens games and other aspects. All of these games spoke to mass participation and some to a large degree were non-competitive. The NSRP has established a framework or guideline as some prefer to call it that will allow anyone be it a coach, parent or athlete to identify themselves within the pipeline. The respondents agreed that the NSRP spoke in very clear terms to the development of sport in South Africa. The last respondent spoke about the importance of school sport and how that battle is still being fought to have physical education as a standalone subject. All respondents were ad idem that the development of sport is catered for however there were caveats as the respondents pointed out above.



### **5.12.3 The NSRP and the Challenges of becoming an Active and Winning**

#### **Nation**

The theme of the NSRP is to create an active and winning nation. An active nation will allow more people to participate in sport and a winning nation will speak to the excellence that is the outcome of a coordinated athlete centred approach. Respondents were asked what challenges existed in their opinion to become an active and winning nation.

Respondent J: *If I take your question literally the answer is yes. It will assist. it needs far more follow up, coordination, monitoring, gathering of information, revisal's. So in other words, unless we in the wrong space and this is happening somewhere else*

*where we are not aware of. Follow up work, reports from the stakeholders as to what extend the plan is being implemented, what are the challenges etc. Unless some of those aspects are put in place and the resources are dedicated to ensure implementation happens. There is a danger it just becomes a dead document sitting somewhere you know. So yes it can assist but if we want to maximize the potential of the document because the document did go through an exhaustive consultative process so. The document belongs to everybody. I myself was part of the process which developed the document but then we need more energy in follow through.*

The respondent warns against the possibility that the document will not be adhered to or taken seriously if resources are not dedicated towards the implementation. Co-ordination, monitoring, gathering of information, revisal of plans and a renewal of energy is going to be needed to ensure that the NSRP becomes a living document. These aspects individually are very important as the NSRP must be monitored and properly evaluated on an annual basis. The co-ordination of the plans as well as the gathering of information is very important. Sound information will be important to make decisions as the funding for the plan does not cover all the aspects of the plan.

*Respondent G: Definitely if we put the two together but you mustn't forego the one for the other. In fact the active nation side of it presents the opportunity for life-long activity but it also presents a platform for next level of participation and so the participant has the choice as to whether they want to participate at a recreational level or they want to participate at an advance level participation level.*

The respondent noted that the two pillars of an active and winning nation allowed a prospective participant to be part of the active nation and then deciding if they wish to pursue a competitive element by then going over to the winning nation by competing in events. The active nation pillar allows a person to be part of life-long

activity. This is an important distinction as many people do not necessarily wish to compete but rather wish to use sport as a social or healthy activity.

*Respondent P: The idea and intent is there, there's still a lot of work that needs to go into the concept of an active nation because an active nation in my mind says that all school kids, every school kid must have some sort of a program or some opportunity to participate in a program of healthy lifestyle and physical activity. If one looks at a database of schools of clubs and schools you will find in the urban areas there is still a huge divide between urban and rural programs and a huge divide between the money that is spent on the different types of sports and that is something that will always be a hindrance to participation in terms of a healthy nation. In terms of the winning nation, I will take football as an example only when we unify the three pillars of schools, seniors and masters will we develop a healthy system – coherent system. And this is where I see the crickets and the rugby's flourishing because there is a very close link between the federations, the schools and even their masters. Because their masters are your old champions they were they were the role-players*

The respondent indicated that the pillar of an active nation will only become actualised when every school learner participated in sport. This school theme is a recurring one and it is clear to the researcher that it is an important part of the recipe to ensure an active and winning nation. The respondent indicated that schools, seniors and masters of a particular sport must work together to ensure the success of a sporting code. The masters are normally the former champions and top players of the respective sporting code.

*Respondent M: I think that there must be a separation for me between what we refer to as the developmental or grassroots development, identification of excellence and I think the excellence must definitely be separated personally. It must have a separate budget, a separate plan, a separate focus you understand me if we going to be a*



*winning nation that's my opinion. I believe there must be a line you know what you determine is excellence. You see I know I have always kind of professed you have recreation participation and you have excellence do you understand me and both have significant roles to play. Because the one is determining access and opportunity must be must be the cornerstones of the one and that's where you identify your talent*

The respondent made a very interesting point that there must be a separate budget for the active and winning nation pillars. This is important as different needs will be identified. Access and opportunity is going to be of cardinal importance. The point raised by this respondent is important and speaks to the incremental approach adopted by SRSA. The key question will always revolve around what must be funded first, the active or the winning pillar?

*Respondent A: Absolutely. The reality is I have never had the discussion with somebody that has gone through the national sport and recreation plan, taking into account the transformation scorecard and all that goes with that, and not excited about what we are saying we want to achieve there. It's achievable; it's not pie in the sky. It's achievable. We had in the process of each indaba, yes it was a long process to consult every corner of this country, but we have the buy in from every stakeholder in this country to the national sport and recreation plan. And that is why, when cabinet approved the plan, we immediately started with the costing of the plan. The challenge will be to find the resources and to make the existing resources stretch to the point that we can implement the plan. But the planning itself it's practical, it's achievable, it speaks to creating an active and winning nation. Hence, hence the two components of, you know, excellence but also recreation, participation, recreation. And if you, if you look at the advisory committee's first report on recreation, I mean, it's about fun walks, it's about park runs, it's about all those things that we never*

*had in the past that we now have. So, to my view, absolutely, and we can see the result of that already.*

A senior federation official noted that to become a winning and active nation there should be a separation between grassroots development and excellence. There should be a separate focus and a separate budget. Recreational participation is important because it is the cornerstone of excellence. This nuance is an important one because everyone was in agreement that the NSRP contributed to a winning and active nation. It was, however, highlighted that co-ordination, monitoring and the gathering of information was going to be important if the document is going to be implemented. An active nation will assist with life-long activity and a winning nation will be taking sport to the next level. One of the respondents felt that an active nation is a subset of a winning nation. The importance of school sport was once again highlighted as an important facet to be considered. The active nation was largely seen within the parameters of school sport. The respondents were confident that the implementation plans stipulated in the NSRP contributes significantly to South Africa becoming a winning and active nation. The challenge the last respondent noted is to find the resources and to make it stretch.

#### **5.12.4 Governance and Institutional Arrangements for the Implementation of the NSRP.**

Cloete and De Coning (2011: 145) define the nature of the institutional context as the corridor through which policy must travel, and by whose boundaries it is limited, in the process of implementation. Institutional arrangements include policy and planning, intergovernmental arrangements, leadership, organisational delivery and building capacity. The researcher found that this question elicited much discussion and it was found that a third of the respondents indicated that they thought the

institutional apparatus was in place but two thirds of the respondents indicated that they did not think that the institutional apparatus was in place.

*Respondent F: I don't think in just my opinion, in my experience what I am picking up is that we, the federations to date don't have their course work in place to take the participant from one level to the next. Their long-term player development, the accreditation of their course work for long-term player development and some of them have things in place, some of them are busy drafting things but very few of them actually have accredited courses and so one, if it is not accredited one wonders exactly how apt or fitting it is for the different levels. On the other hand one is talking about what is it? One also asks yourself if how equipped are the federations with regards to institutional apparatus 'cause ideally one would want the federations to drive the process in every code of sport.*

The respondent raised important matters that must be highlighted. There are courses that must be offered with federations. Key questions that must be asked are whether the accredited courses are written up by federations whether the long term player and participant development programmes in places. The NSRP obligates the federation to champion the process but the key question is if the federations are in fact ready. Federations are the custodians of their sport and must play the leading role in championing the aims and objectives of the NSRP.

*Respondent V: In my opinion, if it does exist, it's very weak. Because we haven't paid attention, necessarily, to what it requires to make it effective, and also to ensure that it does exist and work properly. And that's my argument with the national sports and recreation plan. It identifies the institutions that should be there, and it identifies the creation of those institutions. Now my opinion is, the institution does exist. Whether they are doing the job is a different matter. The question is, whether those systems work together, and whether the information that is required to make it work, is a*

*different matter, so therefore, that's why I said it does make provision for it, it does exist, lower down I think it doesn't exist.*

The respondent stated that there are in fact two questions. The questions are whether the institutions exist and secondly whether it is effective in its mandate. These are very important questions as the NSRP has recognized SASCOC, provincial departments of sport, sport confederations and the national department of sport. Do these institutions work together, are they adequately resourced and whether the information that is required to make them work exists. The role players are thus known and defined in the NSRP but concerns are raised about their functioning. The alignment of the role players is very important to ensure that everyone plays their part and appreciates their individual contribution.

*Respondent I: I think that is a gap in the system. There are elements of the institutional apparatus being in place but I believe that there is a confusion of the different spheres of government and the external role players. So, at a governmental level that I think is a gap. At the non-governmental level the institutional apparatus and mechanism is slowly beginning to emerge with provincial establishment of the provincial councils of sport the provincial academies are not in my opinion at a uniformed level throughout the country. There is no sense in the public domain that our sport has a single focus in terms of the development of the elite through the development and establishment of the academies and I think that is because the institutional apparatus is not held together in a coordinated manner. I have identified that there is a systemic breakdown in the institutional coordination in the different spheres of government and hence there is not a sort of national sense of we all moving towards implementing the objectives NSRP and I think filling of that gap would be through the coordination of some kind of structure.*

The respondent stated that in his opinion a gap exists in the system. The respondent felt that at governmental level there is no systematic co-ordination between local, provincial and national government in an ongoing manner to give expression to the NSRP. The respondent has identified that there is a systemic breakdown in the institutional co-ordination in the different spheres of government and because of this there is not a sense of co-ordination nationally. He proposed that the gap be filled through the co-ordination of a structure that meets annually or bi-annually so that a situational analysis can be undertaken. The respondent highlighted important points and speaks to the lack of a national co-ordinating structure that should champion the NSRP.

*Respondent A: The APPs, not a secret document, it's a public document and if you look at that now, it really speaks to the national sport and recreation plan. In fact you will see that we are also focusing on the incremental roll out of that. As far as the institutional apparatus is concerned, we have gone through a process in our department where I think it will be announced shortly if the DG hasn't announced it yet, you know, our structures to address precisely what has to be addressed. I will come back to the monitoring now. You look at SASCOC, absolutely on board with all its federations, with all the federations affiliated to SASCOC, absolutely aligned to the national sport and recreation plan. We have started for instance with the big 5, so to say, rugby, cricket, soccer, athletics and with one aspect, the transformation charter, alright? But we've added 11 more for next year. And that's implementing and putting the apparatus in place, empowering the very federations in the process. It's not been punitive; it's been to redress, to assist, to educate, to empower, to ensure that they focus*

The respondent stated that at SRSA the institutional apparatus has been put in place to address the needs of the NSRP. The respondent noted that SASCO, the big five federations (rugby, cricket, soccer, athletics and netball) were all committed. The department also conducted quarterly reviews and assessments. The institutional apparatus have been put in place not as punishment but to ensure redress, education, and empowerment and to assist where necessary.

*Respondent Q:* This respondent believes that the apparatus is in place but that the conceptualisation by government from SRSA to provincial departments must be one. He states that there is currently different interpretations and modus operandi from province to province. He understands that sport is a provincial competence, but the allocation and accountability relating to good governance should be fine tuned.

He continued with the issue of role definition and stated that the roles and responsibilities of enabler/ implementer must be clearly understood. The roles of national federations cascading to provincial federations must be clearly understood. The role of various implementing agencies such as provincial sport confederations, non-governmental organizations and other stakeholders must be acknowledged and understood. Other institutions such as SALGA must be urged to accelerate their interest and presence in sport development. These institutional apparatus must provide opportunity to unlock the inaccessibility of infrastructure for sport and recreation. Sport development cannot be effected in isolation of easily accessible sport facilities.

The respondents all lamented the fact that there does not appear to be a nationally co-ordinating unit that brings together the various spheres of government. There is a need for a systemic institutional arrangement. There needs to be co-ordination between local government, provincial and national government. An institutionalized systemic arrangement will ensure that all the various role players play their part

whether it is by accrediting courses, setting aside funding for specific programmes or simply monitoring the efforts that are being made to implement the NSRP.

The different gaps within the institutional context will have to be addressed in order for the NSRP to be effective. Each role player has a precisely defined role. If these roles are not aligned or co-ordinated it may lead to duplication or a misalignment of funds or functions. The NSRP is being implemented on an incremental basis. All role players must understand which phase must be budgeted for and in order for this to take place the necessary institutional mechanisms must be established centrally to co-ordinate and also to serve as a necessary guide to the different role players.

#### **5.12.5 Ownership and Commitment of Government**

All the respondents gave a resounding yes to the question whether government is committed to implement the NSRP. There does appear to be some discord within the civil society sector as to the exact role that certain sectors should play.

Respondent I: *Our recreation strategy is based on four pillars that are directly related to the NSRP as a result of our research that showed that very few people participate in sport and recreation. The first one getting people active, it speaks to the pillar of an active nation so at our various facilities and areas in Cape Town just to promote activity. Then the second pillar of our recreation strategy is to make these activities more sustainable so you have regular programmes what we call recreation hubs at our community centres on a weekly daily basis. The third pillar is to introduce an element of competition through the Cape Town Games where we have a process of connecting the unconnected to the connected so that we take kids that do not participate in sports clubs, that do not belong to sports clubs from our community centres into the Cape Town Games and our federations to come there to see who are the talented ones and introduce them to sports. So the fourth pillar is*

*you using sports and recreation as a developmental tool through our annual Cape Town Camp where we use recreation activities to promote leadership skills.*

The respondent succinctly illustrated the use of the NSRP as a reference for the recreation strategy of the City of Cape Town. The four pillars of the recreation strategy took into account the pillars of the NSRP and focused specifically on the active nation which should be partly driven and championed by local municipalities. The key term the respondents used was to connect the unconnected so that social cohesion can take place and more sport persons are brought into clubs. The four pillars of the recreation strategy were getting the people active, sustainability of activities, the introduction of an element of competition and the fourth pillar is using sport and recreation as a developmental tool.

Respondent A: *Absolutely. Government is more than committed to implement it for various reasons. It has to do with creating opportunities for people that has never had the opportunities before, in the process to identify talent, in the process to build the nation and to foster social cohesion and nation building which is central to government's view. Secondly, when you look at the social cluster, socio-economic, social development cluster of government, you know, if you look at the health benefits from recreation, from active nation, from all those things, the spinoffs are speaking for themselves. In terms of diabetes, in terms of hypertension, in terms of all those things, the savings on the health side is there. When you look at the spinoffs in terms of sport for development, on the one hand, and sport for peace, it's about peacekeeping and peace building. Do we have enough funding available to do everything? No, we do not.*

The respondent stated that government is more than committed to implement the NSRP. The commitment has to translate into creating opportunities for people who have never had the opportunities before, and in the process identify talent, build the



nation and foster social cohesion. The commitment is thus giving effect to the National Outcomes of building an active citizenry and also building the nation. The respondent emphasized the health benefits that accumulate from having healthier citizens as the burden of ill health will then not be felt by the health system. He emphasized that sport could be used as a tool for sport for development and for peace. The commitment is no doubt there but the funding he reiterated was not yet there to roll out the full plan. The comments are reasonable as the plan has been costed at R10 billion and in a developmental state there is great pressure to balance the budget.

The respondents were unequivocal that national and provincial governments were committed to implementing the NSRP. There was some discord whether local government is totally committed. The local municipality officials interviewed understood the NSRP and used this as a basis for their policies. Other local role players appear not to be committed to the NSRP. Commitment was accepted to be the actions that follow the public commitment that was made at the NSRP Indaba.

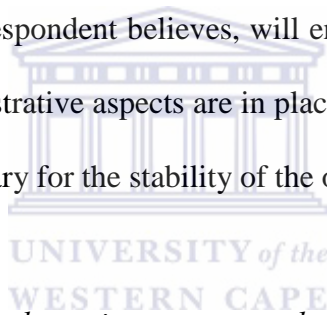
Commitment was analyzed in terms of the budget, activities and programmes that followed in the years following the acceptance of the NSRP. One respondent pointed out that the commitment is actually more needed from the federations that necessarily from government who has other priorities. One of the senior officials interviewed made the point that government does not have all the funds yet but that it would come over time. Commitment therefore does not seem to be the issue. There may be other resources that are needed to assist the commitment.

#### **5.12. 6 Capacity of implementers**

*Respondent G: I think most of these federations still work from the car boot. I'm just thinking now of national federations that if you ask me now where's the softball office, I don't know. Maybe, maybe you can find a chess office. And so I can*

*continue. So, and, if that is at national level, let's get to provincial level, then you can imagine how, how bad that situation is. And if you go further than that, you go to regional level, and then it's none existent. So, administratively, I think there's a problem. So this is where, also one of the strategic objectives speak about these sport houses and the sport information centres. So, that should maybe become one, maybe, maybe that should be project one or two. Because if there's stability then at least you can, you can start because you cannot develop if there's no stability.*

The respondent made the important point that for capacity to exist, South Africa needs federations to have offices from which they operate. Most federations do not have national offices and work from home or their car boot which does not augur well for capacity. Stability, the respondent believes, will enhance capacity. Capacity will be enhanced, if basic administrative aspects are in place. An office to operate the affairs of the federation is necessary for the stability of the organization.



*Respondent F: The administrators have, in some cases they don't have the capacity. But at a national level we do have the passion, the desire, do we have the capacity that is another story. They might even have the drive but do they have the capacity. I am not too sure of that. On the other hand there are those who have the capacity and drive it in the right way you will find that those guys are challenged by those who lack capacity. So I worry about the low entry level almost of a sport official or a sport administrator and in that low entry level is basically saying when there is a discussion many people are talking past each other. Because there isn't necessary a common language or a common understanding of where one is going to and so to move it down almost to a very detailed level are we all using the same words with the same meaning, are we using the same jargon with the same meaning.*

The respondent questioned whether the administrators have the capacity, will and passion. He questioned whether the low entry level is assisting the building of capacity and whether the ego and agenda of individuals are perhaps not inhibiting the growth of the capacity of the sporting code. The capacity is thus a real issue that must be unpacked as doubt exists that the federations possess the requisite capacity.

Respondent P: *Again it differs from federation to federation because if you look what the role of SASCO is, they trying to do it. If you look at the role of national government, they are trying to implement the NSRP. If you look at provinces also trying to implement aspects of the NSRP and I am not so sure when national meetings are held at Sports and Recreation South Africa is there always a referral back to an objective of the NSRP in implementing a special project. But if one looks at all changes desired there are many, many objectives we are still way behind in club administrators, in schools, in regional sports councils, district sports councils and then federations at those particular levels. We have discovered most federations don't have knowledge of the NSRP and therefore don't even produce strategic plans or business plans based on the requirements of the NSRP. They usually told by their federations what to do and usually focus around coaching and education and training.*

The respondent makes the point that capacity differs from federation to federation. It also differs depending on the various spheres of government. Most federations according to the respondent do not bear knowledge of the NSRP and are usually told by the national federation what to implement. If this opinion is correct, then work must be done to enhance the capacity of federations. An understanding of the basic fundamental documents must be a prerequisite to build future plans for the federations.

Respondent L: *I think yes they do but the question is there an administrative and political will for that to happen? And I think in the South African context, coming with from our past I think there is an issue of prioritization and I think and I believe sport maybe is prioritized at a lower level than let's say education. I do believe that sport and education should go together and there shouldn't necessarily be a distinction because it speaks about the development of the person and a healthy mind lets to a healthy body, I mean a healthy body leads to a healthy mind leads to far better acceptance of intellectual property that exist outside for the child.*

The respondent makes the important point that the question is actually whether the administrative and political will exists for the capacity to be shown. Sport must be balanced against other competing needs such as education and other governmental priorities.

Respondent I: *I think that the administrative capacity certainly is not uniform. There at club level and at provincial there is a need for administrators to be capacitated in order to implement the objectives of the NSRP on a more progressive, in a more progressive manner. I think it is a matter of other resources that they are struggling with in relation to their context. Your local councils of sport, your provincial council of sports always struggle to have offices, they struggle with staff on a semi-permanent basis and I think that is where the previous gap that I referred to in terms of the institutional arrangements still exist. It is important to get the administrative coordination correct have that support for them going to enable them then to provide support to their affiliates. I think that is where at government level we can do a bit more. Local government I believe can provide the facilities. Provincial government can provide the administrative support be it personnel or finance and National government can create some kind of fund to support Provincial academies or Provincial councils of sport for their co-ordination.*

The respondent agrees with the first speaker who indicated that the issue of office space is important for the federations and sport councils to function. The stability from having your own office is important as support could then be given to your affiliates. The respondent is raising the issue of a Sport House which is one of the objectives of the NSRP. He also highlighted the aspect of the importance of an effective and efficient administrative coordination.

*Respondent C: So here if I answer this fully I would say for example if we talk about ourselves as national government we have limited administrative capacity because there is a number of changes the NSRP calls for but we don't have the capacity for administration for example we have got to overhaul our entire IT systems, we've got to employ huge number of staff to do verification of the very things we are changing to indeed show and provide evidence that they are changing. So we are limited administratively in terms of resources to do that kind of verification to find evidence of the desired changes in terms of the NSRP are being achieved ok. Then as you go lower down, that capacity that administrative capacity it diminishes to the point where you go to a federation which is not one of the larger federations the capacity is diminished because they are volunteers. They do not have all of the required administrative tools as well as administrative I don't want to use the word capacity but training and knowledge.*

The respondent, talking on behalf of national government stated unequivocally that there may be limited administrative capacity to implement the NSRP as it would require more staff members that could assist with verification and the information technology system would also have to be overhauled. He also doubts whether the capacity existed within federations simply because outside of the bigger federations all the persons in charge are volunteers. The volunteer nature of the executive

militates against the full time capacity needed to implement the objectives of the NSRP.

*Respondent A: I can't speak for them, but what I can do is, I can say that we monitor them, and we have engagements with them, and I know that we have Minmec you know, and we have feedback from them, and judging from that, I've picked up that since we've accepted the national sport and recreation plan, up to the period where Cabinet, we accepted them in, was it December, early in June 2011, by May 2012 Cabinet endorsed the plan. In that period I sensed that institutions, federations and my departments said, we now need to look at what the capacity needs to be. And since the implementation I've seen, you know, certain movement and so on taking place to ensure that we really concentrate and address what needs to be addressed. For instance, let me use an example, we have a transformation committee of Dr Basson we have a recreational advisory board, that was enacted, you know, and that looked at it. Various aspects of it were done. The role that SASCO and the federations had to play was clearly defined, and their responsibility was clearly defined, so also the provinces. I'm saying this to say I don't think we had the capacity, I can't speak for all of them but I know that the department's gone through a process, we advertised positions, we're filling positions and are we 100% there? I think not".*

The respondent noted that within the national department there has been a move to enhance the capacity. He noted that a Transformation Committee under the leadership of Dr Willie Basson has been formed and that a recreational advisory committee has been established. The respondent noted, however, that posts have been advertised to enhance the capacity within the national department of sport and recreation.

*Respondent D: Administrative capacity yes but the budget is insufficient. There are constraints such as borders and colours. There must be a phased in approach.*

*Respondent Q: Administrative capacity exists but the lack of human capital is caused by the shallow indifference of selfish administrators. How do we capacitate the youth and retain home bred talent. Talent identification is only actualised if talent retention can be sustained in his view. Too many talented athletes are falling through the cracks and become soft targets for the social ills of society.*

The respondents were ambivalent in their responses. Some respondents were of the view that the necessary administrative capacity existed but questioned whether the political or executive will exists among stakeholders to effect the desired changes. Some of the respondents questioned whether the necessary resources exist to give effect to the capacity necessary to make the changes. At the national and provincial level respondents felt that capacity existed but that on local level and in rural communities it is perhaps questionable whether the capacity existed to effect the necessary changes. The skills set among administrators were also not uniform. Some administrators, the research showed, needed to be empowered to understand all that is required from them. One respondent questioned whether the administrators or stakeholders possessed the desire, ego or the socialization to effect change. The low entry barrier for sport officials were seen as a barrier. The voluntary nature of sport leadership was seen as a problem because officials may be elected but do not possess the requisite skills, knowledge and goodwill. It was agreed that capacity differs from federation to federation and from province to province. Implementation is seen to be working at the elite level but at the levels below the implementation is not uniform.

### 5.12. 7 Support of Clients and Coalitions

*Respondent G: I want to tell you, there's been a hell of an excitement around the national sport and recreation plan. That's where it ended. And a lot of things come to finance, and, and I must tell you, most of the federations drafted their long term athlete development plan, their coaches development plan, their administrators development plan, by the way. Now, the next step is, it needs to be funded. That's where it evaporates. And I know, I hate this, I hate what I am saying now, what I am explaining to you. I hate it when people tell me that they need money to move. I say no, but you can move without money. But, they have moved, to come up with the plans. And the plans now cost money.*

The respondent noted that initially there was excitement around the plan and federations wrote plans and set activities in motion, however, for the activities to now become practical and be implemented funding is needed and people seem to be losing patience with this aspect. It was revealed that the bigger federations do not feel bound to the plan because they have their own funding but the smaller federations need the funds to implement the NSRP as they support the objectives. The funding is important for the further implementation of the NSRP.

*Respondent F: Many people more and more people are starting to support the implementation. But I think they are getting stuck at the understanding of the implementation, they getting stuck with looking at how they can start it and move forward but there is definitely a growing almost like a groundswell of people starting to mobilize it. But there is still resistance because in many cases you know many people look is aware where are they placed in all of this. And so a lot of it is around personal gain and opportunity implementing the thing based on validity, and value and legitimacy of the thing.*



The respondent noted that more people are beginning to support the implementation of the NSRP. There are administrators, however, who may be looking at selfish interests and needs and then there is the challenge administrators resisting to be part of a bigger whole if their roles be diminished.

*Respondent L: The policy for me is a working document and it is dynamic and is a guide and therefore various federations would take from the document out what it in presently and look at how you can engage with it in the future. Now the issue of athletes' commission and coaches' commission, we have a coaches forum we have regard to the athletes commission my component it's more on the amateur component so we do engage players but we don't necessary call it as an athletes' commission or a coaches commission. But we have space for athletes to voice their concerns and engage in some of the discussion in around the game of rugby football and the same around coaching.*

The respondent stated that he supported the NSRP as a working document and those athletes and coaches are engaged in issues and he believed that the athletes and coaches are supportive of the NSRP. The plan cannot be a one-size-fits-all approach and that space must be made to debate aspects of the NSRP. It is an important point as different sporting codes and disciplines are at different levels of development. An appreciation of the material conditions on the ground for each sporting code is important.

*Respondent I: My frank opinion is that there is an uneven commitment from the sports federations to give you the one example, the boundaries in rugby for instance it is something that we don't see a big movement and yet there was a deadline for those for those geographical boundaries to be implemented and adhered to. I think that from the sports administrators side there is a very strong commitment the NGO level, your provincial councils of sport and your club members we interact with.*

*They believe in the NSRP but the general expression of frustration that we get that there is this perception that there is uncoordinated or uneven support from government to them. By focusing on the winning aspects there's almost the sense of you know we win the World Cup or if we produce Olympians in our sport then the nation will almost forgive the fact that we are not totally representative as national teams. And I think that is something for me I believe that we really need to pay attention to in terms of deflecting the implementation of the NSRP.*

The respondent made the point quite vigorously that there has been in his opinion an uneven commitment amongst federations. Different federations have transformed their boundaries but many have not despite the various deadlines that have been set from time to time. There have also been commitments made to certain aspects of the NSRP. Some federations pay lip service to certain clauses believing that the success of bringing medals and prestige will mask their inability to transform or pay attention to other critical aspects of the NSRP. These are important points as the NSRP is a plan to transform sport in South African society. Short term gain should not be sacrificed at the expense of long term goals.

*Respondent A: I have not picked up that athletes are not supportive. In fact, I have the sense that, and that's my interaction with them and that's the voluntary contribution, and remarks and things, the athletes are absolutely embracing this. And in terms of the federations, I have not picked up one federation that's not embracing the implementation of the national sport and recreation plan. But they may have capacity challenges. And, without going into the, detail, we know, I mean, without naming them, those federations that do have capacity challenges, it's not a question that they do not want to transform, that they do not want to participate, that they do not want to implement, they just don't have the capacity. And the capacity, is either on the administrative side, or financially, or in terms of numbers. And, and,*

*and that is a challenge. So, you correctly pointed out, I mean, part of our plan in to have this national sports house built, where the sports house will be with the federations or with the department or close to the department, so that we can support and guide them, not run them, because there's independence. We understand that. But we see this as a developmental role. It's imperative that we do that.*

*Respondent N: I think they do in a way especially the federations, we do know there are some challenges regarding to the national federations and communication to the provincial federation but I think they are all aware of the national sport plan. But we also have these challenges with individual persons serving on and they can make it very difficult for the success or interpretation of this plan. So the athletes they are there, they want to participate because they want to go the next level, they want to participate on the national and also international level. The sport administrators they want to assist, they want to help the athletes that is why they are there but they also have these challenges with the federations, within the federations, if the federations don't guide them properly or feed them or convey the information to them then for them it becomes a challenge but they are there. They want to work with the athletes, the other coaches so yes according to me to answer the question I think yes. But also there is some challenges as well.*

The respondents expressed the view that the clients and coalitions were generally in favour of the NSRP. The key question though is whether the federations and administrators had the will power to effect the changes expected of them as some federations have not yet taken the NSRP to their affiliates. A key question was whether the administrators wanted the changes that the NSRP envisaged. Many clients and coalitions agreed with the majority clauses of the NSRP but do not want to implement all of the changes that the NSRP called for and some viewed the NSRP as a guide that should be followed. Some federations wittingly strengthened the

NSRP but some clients and coalitions, by ignoring certain key provisions then deflected from the intent of the NSRP. Support from federations, administrators and athletes are certainly there according to the respondents, however, there may not be support for all the clauses.

### **5.12.8 Communication**

Although communication is not one of the 5-C protocols, communication has been proposed as a possible 6<sup>th</sup> C. Communication takes different forms. Communication may simply mean the communication of the content of the NSRP and it may also mean raising the awareness of federations, institutions and other role players to their obligations within the NSRP.

Respondent J: *Based on my experience and interactions with the fraternity I don't think enough communication and information has been done at the various levels.*

Respondent F: *There really should be an intensive campaign of information sharing with regards to the NSRP. And an intensive campaign means at all levels not only to people on the ground but the decision-makers also. So whether one runs this in the newspapers for a period of time, whether one runs it over television programs explaining it, and once people have an understanding I think then there would be an easier acceptance of how we want to go forward. So information sharing is critical but not information sharing by saying here is a report. There should actually be discussion groups and stuff around it but at the lowest not only at the lowest level but all the levels.*

Both respondents believe that not enough communication has been taken place. The second respondent called for an intensive campaign of information sharing with regards to the NSRP. The campaign could possibly be run on television and print media. Once people read the content more, they may get to understand and appreciate it more. It is significant that we have not yet had small printed versions of

the NSRP being distributed. This will allow every person with an interest in the objectives of the NSRP to analyse the existing clauses and monitor their implementation.

*Respondent V: We had the conference on national sports and rec- everybody was consulted, everybody is aware that that thing exists, it's not as if there's any new stuff, all the information came from all of us as stakeholders, so our voices are in there. So it's not as if people are unaware, and that they uneducated about it. They know it but it's- when they need to be doing it, it's just not going to happen.*

This respondent noted the point that federations and people know what they must do but whether they will do it is another matter. Conferences were held nationally and provincially. It may just be a question of whether the federations are accepting the contents of the NSRP.

*Respondent T :I think part of the reason is that there is not enough information gone out to federations number one or they not promoting the information even though it's been adopted so many years ago and the fact that people on committees still don't know much about it or the fact that the general public does not much about it begs the question as the sustainability of the project or the plan 'cause it's a plan only works if it's in the public domain if people have access to it or even have knowledge of it. And then some of the other aspects relate to for argument sake the recommendation that is there about the sports house we can only improve sport if people are adequately informed on a range matters and that is surely lacking across the country and one of the objectives was to set up sports houses across the country and that's still not happened and that's a result of a range of issues, facilities, funding experienced and all those kinds of things, all of that adds up to why it's not*

*sustainable and the lack of support which also leads to a lack of commitment for an active and winning nation.*

*Respondent J: A tough question for me to answer but again based on my experience and interactions with the fraternity I don't think enough communication and information has been done at the various levels. In other words I know the federations, administrators attended the workshops but to what extend that filtered down to the level of athletes and sports administrators I am really not convinced.*

All the respondents agreed that communication is an important aspect promoting the NSRP. Many people appear not to have read the content of the NSRP. The need to communicate via workshops, seminars, pamphlets down to club level may be an important strategy to achieve awareness and understanding. The responsibility lies with all the stakeholders and delivery partners. If people are not aware of what they need to know they will inevitably not follow the NSRP. A campaign needs to be launched to inform, educate, and create awareness and to get the buy-in of all concerned so that the implementation of the NSRP can be robustly promoted.

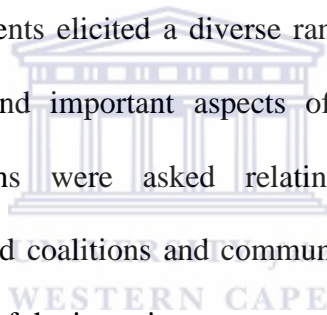
### **5.13 Conclusion**

This chapter provided the fieldwork results from interviews conducted with the participants based on the research design and focused in particular on the 5-C protocol. The research design consisted of semi-structured interviews, focus group discussions and document analysis. The questions were posed and responses solicited from the interviewees.

Respondents were chosen that have a good understanding of their respective roles within the organizations they work for and are members of. The respondents were interviewed on their understanding of the NSRP.

The Vision 2030 set out in the White Paper on Sport and Recreation was highlighted and discussed in depth. The various sections of the NSRP was analysed and the section concluded with the note that the NSRP nurtures a vibrant sport system that encourages growth and development of the sport sector and the equitable delivery of sport to all to ensure that South Africa is both an active and winning nation.

The interviews with the respondents elicited a diverse range of opinions. Different respondents were highlighted and important aspects of their experiences were emphasized. Pertinent questions were asked relating to content, context, commitment, capacity, clients and coalitions and communication. The next chapter will set out the research findings of the interviews.



# CHAPTER 6: RESEARCH FINDINGS ON THE IMPLEMENTATION OF THE NSRP

## 6.1 Introduction

The chapter discusses the findings made in the field following the interviews conducted. The chapter discusses the findings made in terms of the 5-C protocol regarding the implementation of the National Sport and Recreation Plan in the Western Cape. The problem that was investigated in this study was that there is an insufficient understanding and limited research of the key factors that are necessary to ensure successful implementation of the NSRP as well as a limited understanding of the role and responsibilities of the key role players in this process. The research questions that were developed were the following:

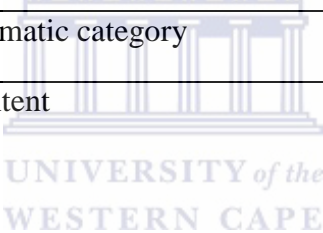
1. What are the key success factors necessary to create an enabling environment to further the objectives of a socially inclusive, creative and active Western Cape?
2. What are the elements that will allow civil society to participate in the achievement of the goals of the NSRP in the Western Cape?
3. What factors will determine the levels of successful implementation of the NSRP for the Western Cape government to promote an active and winning nation?
4. How can the various spheres of government and stakeholders work together to ensure that the overall national sport and recreation strategy for the Western Cape is successfully implemented?



5. How can the development of implementation options for improvement assist in the implementation of the NSRP in the Western Cape?

The findings have been presented based on the thematic categories identified in the 5-C protocol. Various sub themes have emerged from the themes identified. For each thematic category, the findings have been based on specific themes which emerged from the data collected in the study. Table 6.1 illustrates the thematic category and the sub-themes. Each thematic category and the respective sub-theme will now be discussed in the rest of the chapter. Chapter seven will respond to the research questions as the findings in chapter 6 will assist in the enquiry.

Table 6.1



Number	Thematic category	Sub –themes
1.	Content	Role definition
		Challenges relating to the issue at hand
		How to solve the perceived problem /possible solutions of the perceived problem
2	Context	Lack of alignment
		Different spheres of government
		Measuring tools (APP, MTEF, Strategic Plan)
		Academy
		Sport House
3.	Commitment	Government

		Civil Society
4.	Capacity	Administrative ability of delivery partners
		Tangible Resources
		Intangible Capacity
5.	Clients/ Coalitions	Federations
		Athletes
		Sport Councils
6.	Communication	Awareness Campaign
		Marketing

## 6.2. Content

In Chapter 3 under the 5-C protocol discussion, Brynard (2005: 659) stated that the seminal typology of policy content was provided by Lowi who characterised policy as distributive, regulatory or redistributive. For Lowi the content of the policy had to do with the means it prescribes to achieve the ends. The responses of the respondents as set out in Chapter 5 found that all the respondents were satisfied that the content of the NSRP spoke to the development of sport and recreation in South Africa. The NSRP also recognised the importance of excellence within the plan for South Africa. All respondents understood that the NSRP will be an eight year sustainable implementation plan for the sport and recreation policy framework captured in the White Paper on sport and recreation. Whilst it is envisaged that the White Paper on Sport and Recreation will remain relevant until 2019, the NSRP will be closely monitored annually to identify any hindrances which may negatively impact on implementation and will be reviewed in 2016 and then in 2020.

### **6.2.1 Role Definition**

All role players were clear that the roles were clearly outlined in the NSRP. Each objective has an implementation plan which sets out the output, key activities, the responsible party, then a column with delivery partners and a timeline.

There are specific roles for the National Department of Sport and Recreation (SRSA), Provincial Departments of Sport and Recreation, local government, SASCOC, the corporate sector, Department of Basic Education, Academies, Department of Health and Tertiary Institutions. The roles are defined with specific timeframes attached thereto. The responsible entity and the delivery partners are clearly identified.

The responsible parties and delivery partners know what they must do, but they need resources and capacity to make implementation happen. The interplay between local, provincial and national government also revealed a systemic weakness. There is no mechanism where all the role players can report back on progress made in terms of its role. Respondents identified this as real gap as all role-players must show progress in their designated areas.

### **6.2.2 Relating to the issue at hand**

The issue at hand is the implementation of the National Sport and Recreation Plan. Each identified area within the NSRP is firstly named followed by a description and then a performance indicator. The implementation plan is then set out in tabular form and is easily readable.

A respondent provided the researcher with a document entitled National Sport and Recreation Plan Implementation Achievements and Medium Term Strategic Scheduling dated May 2014. The document revealed that in terms of the overall achievement 42 % of the objectives have been implemented but there is still work in

progress, 41 % is still to be implemented while 17 % has been successfully implemented. The evaluation was conducted by the national department of sport and recreation and was an internal document created by one of the units within SRSA.

The document is then further broken down into what is commonly termed the three pillars of the NSRP. The active nation successfully implemented five outputs; ten outputs were implemented but were still work in progress while eight outputs still needed to be implemented. The winning nation pillar showed ten outputs that were implemented but still work in progress, nine outputs were successfully implemented and there were a further four outputs not implemented yet. The enabling environment successfully implemented three outputs, with a further sixteen outputs implemented but still work in progress and a further sixteen outputs still needed to be implemented according to the National Sport and Recreation Plan Implementation Achievements and Medium Term Strategic Scheduling.

### **6.2.3 How to solve the perceived problem**

All the respondents offered possible solutions to the challenges at hand. These solutions traversed the entire spectrum and will be found throughout this analysis. Different solutions will address different problems. It was found that the respondents were in agreement that different level of service delivery takes place nationally across the different provinces.

### **6.3. Context**

Berman (1980:206) noted a “context free” theory of implementation is unlikely to produce powerful explanations or accurate predictions. As previously set out in chapter 3, Mthetwa noted that policy formulation and implementation cannot be removed from the context in which it takes place. The social, political and economic

contexts influence the policies developed and how those policies are put into practice. In chapter 5 it was found that the respondents were very vigorous in their views on this particular point. Many held strong views on the context of the policy. The issues that dominated the discussions were the lack of alignment, the different spheres of government, measuring tools, sport houses, and the academy system. Ongoing policy debates and analysis is part of the context of policy.

### **6.3.1 Lack of alignment**

It was found that there were numerous responsible and delivery partners. These partners included the national government departments with the lead department being SRSA but also including the National Department of Basic Education, National Department of Health and provincial government departments with the lead being the Provincial Departments of Sport and Recreation, local government, SASCOC, provincial confederations of sport and tertiary institutions.

It was found that there was no nationally co-ordination point where all the entities are reporting to on their progress or lack thereof. Each of the responsible and delivery partners has specific roles to play. Alignment is the key to ensure that there is a seamless path and continuum to allow the flow of information to take place.

It was felt that a reporting template should be developed that would assist in reporting progress on the implementation of the NSRP. At the moment it seems as if no one is reporting to anyone and this lack of alignment is not allowing progress (or the lack thereof) to be monitored.

### **6.3.2 Different Spheres of Government**

The Constitution of the Republic of South Africa, 1996, makes provision for three spheres of government. Chapter 3 declares that South Africa has three governmental spheres which are distinctive, interdependent and interrelated, namely National, Provincial and Local Government. Each of these spheres has their own legislative powers. In terms of the NSRP the national and provincial departments have extensive responsibilities. The local government sphere also has its responsibilities but not as extensive as national and provincial.

It was found that most respondents were of the opinion that local government was a weakness when it came to the implementation of the NSRP. In many municipalities adequate budget and resources have not been set aside to assist the implementation of the NSRP. Most respondents realised that local government has many responsibilities and constitutional obligations and that the provision of sport and recreation facilities needs to be balanced with those of sanitation, the provision of housing and water and other basic needs of communities. It was also found that different provinces are at different levels of implementation.

### **6.3.3 Measuring Tools**

It was found that the NSRP has been incorporated within various measuring tools of government. The tools referred to are the Annual Performance Plan (APP), the Medium Term Expenditure Framework (MTEF) and the Five Year Strategic Plan. The Department of Cultural Affairs and Sport Annual Performance Plan relating to the Chief Directorate for Sport and Recreation is set out in the tables annexed hereto. The tables in the Annual Performance Plan set out the programme performance indicator together with the Provincial Strategic Goal and the previous year's audited

and actual performance. The table is completed by the estimated performance of the previous year with the current year following. Once the indicator has been established for the current financial year, it is then broken down into quarters to indicate when the indicator will be achieved. The last columns then indicate the possible target indicator for the outer years which will be for the years following the immediate financial year that the current annual performance plan is depicting. The respondents were of the opinion that the annual performance plan should be linked to the NSRP. The researcher suggests that the annual performance plan should have a column that links the NSRP goal to the specific programme performance indicator and could be easily slotted in next to the PSG linkage indicator. An example of the APP is included here as annexure A.

The NSRP must be one of the foundation documents for the various integrated development plans (IDP) at local government level as well as the annual performance plan for provincial and national governments.

#### **6.3.4 Academy**

It was found that respondents noted the significance of the academy system on numerous occasions. The NSRP placed great weight on the academy system and stated that an academy system is a critical component of the South African sports development continuum. The academy system refers to a range of institutions in SA that will be part of a national unified, integrated approach with the aim of developing sporting talent at different levels. The system must assist in addressing the demographics of our national teams by accelerating the development of talented athletes particularly from the disadvantaged groups.

The performance indicators are the number of accredited sports academies (national, provincial, sports specific and private), the number of athletes supported through the academy system and the number of national athletes supported by means of the academy system. The respondents stated that the pathway that athletes must follow is part of the entire sport continuum that must be promoted and implemented. Talent identification must commence from the lowest level and athletes must be supported throughout the system. The NSRP is athlete-centred and the support given to athletes will assist the winning nation pillar. Excellence was an important vision to the respondents and an academy system was seen as pivotal to the creation and maintenance of excellence.

### **6.3.5 Sport House**

It was found that most respondents placed the establishment of a Sport House at the centre of development. A Sport House is defined as “an administrative support centre for identified national federations. In addition to optimally utilising scarce resources, the Sport House could assist in entrenching principles of good governance. The success of the Sport House will be dependent upon firm co-operative relationships between the three tiers of government and SASCO.”

It was found that a Sport House is critical for federations on a national and provincial level. Respondents view the work of sport councils and sport confederations as critical and if they do not have a base to work from, good corporate governance becomes extremely difficult to achieve. It was found that once the basic administrative needs are taken care of then the sport council and federations will be able to concentrate its forces and resources on the specific outputs that are required. Respondents in Chapter 5 stated that once a stable setting is established for federations then other work output would be able to be established. The Sport House

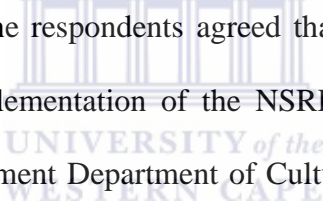


would be able to serve as a meeting room, as an office and as extended administrative support centre for affiliated federations.

## **6.4 Commitment**

Brynard (2005:660) noted the sentiments of Warwick (1982:135) that governments may have the most logical policy imaginable but if those responsible for carrying out the policy are unwilling or unable to do so, little will happen. It was noted in Chapter 3 that Van Meter and Van Horn (1974), Edwards and Sharansky (1978) and Sabatier and Mazmanian (1981) have all written on the subject of commitment and reinforced the importance of commitment.

### **6.4.1 Government**



In Chapter 5 it was found that the respondents agreed that government at national level was committed to the implementation of the NSRP. It was agreed that the Western Cape Provincial Government Department of Cultural Affairs appears to be fully committed to the implementation of the NSRP. It was found that the majority of respondents expressed doubt as to the commitment of local government. This is largely because it is perceived that municipalities have placed sport and recreation on the lower side of implementation in favour of other priorities. The role of the local government sphere has been set out in the NSRP. An extract is attached hereto setting out the role of municipalities. The Department of Basic Education (DBE) is seen to be a key role player within the school sport arena. It was found, however, that the DBE has not placed sport and recreation high on the agenda which has influenced many objectives negatively.

The respondents interviewed noted in Chapter 5 that although government was committed, it is important to show commitment by placing resources, financial and

non- financial, at the disposal of officials so that implementation of the policy can be enhanced and promoted.

#### **6.4.2 Civil Society**

It was furthermore found that certain segments of civil society may not be committed to the whole plan of the NSRP. It was found that certain aspects such as the geo-political clauses and transformation charter clauses may not be palatable to all organisations for a variety of reasons and hence the failure to implement these clauses in certain regions and federations of the Western Cape.

It was found that commitment is important because commitment links all the components of the 5-C protocol. Commitment is important because there must be commitment not only from street level but also at all levels through which the policy passes be it national, provincial, local levels and also at civil society levels including tertiary, sport council and federation levels.

The respondents questioned the commitment of certain federations. Federations appeared to be reticent and only applied what they believe should be applied. Some federations believed that the NSRP is only a guide and that there is room for debate in certain areas of the NSRP. Federations are the custodian of their specific sporting code and must take the lead in implementing the NSRP. Respondents felt that the voluntary nature of civil society organisations sometimes militated against commitment because the leadership changes every few years based on elections.

#### **6.5 Capacity**

Brynard (2005:660) in Chapter 3 stated that it refers to the availability of and access to, concrete or intangible resources (human, material, financial, technological,

logistical, etc.) Capacity also includes the intangible requirements of leadership; motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action.

### **6.5.1 Administrative Capacity of Delivery Partners**

It was found that many of the respondents doubted the administrative ability of certain of the delivery partners. The administrative capacity here referred to the straightforward ability to administer many of the projects that are set out in the NSRP. Administrative capacity is important as conceptualisation and implementation require strategic input and follow through. A senior national government official indicated that for national government to implement all the clauses of the NSRP, national government will require additional administrative support. From the interviews conducted the respondents believed that the political will is certainly there in government departments, but the necessary resources have not yet been made available. Implementation will have to take place in an incremental manner as the funds necessary for the implementation is allocated. There will certainly have to be additional support for civil society as civil society organisations largely have volunteers that do not always possess the time and the skills to deliver on the key activities necessary for the implementation of each objective of the NSRP. The two focus groups emphasised the aspects of the administrative capacity of delivery partners. The rural focus group in particular pointed out that the vast distances and geographical spread of the population will mean that different solutions must be offered to enhance the implementation of the NSRP in the rural areas.

### **6.5.2 Tangible**

It was found by SRSA that the implementation cost of the NSRP was R10 billion. Insufficient funding has been made available to implement the plan. It was found that the expectation was that the budget would be made available to implement the plan. The NSRP is currently implemented on an incremental basis and the phased in approach will still be in place for the next few years until funds have been sourced.

The research revealed that the respondents believed that insufficient human resources have been put in place to steer the NSRP. Many of the respondents were of the view that a dedicated national unit should be established to champion the cause of the NSRP. This unit, it was found, would then be able to align the projects on a national, provincial and local level. This was the missing systemic gap that was referred to by the respondents. It was found that there were tangible resources made available such as the National Conditional Grant but these resources did not adequately address the shortcomings that were noted.

### **6.5.3 Intangible**

It was found that political will existed at national and provincial level to implement the plan. It was found that doubt existed whether the political will existed at local government level. It was furthermore found that different provinces have different levels of delivery and this does affect the perception of the implementation around the country.

The research shows that a necessary alignment between the tangible and intangible needs to take place to successfully implement the NSRP. The political will, courage, leadership and endurance must be backed up by resources such as budget, facilities and human, technological and logistical resources.

## **6.6 Clients and coalitions**

Elmore (1979:610) considered the finding that implementation is affected in a critical sense by the formation of local coalitions of individuals affected by the policy to be one of the “most robust” findings of implementation research. Brynard noted that the first task is to recognise who the relevant actors are. There may be many actors or coalitions but it is important to recognise the most influential actors

### **6.6.1 Federations**

It was found that federations view the NSRP as a guideline document and not as the founding document of all their policy and strategic plans. It was furthermore found that clients in certain federations apply the NSRP in piecemeal fashion. Not all sections receive the same attention. It was found that the perception existed that administrators in the federations do not all understand or appreciate the extent of the NSRP. There is a general perception amongst respondents that certain federations and administrators may be deflecting the implementation of the NSRP by not implementing the sections that they are not in agreement with. The geo-political boundaries that were not in compliance with the resolutions were keenly noted by most respondents.

### **6.6.2 Athletes**

It was found that athletes in the main support the NSRP. It was found that athletes are the main beneficiaries of the NSRP but they are not delivery or responsible parties. One of the senior officials interviewed indicated that the NSRP is athlete centred and everything that the NSRP dictates is to support the athlete. Athletes by

and large do not have much influence on policy but benefit from the support that the NSRP offers.

### **6.6.3 Sport Councils**

It was found that SASCOC and its provincial affiliates, the various sport confederations, play an important role as a delivery partner and responsible party. It was furthermore found that sport councils wish to play a more decisive role but are sometimes hampered by provincial departments and the available resources. Respondents were of the opinion that sport councils must educate their members as to their own responsibilities and obligations. The respondents maintained that the role of civil society is defined and civil society need to be empowered to formally be able to assist in the delivery of the NSRP. It was found that sport councils need to have a Sport House to ensure good corporate governance and sound administration. The Sport House will serve as an administrative support centre for sport councils and their affiliates.

### **6.7. Communication**

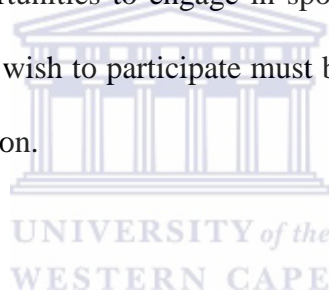
Brynard (2005:662) as discussed in Chapter 3 stated that communication could be regarded as a 6<sup>th</sup> C to be added to the 5-C protocol. Communication was seen as integral to all the variables in the 5-C protocol. As South Africa has eleven official languages, with English acting as the administrative language the importance of communication is vital. It was found in Chapter 5 that many respondents are of the opinion that there should be more awareness campaigns highlighting the NSRP. It was further found that the filtering of information to lower levels and tiers within federations did not take place adequately. Communication is further broken up into two further sub sections.

### **6.7.1 Awareness campaign**

The research found that there should be a renewed effort to make all persons involved in sport in South Africa aware of the NSRP. The awareness should be from national to provincial to district to club level. This will allow each decision making level to be aware of the opportunities that the NSRP affords and also their reciprocal obligations.

### **6.7.2 Marketing Campaign**

The respondents of this study felt that the NSRP must be marketed to all segments of the country and that the corporate world, ordinary sport persons and others must be made aware of the NSRP. Opportunities to engage in sport and recreation must be succinctly set out so that all who wish to participate must be able to do so and know where to access sport and recreation.



## **6.9 Conclusion**

An analysis of the implementation of the NSRP in the Western Cape according to the 5-C protocol shows that the National Sport and Recreation Plan contains definite strengths, such as good content and commitment from key role players in implementing the plan. The research findings also showed that various aspects of the implementation of the NSRP requires further attention and strengthening to ensure that the NSRP is successfully implemented.

Attention in improving institutional capacity including management and organizational capacity as well as expertise in implementing the policy. The capacity of delivery partners must be enhanced and thus including the intangible and tangible resources. The will to implement the NSRP coupled with the requisite allocated resources has been identified by the respondents as a challenge.

There should be a focus on intergovernmental relations with respect to the co-operation and co-ordination between the various government spheres and departments. Respondents noted that national government and provincial government were committed to the implementation of the NSRP but doubt existed as to the commitment of local government and in particular rural municipalities.

Respondents concluded that the role definition was quite clear in the NSRP but doubt existed if the voluntary nature of organisations perhaps militates against the successful implementation of the NSRP. The NSRP should be aligned to the annual performance plans, the strategic plan, the medium term expenditure framework and the integrated development plans of national, provincial and local government. There must be an emphasis on co-operation relations with civil society to strengthen clients and coalitions. The closer working relationship between civil society and government is imperative. The clients and coalitions are responsible for the implementation of the NSRP at federation level and thus alignment appears not to be closely understood.

Communication is all encompassing and it was clear from the interviewing conducted that more workshops and awareness campaigns must be conducted. The aim of the workshops and campaigns would be to highlight the roles and responsibilities of all implementing agencies.

Respondents called for a clear distinction between development and high performance. It was however understood that mass participation is the backbone of an active nation and excellence will from the foundation for a winning nation.

The interviewees have allowed the researcher to draw conclusions and make recommendations for further studies that are elaborated upon in the next chapter.



## **CHAPTER 7: CONCLUSION, RECOMMENDATIONS AND FUTURE AREAS OF STUDY**

### **7.1 Introduction**

This chapter will focus on the conclusion of the study. This chapter will also focus on the relevance of the study to stakeholders. It is relevant to government departments to assess what their challenges and weaknesses are in terms of implementation. It is important to gauge the status of a document from conceptualisation until implementation. This study allowed that opportunity as reflected by the critical views of respondents from different stakeholders.

The National Sport and Recreation Plan is the first sport plan that South Africa has developed. Consideration will have to be given for further comparisons at a later stage, say in 2020 or in that decade, to compare the plan against other national sport plans around the world. Most scholars and political parties in South Africa have accepted the fact that South Africa is a developmental state. In a developmental state there are other broadly competing needs such as housing, health, education and sanitation and a host of other priorities. South Africa in wanting to achieve a winning state must first, in my opinion become an active state. If we do not broaden the base of mass participation we will only be choosing national athletes from a small base in the population. This research has reviewed the factors necessary to create a successful environment for the implementation to be successful. Comparing plans with developed nations with a huge difference in economic status may not be helpful for South Africa at this moment.

Brynard noted that in understanding implementation as a complex political process, rather than a mechanistic administrative one, the study of implementation becomes an attempt to unravel the complexity of following policy as it travels through the

complex, dynamic maze of implementation. Different authors such as Mthethwa, Bhuyan and Mazmanian and Sabatier have all postulated the idea that different variables will allow a better understanding of implementation. This study has made use of the 5-C protocol which has as its foundation the following interlinked variables; the content of the policy itself, the nature of the institutional context, the commitment of those entrusted with carrying out the implementation at various levels and the administrative capacity of implementers to carry out the changes desired of them and the support of clients and coalitions. This study has proposed that communication be added to the 5-C protocol as suggested by Brynard thus creating a 6-C protocol. A 6-C protocol once developed and accepted would be a useful tool in understanding the complexity of implementation. By utilizing a proposed 6-C protocol scholars would be in a position to determine the strengths and weaknesses of any implementation strategy.

The research started off with five questions. Each question will now in turn be discussed in the next section.

## **7.2 Conclusion and Relevance**

### **7.2.1 What are the key success factors necessary to create an enabling environment to further the objectives of a socially inclusive, creative and active Western Cape?**

An understanding of the content of the NSRP by all role players was found to be a key success factor. This includes an understanding of the nature of the institutional context through which the policy must pass, the commitment of the implementers to implement and the capacity of the implementers, which can be both tangible and non-tangible. The support of clients and coalitions is needed to support the implementation of the plan. Communication is necessary and vital to facilitate implementation of the NSRP.

This study showed that the links between provincial, national and local spheres of government need to be strengthened. The National Sport and Recreation Plan is a document complementing the White Paper on Sport and Recreation. Obligations are placed on all three spheres of government. However, because the three tiers are separate and independent, not all spheres are adequately able to comply with their obligations because of varying degrees of resources allocated to their respective budgets. For implementation to be successful, all spheres of government must co-operate with one another. Implementation needs partners that are willing to debate the content, place it in context, commit to the plan and policy, capacitate itself and communicate its ideas for implementation to stakeholders.

It was also noted that commitment at all spheres of government was not the same. Commitment comes in different forms whether it is at the top level or at the bottom level of implementation. In many instances commitment may be at the top level but material resources may be lacking and conversely the resources may be available but the commitment may be lacking. Implementation requires that commitment be shown from the leadership. The leadership must ensure that the commitment is seen by all. Implementation requires that all the variables within the 5-C protocol work together. Commitment is probably the biggest variable because an organization may have the content, capacity, institutional apparatus, clients and coalition and communication but if it does not have the commitment then all the above will fail. The rural focus group in particular emphasized the point that local municipalities may have other priorities but they do not seem to be committed to the NSRP which is part of a national strategy.

A centrally dedicated unit as proposed by this study would ensure that by utilizing a 6-C protocol once developed that each sphere of government would understand the content of the policy i.e. the NSRP, the nature of the institutional context relevant to

itself, the commitment of those entrusted with carrying out its implementation, the administrative capacity of the implementers and what support would be rendered from any clients or coalitions that are affected by the policy and what the communication strategy would be. A centralized dedicated unit would understand that in a local government context that any budget that must be used to implement any aspect of the NSRP must first appear at the IDP level for inclusion in the budget. The centrally dedicated unit would appreciate the different institutional contexts relevant to each sphere of government and would then use the variables to determine what the best method of implementation could possibly be. Each sphere of government has a different civil society element that is relevant to its context. The constitutional dispensation in South Africa is important to understand within the implementation maze. A dedicated centralized unit would thus appreciate the constitutional nuances that would underpin any implementation strategy and would make use of the 5-C protocol to ensure that all role players and stakeholders also appreciate their defined constitutional roles.

### **7.2.2 What are the elements that will allow civil society to participate in the achievement of the goals of the NSRP in the Western Cape?**

The second research question analysed what elements will allow civil society to participate in the achievement of the goals of the NSRP in the Western Cape. Civil society noted that the establishment of a Sport House was important to support good corporate governance and lend support to federations and their affiliates. Civil society requested that an adequate budget be provided to enable them to carry out their objectives as set out in the NSRP. A firm collaboration with government is necessary to ensure the alignment of projects and aims. Civil society and government must work together as they are joint delivery partners as outlined in the implementation plan of the objectives.

The concept of governance is the critical feature of this relationship. Governance refers to the relationship between government and civil society and how civil society can be mobilised. Essential to the psyche of the sport councils and civil society is the establishment of the Sport House that will allow for sport organisations in all districts the opportunity to interact together and support the different civil society organisations.

The Constitution of the Republic of South Africa (1996) has established consultation as an important principle of governance. The NSRP started off at grassroots level and it could be argued that it is a prime example of a bottom-up approach. The executive, however, led the discussions throughout with national government leading the initial discussion groups. These discussion groups had representatives from sporting stakeholders across the country who promoted the idea of a National Sport and Recreation Plan throughout the country. It is thus arguable that the NSRP can also be seen as an example of a top-down approach. Implementation requires support from the bottom-up to the top-down. All the role players need to appreciate and understand their role within the implementation of the NSRP. The NSRP was broadly consulted and driven by national government. For implementation to be successful civil society and government must work together to ensure that all responsible parties and delivery partners work together to ensure implementation takes place within the timelines stipulated in the NSRP and that the milestones within the implementation plan of each objective is worked on.

At the National Consultative Indaba over 693 delegates came together to debate, formulate and conclude the National Sport and Recreation Plan. Once the National Sport and Recreation Plan were agreed to, it was then the role of the various responsibility and delivery partners to implement the various resolutions of the Indaba.

### **7.2.3 What factors will determine the levels of successful implementation of the NSRP for the Western Cape Government to promote the theme of an active and winning nation?**

The implementation of the NSRP differs from one province to the next. Each province has a different level of sporting development and this affects the ultimate incremental roll-out of the Plan. Implementation requires regular and consistent feedback. Provinces should interact on a formal basis to ensure that ideas are shared and that support is given to different provinces where required. National government must give guidance to provinces who in turn must guide local government to ensure successful implementation at the different levels.

The NSRP has identified the pillars of active and winning as the two key pillars that must be brought to the fore to ensure that goals and objectives are implemented. To assist South African sport and by extension the Western Cape Government to achieve its goals of an active and winning nation it is necessary to have a range of strategic enablers in place. The fourteen enabling factors that have been identified will play a seminal role to ensure that the active and winning nation objectives are achieved. For implementation to be successful the fourteen strategic enablers must be funded and organized. If the strategic enablers are not funded and properly organized and established, the growth of the two pillars of an active and winning nation will not happen. The NSRP should be read coherently and all responsible and delivery partners should ensure that they carry out their assigned duties as the successful co-ordination of the fourteen strategic enablers will ensure that the two pillars are supported. The fourteen strategic objectives are facilities, clubs, sports councils, athletes commission, coaches commission, administrators and Technical Officials Commission, Academy system, sports house, sports information centre, education

and training, volunteers, international relations, financial resources and sports broadcasting and sponsorships.

#### **7.2.4 How can the various spheres of government and stakeholders work together to ensure that the overall national sport and recreation strategy for the Western Cape is successfully implemented.**

The fourth research question reviewed how the various tiers of government and stakeholders could work together to ensure that the overall national sport and recreation strategy for the Western Cape is successfully implemented a systemic gap was identified that needs to be remedied. Consultation and regular interaction between the provincial and local government and other stakeholders was found to be paramount to ensure that the NSRP is successfully implemented in the Western Cape. The hosting of regular meetings between all role players will assist so that strategies are coordinated.

In the South African historical context the role of sport was highlighted as an important catalyst for nation building. Sport has played a critical role in nation building and acted as an economic driver in South Africa as evidenced by the infrastructure that was built once the 2010 FIFA Football World Cup was announced for South Africa. The NSRP thus has to play a pivotal role in the fourteen outcomes that the National Cabinet decided upon. The aspects of nation building and social cohesion are at the forefront of the fourteen outcomes. Sport and recreation has been heralded as important agents that will be able to spearhead the thrust of social cohesion and nation building. Implementation requires an understanding of all policy documents and strategic frameworks. Sport has ensured that South Africa's international prestige and reputation has been enhanced by its ability to host major international and continental showpieces such as the various World Cups that has

been hosted in South Africa. The hosting of these events has led to investor confidence in South Africa's ability to implement complex projects that required years of sustained planning and organizing. The last major event hosted (the 2010 Football World Cup) can be seen as a catalyst for infrastructure building and nation building and social cohesion.

The study has also shown the importance of dedicated units to manage the relationship between the three spheres of government. A plan such as the NSRP must have the support of all three spheres of government. Each sphere of government has a different mandate and must be brought together under a common umbrella to ensure that policy is aligned and that joint task teams and committees must be set up. The respondents all agreed on the need for a dedicated unit that would co-ordinate the NSRP. It appears to be common cause that the ordinary functionaries of government cannot have the NSRP as part of their general goals to facilitate and enable as more resources, administrative and otherwise, will be required. For implementation to be successful, a nationally co-ordinated centralized dedicated NSRP unit must be established. The co-ordination required between the responsible partners, delivery partners, the three spheres of government, the various national, provincial and local spheres of government and civil society is complex and multi-faceted. Implementation at this level requires a maturity in government planning, an astute sense of organizing and an appetite for consultation and engagement. A dedicated NSRP unit will assist the compilation of the template required for reporting and also report to the national Minister of Sport and Recreation on the progress (or lack thereof).

It is critical to appreciate that core to the implementation is the understanding that governance must be the central foundation underpinning implementation. Governance as has been defined in chapter 2 concerns the nature of the state, the role



of the state and civil society. Bertucci and Alberti as described in chapter 2 stated that the state has an important role to play in establishing and preserving an even playing field and enabling environment for private enterprise, individual creativity and social interaction. The role of civil society and how it can be mobilized, structured and organized to assist with implementation is important for the broader appreciation of the implementation strategy.

The transversal nature of the NSRP stretches across all spheres of government and civil society which has as its base sport councils and confederations, sport federations, sport administrators, athletes and non-governmental organizations. The NSRP also encompasses different diverse government departments which include Health, Social Development, International Relations, Basic Education and the tertiary sector.

For implementation to be successful, interaction between such a wide range of actors calls for all actors to be cognizant of the content of the NSRP, to be knowledgeable about the context of the NSRP, to be committed to the NSRP, to possess the requisite capacity (both tangible and intangible) to implement the policy, to have the support of clients and coalitions who will be affected by the NSRP and to communicate the NSRP to all stakeholders within its range. It is trite that it is important to know what resources must be activated to ensure that the NSRP's goals and objectives are reached. In many instances commitment may be present but insufficient resources may be made available to implement the objectives.

The study is relevant to all stakeholders as it reflected on the current status quo of the implementation of the NSRP (elaborate) and has found that the NSRP is presently being implemented on an incremental basis. There is to be a phased-in approach which prioritises certain aspects of the NSRP. An appreciation of the incremental approach is important because a country such as South Africa has many different

interests to balance. The competing priorities of food, housing, education, health, transport and a host of other important priorities will always be brought to the fore when it comes to the implementation of the NSRP. Implementation of a multiyear plan requires understanding and forward thinking. An analysis of the plan and the weighting that must be given to certain phases will be critical in the long term as budgetary planning will dictate what can be budgeted for and supported over the eight year period as the NSRP will be reviewed in 2019.

The National Cabinet and Parliament has, however, endorsed the NSRP and has stated that the NSRP is an important annexure to the National Development Plan. The SRSA Strategic Plan 2015-2020 (2015 : 20) noted that when considering the integration of the National Development Plan into government plans the planning process carried out by SRSA has a vital role to play in bringing the vision and proposals contained in the NDP to fruition. The NSRP recognizes that sport plays an important role in promoting wellness, well-being and social cohesion, and treats sport as a cross-cutting issue, with related proposals in the chapters on education, health and nation building.

The NSRP has again emphasized the importance of sport and recreation with a considerable emphasis on recreation. Recreation has always been the under-emphasised aspect of sport and recreation with the focus being on winning rather than active. The NSRP has, however, clearly made the distinction between active and winning. Both are important, however, we have a fit citizenry with active lifestyles and the active lifestyle should be maintained as a life-long active lifestyle starting from a young age to the golden age of fifty plus. The NSRP calls it Active Aging and South Africa must promote these ideals in order to reduce the burden of disease on the health system. The promotion of recreation and non-competitive aspects are important towards broadening the base of participation and also ensuring that an

active nation is built. If the implementation of an active nation is successful, then the winning pillar will be enhanced as the base of the elite athletes competing in the winning pillar will be broadened.

The nature of the political system determines the approach that should be followed with any implementation strategy. The review of the literature has shown that the relationship between civil society and the state is critical. Governance therefore becomes important as the various role players and stakeholders need to understand each other's roles and responsibilities. The legislation has clearly stated that federations who represent civil society are the custodians of their respective sport code whilst the role of government is to be an enabler and facilitator.

#### **7.2.5 How can the development of implementation options for improvement assist in the implementation of the NSRP in the Western Cape?**

The final research question looked at how the development of implementation options for improvement will assist in the implementation of the NSRP in the Western Cape. The identification of implementation options were seen as important as the Western Cape can learn from other provinces and areas and other provinces may also learn from the Western Cape. The development of a template and regular meetings with SRSA and the possible establishment of a dedicated NSRP unit will lead to different implementation options being developed as different geographical contexts are in play across the country. The Western Cape can now plan adequately for the phased-in incremental approach that is being followed nationally. Implementation is at a high level but for the implementation to produce the desired results different options must always be kept in mind.

The importance of planning has been highlighted in this study. The translation from policy into practice must be accompanied by the requisite strategic planning. The

strategic planning must encompass annual performance plans, strategic planning and must also be reflected in the medium term expenditure framework. Finance must follow function once the mandate has been agreed upon for a specific stakeholder.

It is important for the further development of policy literature that scholars revisit policy implementation and what their shortcomings. The implementation of policy across tiers of government and transversally across many departments is an immensely complicated one. This study has proposed possible options for consideration to ensure that policy alignment and implementation takes place in a congruent manner.

The alignment between the various departments and civil society is an important aspect of the NSRP. If the successful implementation of the NSRP takes place it will serve as a benchmark for interaction between civil society and the various government departments. Alignment of the tools ranging from the Annual Performance Plans to the Strategic Plans of each department is vital to ensure that the NSRP is successfully implemented throughout the country. The NSRP must be aligned to the NDP at all times. The NDP has set out the vision for South Africa for the next few years and it is important that any activity that the NSRP calls for must be aligned to the NDP. Alignment is necessary as the necessary resources both financial and otherwise must be used to promote the NDP.

The study has also shown that sport can be used a tool for effective messaging. The United Nations has adopted various resolutions and has released different reports from its sub-committees endorsing the use of sport. It calls for the harnessing of sport as an effective tool to combat various ills of society and has recognized that sport brings people together. It has been recognized that sport can play an important role in the Millennium Development Goals, more recently in the Sustainable Development Goals and will also play a role in Agenda 2020. Communication is important when

implementing the NSRP. Organizations, institutions and persons must be made aware of the NSRP. Through the efficient use of messaging and awareness campaigns organizations will be able to learn that sport can be used as a tool for effective messaging and awareness can be reached about the benefits of sport and recreation.

### **7.3 Recommendations**

The following recommendations are being made on the basis of the findings with regard to the assessment of the National Sport and Recreation Plan in the Western Cape. The first three recommendations are proposed as critical areas of interventions.

#### **7.2.1 What are the key success factors necessary to create an enabling environment to further the objectives of a socially inclusive, creative and active Western Cape?**

It is recommended that a Task Team with representatives of the different spheres of government be formed to identify and discuss possible policy shortcomings and make recommendations to align the Integrated Development Plans of municipalities with the NSRP and to ensure linkages with the Provincial Government's Provincial Strategic Objectives and the Fourteen National Outcomes. The Task Team would seek alignment with the various strategies at multiple scales. This recommendation would be supporting research questions 1 and 4.

Secondly, it is recommended that governance be an important principle that is used within the implementation strategy. The role of civil society and the nature of the relationship with various state institutions must be understood, appreciated and strengthened. Both civil society and the state departments in all three tiers of government must work together as all the role players have legislatively defined

powers which are interrelated. The relationship between civil society and the state is vital to the success of the NSRP.

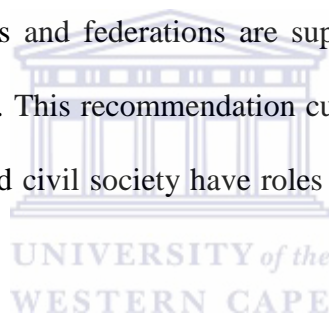
It is thirdly recommended that the alignment of multiple strategies and the interplay between funding streams and legislative provisions must be closely understood by all within the sector. All five research questions would be supported by this recommendation.

It is fourthly recommended that communication be considered as a critical variable for the success of NSRP. The NSRP has recognized the importance of communication and stated that the sports agenda must be elevated as it competes with other priorities. The NSRP has called for an intense, rigorous, interactive and penetrating communication strategy highlighting the success of the sector. The two prong approach that the NSRP has called for will focus on communicating the intentions and outcomes of the NSRP, including the resolutions taken at the National Sport and Recreation Indaba. The roles and responsibilities of the stakeholders in the sector must be clarified and communicated to the general public. The value and benefits associated with participating in sport and recreation must be communicated as there appears to be a dearth of information regarding where and when the public may be able to access the sport and recreation activities. Communication should also ideally be in all eleven languages of South Africa. Communication must be easily understood by all members of the public and the communication of the aims and objectives of the NSRP must be brought to the fore. This recommendation will address all five research questions.

It is recommended, fifthly, that at provincial level an appointment be made for someone to act as the champion of the NSRP to ensure the delivery of key aspects on an incremental basis as decided by national authorities. The NSRP should be mentioned in the performance agreements of senior officials of the various sport and recreation.

All the research objectives are promoted by the use of this recommendation.

It is furthermore recommended that the academy system should be strengthened and enhanced to develop sporting talent at different levels and to assist in addressing the demographics of the national teams. Adequate resources need to be made available to enable to ensure that the athletes and federations are supported. Funding must be increased in favour of academies. This recommendation cuts across all five research questions as both government and civil society have roles to play with the academy system.

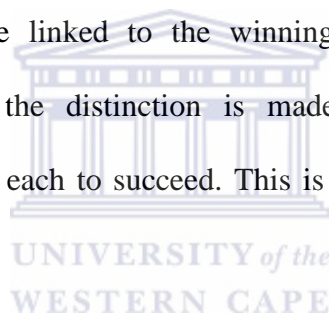


It is recommended that emphasis be placed on the whole comprehensive plan of the NSRP. It is appreciated and understood that the whole plan cannot be implemented all at once and that there must be a phased- in incremental approach. All stakeholders should be made aware of the incremental approach and must understand what phases will be prioritised and the time frames of each. This will allow responsible and delivery partners the opportunity to plan better and to also ensure that the requisite resources are allocated for the phase that will be implemented. This recommendation is cross cutting and traverses all five research objectives.

It is recommended that the Memoranda of Agreements that provincial federations sign with the provincial government must relate to the objectives of the NSRP. The

memoranda of agreements must refer to specific clauses within the NSRP and must indicate what federations will be doing to support these objectives. If necessary the provincial government should dictate terms and craft the agreements accordingly. All research questions will be addressed by this recommendation as this recommendation has implications for civil society and the provincial government.

It is recommended that a distinction be drawn between amateur and professional sport to allow better co-ordination between mass based participation and excellence in sport. It is important to distinguish as different budgets are applicable and different strategic objectives will be triggered. Amateur sport can be linked to an active nation while professional sport can be linked to the winning nation pillar. Different objectives will be met when the distinction is made as there are different requirements that are needed for each to succeed. This is cross cutting amongst all the research questions.



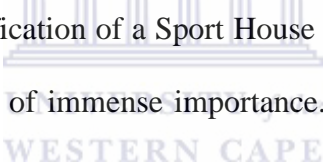
It is recommended that sport and recreation should be used to encourage and promote youth development. The youth in communities have an affinity for sport and recreation, albeit in non-competitive sport and recreation and this affinity must be harnessed. Specific programmes within the objectives of the NSRP can be used to promote youth development. This recommendation traverses all the research questions.

It is recommended that the geo-political boundaries dispute must be settled as expeditiously as possible as it has been noted as a thorny issue that may deflect from the implementation of the NSRP. It is an emotional matter but must be resolved. This recommendation supports research question one.



The Case for Sport published in the Western Cape in 2014 has shown that sport and recreation brings in 2% of the gross domestic product of the Western Cape. The 2% translates to R8.8 billion. The importance of sport and recreation is thus underlined by this realisation and it is thus recommended that a sport and recreation industry be built as it provides jobs and diverse occupations and contributes to the economic growth of every province. All the research questions have been met by this recommendation.

### **7.2.2 What are the elements that will allow civil society to participate in the achievement of the goals of the NSRP in the Western Cape?**



It is recommended that the identification of a Sport House in each province and then per district be treated as a matter of immense importance. The Sport House should serve as an administrative support centre for federations. A Sport House must be a bricks and mortar building to allow federations to be able to critically support their affiliates, administrators and athletes and to administer the federation on the principles of good governance. A Sport House can serve as the support centre for sport councils and federations. They can operate from the Sport House which will allow them to ensure good corporate governance within all federations. Once the basic administrative needs of sport councils and federations are taken care of, federations and sport councils will be able to focus on the specific outputs that are required from them. This recommendation is vital to the research objective number two. For civil society to function effectively within the NSRP, they must be adequately resourced.

The NSRP concluding section calls for the sports agenda to be elevated as it competes with other priorities. There is a call for a rigorous, intense, interactive and penetrating communication strategy. It is recommended that the marketing and communication strategy should immediately be activated and demonstrated countrywide. In the Western Cape workshops with the various sport federations, municipalities and other stakeholders per district should be convened to communicate the intentions and outcomes of the NSRP Indaba and also to communicate the value and benefits associated with participating in sport and recreation supported by accurate and relevant details of how and where to get involved. Campaigns and workshops should be held to ensure that every federation is committed from the national to provincial level to district and club level. Communication about the NSRP is vital for all federations and stakeholders. In order to fulfil its role, each organisation should understand what their role is. It is recommended that these workshops and awareness campaigns be rolled out across the country to ensure that the NSRP objectives are understood and met. Research objectives 1 and 2 will be promoted by this recommendation as communication is important.

It is recommended that the corporate sector be approached to assist in the implementation of the NSRP. The corporate sector funding should be aligned to the NSRP to build public private partnerships. Each year the corporate sector makes funds available for corporate social investment projects. The alignment of the funding would assist in the incremental roll out and will ensure that the whole country, the public and private sectors and the sport federations are fully behind the NSRP. Research question 2 will be addressed by this recommendation.

### **7.2.3 What factors will determine the levels of successful implementation of the NSRP for the Western Cape Government to promote the theme of an active and winning nation?**

It is recommended that a dedicated national NSRP Unit be established at SRSA level to co-ordinate the implementation of the National Sport and Recreation Plan. There is presently no central database where activity reports relating to the NSRP are sent to. A dedicated national NSRP unit will be able to co-ordinate the various programmes and also succinctly follow the implementation process unfolding in the country. Research objective 3, 4 and 5 will be supported by this recommendation.

It is recommended that the target dates set in the NSRP must be reviewed immediately as it is currently not realistic. The budget must guide the process to decide on the realistic date. The current dates reflect 2012 and 2013. The target dates should be forward-looking and be projected taking into account the financial years of government. Research questions 3 and 4 will be promoted by this recommendation.

It is recommended that physical education should be brought back to the schools. The current education philosophy does not allow for the holistic development of the child as the whole body of the child must be active. Physical education will ensure that motor skills, confidence, team building and character is built during physical education. Physical activities will ensure a broad mass of active and healthy youth. Research questions 1, 3 and 4 will be promoted by this recommendation.

It is recommended that more efforts must be made to use sport as a tool for development. There should be particular emphasis on peace and tourism. Tourism has been announced as a game changer within the Western Cape Province. Sport can

be used for effective messaging and can also be used to promote social cohesion and to build communities around a common theme such as nation building. The third research question will be addressed by this recommendation.

**7.2.4 How can the various spheres of government and stakeholders work together to ensure that the overall national sport and recreation strategy for the Western Cape is successfully implemented.**

It is recommended that the relationship with the Department of Basic Education be strengthened as school sport is viewed as the bedrock of the NSRP. Many respondents indicated that school sport must serve as the base from which the elite athletes would later emerge. A good broad base will ensure that fundamental skills are taught and learnt at an early age. Demographics and transformation will then be able to be adequately addressed. School sport leagues must be emphasised. More emphasis must be placed on the mid week leagues. Without this building block it will be very difficult to build school sport and thus sport in communities. Research objective 3 and 4 will be promoted by building this relationship.

It is recommended that the budgets for the provinces be reviewed. The National Conditional Grant SRSA makes available for each province should be reviewed to align it with the principles and objectives of the NSRP. The National Conditional Grant Framework must pertinently and specifically allocate resources that will be aligned to the incremental phased in approach that is currently adopted and practised. Sport should be given a higher priority by government as it is an essential tool for nation building. The FIFA World Cup 2010 was used by national government as a catalyst for nation building. Sport can continue to play this role and it essential that recognition be given to this important aspect that supports National Outcome 14. Research question 4 will be promoted by this recommendation.

It is recommended that the NSRP become a standing item at the meeting of national Ministers which is called MINMEC. At this meeting all Ministers must be appraised as to the progress of the NSRP. Provincial Members of the Executive should report on provincial progress of the NSRP. This review by the political principals must be updated regularly. The fourth research question in particular will be addressed.

It is recommended that the Municipal Infrastructure Grant (MIG) should be reviewed to ensure that compliance with the NSRP objectives relating to facilities is met. Facilities are the number one enabling strategic objective and must be given due deference. If facilities are not built to service the needs of the community, an active and winning nation will not be achieved. Most municipalities do not use the full MIG grant for its intended purpose but use the funds for other projects they consider important. It is furthermore recommended that an analysis of the MIG should be considered by SRSA to strengthen its hand when it negotiates with National Treasury around the MIG. Research question 4 will be addressed by this recommendation.

#### **7.2.5 How can the development of implementation options for improvement assist in the implementation of the NSRP in the Western Cape?**

It is recommended that the NSRP be analysed on a cost basis that is realistic. If only a portion of the funding will be made available for part of the implementation then all role-players must be informed accordingly. It may be better to decide on certain key strategic objectives rather than to emphasise all the strategic objectives and not have the tangible resources to back it up. All organisations must budget according to their means. The R10 billion costing that is the current cost of implementation is not conducive in the present climate. Both state and civil society will have to prioritise

which objectives to implement first given the budgetary constraints. Every delivery partner and role-player must understand their role and their respective budget accordingly. An assessment of the objectives that must be implemented is necessary and there must be mid-term reviews conducted every year. This recommendation will address all the research objectives.

It is recommended that institutionalised mechanisms be developed for reporting and monitoring. Monitoring and evaluation should be conducted on a results-based monitoring and evaluation system. Monthly and a quarterly template should be developed that all stakeholders can use to report to a dedicated national NSRP unit at SRSA on the implementation of the NSRP. These templates will then be used to ascertain whether the Annual Performance Plan, Medium Term Expenditure Framework and Strategic Plans have been aligned to the NSRP. There should be an emphasis on information. The information that stakeholders, delivery partners and responsible parties provide should be able to be verified independently and scientifically. Information relating to all the strategic objectives must be objectively assessed by the dedicated national NSRP Unit. This recommendation will address research objective number five.

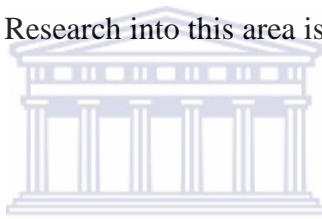
It is recommended that the NSRP be translated into the strategic plans, the annual performance plans, medium term expenditure framework, and performance agreements (of senior management) of departments and municipalities. The researcher recommends that the Strategic Objectives of the NSRP should be mentioned within the Annual Performance Plan (APP) of the Department of Cultural Affairs and Sport of the Western Cape. The Annual Performance Plan should have a column next to the PSG linkage entitled NSRP linkage. This would enable a

performance indicator in the annual performance plan to be linked to a strategic objective of the NSRP. Research objective five will be addressed by this recommendation. An example of the content of the NSRP with regards to municipalities has been included as Annexure C.

#### **7.4 Possible Research Themes for Future Attention**

The following considerations are recommended research themes for future attention:

Consideration one: The conversion of hubs into self sustainable entities has not begun yet. This is an important consideration as the model may not be financially sustainable in the future. Hubs play an important role in the roll-out of mass participation sport and recreation. Research into this area is important to ascertain the financial sustainability of hubs.



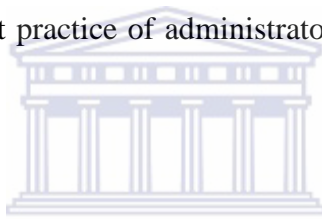
Consideration two: The commencement of international study tours to integrate good practices and diverse examples for school sport has not begun yet. This is not a priority but benefits will certainly be obtained by benchmarking other countries and their success stories. Comparative research is important to the success of school sport.

Consideration three: A Geographic Information System database for clubs could be established. This will be important for the future growth of the club development programme. Research into clubs is important as the government strives to build social cohesion and nation building.

Consideration four: As at September 2015 there is no Provincial Athletes commission established. This is a requirement set out in the NSRP. It is important

that athletes be supported and their voices heard. It is imperative that an Athletes Commission be established. As sport has become more commercial and professional it will be important to determine the needs of athletes.

Consideration five: As at September 2015 there is no Provincial Administrators and Technical Commission to empower administrators and technical officials. This is an important Commission as many administrators hone their skills after years of practice. Lessons that need be learnt can be shared early with other administrators and technical officials. Corporate and institutional memory loss is reality in South African society. To ensure continuity and best practices are developed future research should look into the best practice of administrators and sporting codes and disciplines.



Consideration six: There is no Provincial Sport Information Centre in the Western Cape. The sport industry is a growing industry and needs to be supported by good research. A Sport Information Centre will assist research and will enable cutting edge conferences and discussions to be hosted and convened.

Consideration seven: South Africa and the Western Cape in particular are aiming to host a number of major international events. Research into the use of volunteers to assist with the hosting of major international events is important as these volunteers could later work in the sport and recreation industry.

Consideration eight: The geo-political issue is an issue that has been noted as a real issue for the Western Cape. Engagement on this matter will have to take place to ensure uniformity and harmony and congruence with the rest of the country. The

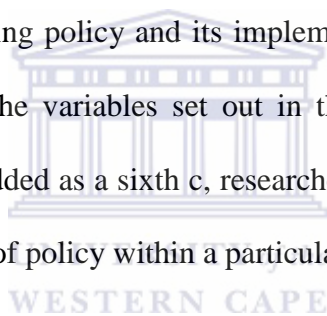


geo-political issue of boundaries of sport federation is tied up in the history of South Africa and is a fertile area for research.

Consideration nine: More environmentally sustainable activities must be focussed on. The Western Cape is rich in agriculture and has many diverse environmental advantages. By researching environmentally sustainable activities, sport could be used to protect the environment.

### **7.5 Final Concluding Remarks**

The importance of this study for South African and African policy studies is that it provides a framework for analysing policy and its implementation in the context of sport and recreation. By using the variables set out in the 5-C protocol with the communication proposed to be added as a sixth c, researchers will be able to analyse and evaluate the implementation of policy within a particular context.



The contribution of this study to the body of knowledge of policy implementation with respect to sport and recreation is important as it adds to the policy development debates and lessons of experience regarding implementation of sport and recreation in South Africa but also within the African continent.

The problem being investigated in this study was that there is an insufficient understanding and limited research of the key factors that are necessary to ensure implementation as well as the role and responsibilities of the key role players in this process. This study by using the 5-C protocol developed questions that were posed to chosen respondents to elicit their responses. The views of the respondents were then analysed using the 5-C protocol. The findings and recommendations are set out in

chapter 6 and seven. Key to this study was the fact that all three spheres of government must work together and that a Task Team consisting of representatives from the different spheres of government should be formed and that a centrally dedicated unit should be established to champion the NSRP.

The proposal that communication be added to the 5-C protocol was emphasised and expanded upon and contributes original ideas to the existing theory of the 5-C protocol.

In the final instance it is imperative that theorists and practitioners continue to expand and develop our knowledge and understanding of the theory and conceptual basis for implementation. It is also essential that further models and conceptual approaches be developed to ensure improved implementation that is important for the development imperative not only in South Africa but also with respect to Africa, the African Renaissance and the global effort to ensure the implementation of the Sustainable Development Strategy.



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## 1.1. Programme performance indicators and annual targets for 2015/16

annexure A

Programme performance indicator	PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets								
		2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18	
								1st	2nd	3rd	4th			
<b>National Indicators</b>														
<b>Sub-programme 4.2: Sport</b>														
4.2.1	Number of sport academies supported	3	-	4	5	5	7	Annual	-	-	-	7	7	7
4.2.2	Number of athletes supported by the sports academies	3	-	-	-	150	150	Annual	-	-	-	150	180	210
4.2.3	Number of schools, hubs and clubs provided with equipment and/or attire as per the established norms and standards <sup>1</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Sub-programme 4.3: Recreation</b>														
4.3.1	Number of people actively participating in organised sport and active recreation events <sup>2</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Sub-programme 4.4: School Sport</b>														
4.4.1	Number of learners participating in school sport tournaments at a district level <sup>3</sup>	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Provincial Indicators</b>														
<b>Sub-programme 4.2: Sport</b>														
4.2.4	Number of formal talent identification programmes supported	3	-	4	5	5	6	Annual	-	-	-	6	6	6
4.2.5	Number of talented athletes supported within a structured development programme by sport federations	3	-	125	135	150	180	Annual	-	-	-	180	180	180

Programme performance indicator		PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets							
			2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18
									1st	2nd	3rd	4th		
4.2.6	Number of affiliated clubs supported <sup>4</sup>	3	-	365	415	415	300	Annual	-	-	-	350	300	250
4.2.7	Number of functional provincial and local sport councils supported	3	5	5	7	7	7	Annual	-	-	-	7	7	7
4.2.8	Number of affiliated provincial sport federations supported	3	111	110	110	110	110	Annual	-	-	-	110	110	110
4.2.9	Number of jobs created <sup>5</sup>	3	-	-	50	50	50	Annual	-	-	-	50	50	50
4.2.10	Number of major events	3	30	43	52	45	45	Annual	-	-	-	50	50	50
4.2.11	Number of fitness and wellness programmes at the gymnasium	3	5	4	4	4	4	Quarterly	1	1	1	1	4	4
4.2.12	Number of award ceremonies held	3	6	6	6	6	8	Biannual	-	-	7	1	8	8
4.2.13	Number of Better Together Games held (provincial sport days)	3	-	-	6	4	4	Annual	-	-	4	-	4	4
4.2.14	Number of participants in sport federations	3	-	-	282 023	300 000	320 000	Annual	-	-	-	320 000	340 000	360 000
4.2.15	Number of sport persons trained	3	-	126	268	240	240	Annual	-	-	-	240	240	240
4.2.16	Number of facilities supported <sup>6</sup>	3	2	8	9	6	1	Annual	-	-	1	-	8	8
4.2.17	Number of athletes supported through high-performance programmes	3	58	100	69	50	50	Annual	-	-	-	50	50	50
<b>Sub-programme 4.3: Recreation</b>														
4.3.2	Number of indigenous games structures supported <sup>8</sup>	3	-	-	-	6**	7	Annually	-	-	-	7	7	7
4.3.3	Number of farm/ community Centres supported	3	-	-	-	16*	16	Annually	-	-	-	16	22	28



Programme performance indicator		PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets							
			2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18
									1st	2nd	3rd	4th		
4.3.4	Number of staff employed at farm/ community centres	3	-	-	-	32*	32	Annually	-	-	-	32	44	56
<b>Sub-programme 4.4: School Sport</b>														
4.4.2	Annual report on the Western Cape Sport School	3	-	1	1	1	1	Annually	-	-	-	1	1	1
4.4.3	Annual report on Sport Focus Schools	3	-	-	-	-	1	Annually	-	-	-	1	1	1
<b>Sub-programme 4.5: MOD Programme</b>														
4.5.1	Number of MOD Centres supported	3	106	109	103	181	181	Quarterly	150	31	-	-	181	181
4.5.2	Number of staff employed within the MOD Programme	3	-	288	303	973	543	Quarterly	385	158	-	-	543	543

<sup>1</sup> Performance information relating to this indicator is provided under Conditional Grants in Part C: Links to other plans i.e. 1.3 (Club Development), 1.7 (Siyadlala Community Mass Participation Programme), and 1.5 (School Sport Mass Participation Programme).

<sup>2</sup> Performance indicators are under Conditional Grant – See Part C: Links to other plans.

<sup>3</sup> Performance indicators are under Conditional Grant – See Part C: Links to other plans.

<sup>4</sup> The terms of the Conditional Grant were changed resulting in a downward adjustment of the target.

<sup>5</sup> A total of 212 jobs will be created from the Sport Conditional Grant – see Part C: Links to other plans.

<sup>6</sup> The Dal Josaphat stadium in the Drakenstein municipality will be the academy and is one of the Joint Planning Initiatives.

<sup>7</sup> Performance indicators are under Conditional Grant – See Part C: Links to other plans.

<sup>8</sup> Indicator only introduced in 2014/15.

<sup>9</sup> Performance indicators are under Conditional Grant – See Part C: Links to other plans.

## Mass Participation Programme Grant

### Club Development

Conditional Grant Indicator	PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets								
		2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18	
								1st	2nd	3rd	4th			
1.1	Number of people trained as part of the club development programme	3	-	-	721	720	480 <sup>1</sup>	Annual	-	-	-	480 <sup>1</sup>	570 <sup>1</sup>	510 <sup>1</sup>
1.2	Number of tournaments and leagues staged to foster club development	3	-	-	10	10	8	Annual	-	-	-	8	10	10
1.3	Number of clubs supplied with equipment and/or attire	3	315	365	415	415	200 <sup>1</sup>	Annual	-	-	-	200 <sup>1</sup>	300 <sup>1</sup>	250 <sup>1</sup>
1.4	Number of accredited sport academies supported	3	-	2	4	5	7	Annual	-	-	-	7	7	7
1.5	Number of affiliated clubs across all sporting codes supported	3	315	365	415	415	300	Annual	-	-	-	300	300	250
1.6	Number of formal talent identification programmes supported	3	-	4	5	5	6	Annual	-	-	-	6	7	7
1.7	Number of talented athletes supported within a structured development programme by sport federations	3	-	120	130	150	180	Annual	-	-	-	180	210	240
1.8	Number of staff appointed on a permanent basis within 6% allocation <sup>2</sup>	3	-	23	-	24	6	Annual	-	-	-	6	50	50

<sup>1</sup> The terms of the Conditional Grant were changed resulting in a downward adjustment of the target.

<sup>2</sup> This indicator is applicable to Siyadlala Community Mass Participation Programme (SCMPP), School Sport Mass Participation Programme (SSMPP) and Club Development.

Siyadlala Community Mass Participation Programme

Conditional Grant Indicator		PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets							
			2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18
									1st	2nd	3rd	4th		
1.1	Number of youth attending the annual youth camps	3	-	-	336	300	250	Annually	-	-	250	-	250	250
1.2	Number of sport and recreation projects implemented by sport councils	3	-	-	4	7	7	Annually	-	-	-	7	7	7
1.3	Number of sustainable active recreation programmes organised and implemented	3	6	50	100	35	40	Quarterly	8	14	18	-	45	50
1.4	Number of people actively participating in organised active recreation events	3	-	17 260	12 941	14 400	15 500	Quarterly	3 000	5 000	7 500	-	17 000	19 000
1.5	Number of provincial programmes implemented	3	-	-	15	10	10	Annually	-	-	-	10	10	10
1.6	Number of people trained as part of community sport	3	-	-	178	442	462	Quarterly	162	156	144	-	482	502
1.7*	Number of hubs provided with equipment and/or attire	3	-	72	72	16	16	Annual	-	-	-	16	22	28

\* 72 centres fell under the MOD Programme in 2013/14. From 2014/15, the figures refer only to recreation hubs. MOD Centres are reflected in a separate indicator.

School Sport Mass Participation Programme

Conditional Grant Indicator		PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets							
			2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18
									1st	2nd	3rd	4th		
1.1	Number of learners supported to participate in national school competitions	2, 3	2 150	521	603	620	680	Annually	-	-	680	-	700	720

Conditional Grant Indicator		PSG linkage	Audited/Actual performance			Estimated performance 2014/15	Medium-term targets							
			2011/12	2012/13	2013/14		2015/16	Reporting period	Quarterly targets				2016/17	2017/18
									1st	2nd	3rd	4th		
1.2	Number of learners participating in school sport tournaments at a provincial level	2, 3	-	-	1 615	1 240	1 360	Quarterly	-	1 120	-	240	1 520	1 680
1.3	Number of learners participating in school sport tournaments at a district level	2, 3	-	-	4 960	4 960	5 440	Quarterly	680	2 480	680	1 600	5 920	6 400
1.4	Number of educators and volunteers trained to deliver school sport programmes	2, 3	-	-	530	480	520	Quarterly	-	200	200	120	560	600
1.5	Number of schools provided with equipment and/ or attire	2, 3	-	109	513	513	513	Annually	-	-	-	513	513	513
1.6	Number of sport focus schools supported	2, 3	-	-	42	2	4	Quarterly	2	2	-	-	6	6
1.7	Number of school sport coordinators remunerated	2, 3	-	-	15	15	16	Annually	-	16	-	-	16	16
1.8	Number of provincial school sport code structures supported	2, 3	-	-	9	15	16	Quarterly	-	8	8	-	16	16
1.9	Number of district school sport code structures supported	2, 3	-	-	54	80	96	Quarterly	-	48	48	-	96	96

**Implementation plan**

<b>Output</b>	<b>Key Activities</b>	<b>Responsible</b>	<b>Delivery Partners</b>	<b>Timeline</b>
School sport implementation	Conduct an audit of basic movement skills of South African children.	DBE	SRSA	2012
	Ensure that Physical Education (PE) is compulsory and a stand alone subject in the school curriculum. This encompasses: <ul style="list-style-type: none"> <li>Re-introducing PE as a curriculum subject/outcome with requisite time.</li> <li>Appointing educators qualified in PE (not embedded in Life Orientation).</li> <li>Assessing the capacity of educators to deliver PE and sports specific training.</li> <li>Re-skilling/up-skilling educators to deliver PE.</li> <li>Resourcing schools with the requisite PE equipment.</li> </ul>	DBE	SRSA	2012 On going
	Enforce the delivery of sport in all schools based on an approved School Sports Policy.	DBE	SGB's	2012 On going
	Implement a vibrant extra-mural sports programme at all schools as per Section 21(b) of the Schools Act (in conjunction with school governing bodies).	DBE	SRSA Prov Gov SASCOC	2012 On going
	Implement a weekly structured school sports league programme in priority codes in conjunction with NFs. (NFs are the custodians of their codes but at the same time are accountable to their stakeholders.)	DBE	SRSA Prov Gov SASCOC	2012 On going
	Identify innovative programmes to support the school sports development programmes (resuscitate the concept of "Wednesday sport").	DBE	SRSA Prov Gov SASCOC	2012 On going
	Saturday leagues must be introduced by NFs to encourage parental involvement.	SASCOC	SRSA DBE	2012
	Identify and support priority codes played at schools to ensure that school sport contributes to the development of sport in line with national priorities. Ensure that there are coaches at all schools dedicated to the priority NFs.	SRSA	DBE SASCOC	2012
	Ensure that NFs develop programmes to roll out the school sports priority codes in schools.	SASCOC	SRSA DBE	2012
	Ensure that preference is given to priority NFs when facilities, equipment and other resources are provided at schools.	DBE	SRSA Prov Gov SASCOC	2012 On going
<b>Output</b>	<b>Key Activities</b>	<b>Responsible</b>	<b>Delivery Partners</b>	<b>Timeline</b>
	Encourage NFs (not currently part of the school sports programme) to take initiative for the inclusion of their codes in school sports programmes. The school sports structures must become affiliates of the federations ensuring that all programmes are streamlined.	SASCOC	SRSA DBE Prov Gov	2013 On going
	Include and acknowledge school sport within the Long Term Athlete Development Plan.	SASCOC	SRSA DBE Prov Gov	2012 On going

	Support Talent Identification and Development (TID) and the culmination of school sports events into major national events, namely the National Top School Games and the "SA Youth Olympic Games". (All schools will be eligible to participate in these Games.)	SRSA	DBE Prov Gov SASCOC	2012 On going
	Ensure that talented athletes who emerge and display potential to win medals are given full support.	SASCOC		2013 On going
	Encourage students at tertiary institutions and sports legends to do volunteer work in school sport.	DHE	SRSA DBE SASCOC	2012 On going
	Develop guidelines on parent behaviour at school sport events and made them available to parents.	SRSA	DBE	2012
	Ensure that clear reporting lines are followed in relation to all stakeholders by NFs, municipalities, sports councils and school code structures to facilitate the smooth and efficient delivery of both school and community sport.	SRSA	DBE Prov Gov Local Gov SASCOC	2012 On going
School sport training	Empower individuals (educators or volunteers) in code specific coaching, technical officiating, team management and sports administration in line with the SA Coaching Framework.	SASCOC	SRSA DBE Prov Gov	2012 On going
	Support the delivery of sports leadership and administration training for educators to promote their involvement in clubs and civil society structures.	SASCOC	SRSA DBE Prov Gov	2013 On going
	Develop a database to track the development of all educators and volunteers that are trained.	SASCOC	SRSA DBE	2013
	Engage the Ministry of Higher Education and Training to incorporate physical education, sport and other extra-mural education into the teacher training curriculum to ensure a supply of quality educators.	SRSA	DHET	2012 On going
	Action international study tours to integrate best practice in delivering school sport.	SRSA	DBE Prov Gov SASCOC	2012 On going
Unified school sport structures	Audit the governance and structure of school sport at all levels using a standardised monitoring tool.	SRSA	DBE Province s HSRC SASCOC	2012
	Establish school sport code committees (comprised of educators) at a provincial and national level and include coordinating structures.	DBE	SRSA Prov Gov SASCOC	2012
	Appoint permanent sports coordinators to support clusters of schools at area, district, regional and provincial offices.	DBE	SRSA Prov Gov SASCOC	2012
	Address access and shared usage of school and municipal facilities.	SRSA	DBE Prov Gov	2012 On going
<b>Output</b>	<b>Key Activities</b>	<b>Responsible</b>	<b>Delivery Partners</b>	<b>Timeline</b>
			Local Gov	
	Develop sports focus schools to support clusters of schools and establish at least one well-resourced sports focus school in each province to support the development of talented athletes that are in school as part of a catch-up strategy and to impact on transformation.	DBE	SRSA Prov Gov Local Gov SASCOC	2013
School Sport Impact	Develop an annual report that measures the impact of the school sports programme in meeting government priorities.	SRSA	SASCOC DBE	2012 On going

Memoranda of Understanding (MoU)	Sign a MoU with the Department of Health (DOH) to develop programmes on nutrition to overcome obesity amongst learners and enforce healthy meals in schools.	SRSA	DOH	2012
Legislative compliance	Ensure that relevant legislation impacting on school children (i.e. Safety at Sport and Recreation Events Act) is complied with.	SRSA	DBE Prov Gov SASCOC	2012 On going



## Implementation plan

## annexure C

Output	Key Activities	Responsible	Delivery Partners	Timeline
National facilities audit	Conduct and verify sport and recreation facility audits per province. These audits must include municipal, private and school based facilities and produce a clear analysis of needs.	Prov Gov	SRSA DBE DoD Local Gov SASCOC	2012
	Establish a GIS detailing the location of all sport and recreation facilities.	SRSA	Prov Gov Local Gov SASCOC	2012
	Update and maintain the National Facilities Database.	SRSA	Prov Gov Local Gov SASCOC	2013 On going
National Facilities Plan	Finalise the National Facilities Plan based on the provincial facilities audit.	SRSA	Prov Gov Local Gov	2012
	Implement the National Facilities Plan which should also address the important issues of venues, multi-use and types of facilities, including indoor facilities and unused/abandoned buildings as well as the accessibility for people with a disability. Consider regulating access to municipal facilities.	Local Gov	SRSA DBE Prov Gov SASCOC	2013 On going
	Ensure that 15% of the MIG grant will be ring-fenced for the building of sport and recreation facilities. In this regard the Minister of Sport and Recreation must sign a SLA with SALGA. Further debate with SALGA is required regarding the possibility of transferring the ring-fenced grant from MIG to the budget of SRSA.	SRSA	Nat Treasury COGTA Prov Gov SALGA	2013 On going
	Influence local government to ensure that the National Facilities Plan is incorporated into the Integrated Development Plan.	SRSA	Prov Gov SALGA	2013 On going
Norms and standards for sport and recreation	Communicate the national norms and standards developed for the provision of sport and recreation facilities. Consider developing national facility templates to minimise project costs.	SRSA	Prov Gov Local Gov SASCOC	2013 On going
Output	Key Activities	Responsible	Delivery Partners	Timeline
facilities	Include school sport and recreation facilities in the national facilities norms and standards.	SRSA	DBE	2013
	Establish a grading system for sports facilities according to national standardised norms which are internationally compatible.	SRSA	Prov Gov SASCOC	2013
New sport and recreation facilities	Lobby for a prototype plan for schools so that they have sporting facilities (no school building plan to be approved without a sports facility plan).	SRSA	DBE SASCOC SALGA	2013 On going
	Engage stakeholders in the planning and construction of new facilities. Lobby for the inclusion of sport and recreation facilities in spatial planning.	SRSA	DHA COGTA DEA Loc Gov	2013 On going



	Encourage Local Government to build multi-purpose sports facilities when planning and designing new sports facilities. This will: <ul style="list-style-type: none"> <li>• contribute to youth development</li> <li>• contribute to the optimal use of facilities</li> <li>• contribute to integrated sport and recreation programmes and activities</li> <li>• contribute to diversification in sport and recreation</li> <li>• result in the seasonal usage of the facilities that will contribute safety and a sense of multi-disciplinary community ownership.</li> </ul>	SRSA	Prov Gov Loc Gov	2013 On going
	Consider making provision for meeting rooms and basic club offices to promote good governance when building multi-sports facilities.	Local Gov	SRSA Prov Gov	2013 On going
Lease agreements	Conduct a comprehensive audit of leases with a view to develop practical options for the future use of these facilities.	SRSA	Prov Gov SALGA SASCOC	2013
	Review the facility lease agreements. Develop and issue guidelines with respect to the lease arrangements of sports fields and facilities and maximise access to facilities without lowering maintenance standards.	SRSA	Prov Gov SALGA SASCOC	2013
	Encourage municipalities to develop effective partnerships with lease holders to ensure equitable access to facilities that are subject to leases.	SALGA	SRSA Prov Gov	2013 On going
Accessibility to facilities	Review municipal facilities by-laws and tariffs to allow accessibility to all communities.	SRSA	SALGA	2013
	Oversee the inter-action of all relevant stakeholders (SGB, universities, communities, municipalities) to review existing delimiting rules (lease SASA, MOU) and agree on how to ensure the optimal shared usage of facilities.	SRSA	DBE Prov Gov SALGA SASCOC DHE	2013 On going
	Identify a school with adequate facilities as a “centre of sport”, with neighbouring schools that will have access to these facilities in a cluster system.	SRSA	DBE Prov Gov Local Gov SASCOC	2013 On going
Facility maintenance	Lobby Department of Public Works to assist with the maintenance of sport and recreation facilities.	SRSA	Prov Gov SALGA	2013 On going
Facility management training	Ensure that facility management training manuals are updated and available.	SRSA	CATHSSETA SALGA	2013
	Identify and appoint accredited service providers.	SRSA	CATHSSETA	2013
	Develop and implement a schedule of training	SRSA	Prov Gov	2013

<b>Output</b>	<b>Key Activities</b>	<b>Responsible</b>	<b>Delivery Partners</b>	<b>Timeline</b>
	programmes with a special focus on the management and maintenance of sports facilities.		SALGA	On going
2010 FIFA World Cup stadia fully utilised	Coordinate and monitor the venue management of major sports venues.	SRSA	Prov Gov Local Gov SASCOC	2013 On going
	Strengthen a forum with the relevant municipalities to develop a way forward for the effective coordination, monitoring and management of the 2010 stadia to ensure the optimum accessibility and sustainable utilization of these facilities so as to maintain the legacy of 2010.	SRSA	Prov Gov Local Gov SASCOC	2013 On going



## **QUESTIONNAIRE / INTERVIEW SCHEDULE**

# **AN ANALYSIS OF THE IMPLEMENTATION OF THE NATIONAL SPORT AND RECREATION PLAN IN THE WESTERN CAPE**

MARCH 2015

### **GENERAL:**

This questionnaire has been developed for the purposes of consulting members of the sport fraternity on the development of a practical guide. Results will reflect on best practise and lessons of experience for future purposes. The questionnaire covers five dimensions for the purpose of the practical guide, namely:

- The strategic context
- The content of the policy;
- The institutional context
- The administrative and commitment capacity of those entrusted with the implementation
- The support of clients/coalitions whose interests are enhanced or threatened by the policy

Further information can be obtained from the proposal submitted to the University of the Western Cape. This questionnaire and interview schedule will be used as a framework for both respondents that complete the questionnaire in their own time as well as for discussion with interviewees in an interview situation. Respondents should note that the identity of interviewees will be protected and individual names or statements will not be used in the report. Responses will be consolidated and research findings will be presented in aggregated fashion.

STAKEHOLDER AND FUNCTIONAL AREA.....

NAME OF RESPONDENT :.....

POSITION IN THE STAKEHOLDER : .....

DATE OF COMPLETION OF QUESTIONNAIRE:

	20	1	5	0	3		
Day	Year			Month			



**SECTION A: STRATEGIC CONTEXTS:**

**Question 1: How directly in your opinion does the NSRP relate to the development of excellence in sport in South Africa?**

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**Question 2: Does the content of the NSRP assist in the development of sport in South Africa?**

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**Question 3: Will the NSRP in your opinion assist South Africa to become an active and winning nation?**

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**SECTION B : INSTITUTIONAL APPARATUS**

**Question 4: Are the institutional apparatus in place to successfully implement the NSRP?**

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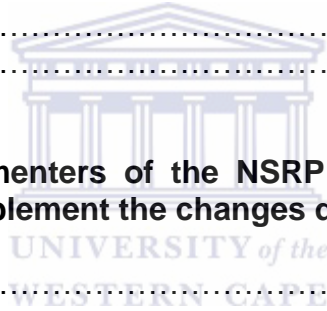
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**SECTION C : ADMINISTRATIVE AND COMMITMENT CAPACITY**

**Question 5: Are all stakeholders, government in particular committed to implementing the NSRP?**

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**Question 6: Do the implementers of the NSRP possess the administrative capacity to implement the changes desired from them?**



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**SECTION D : SUPPORT OF CLIENTS/ COALITIONS FOR THE NSRP**

**Question 7: Do the federations, athletes and sport administrators support the implementation of the NSRP?**

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**Question 8: What strategies in your opinion do stakeholders employ in strengthening or deflecting the implementation of the NSRP?**

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**Question 9: Do you have recommendations relating to the implementation of the NSRP?**

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**Question 10: We have reached the half way mark of the period 2012-2022. On a scale of 1-5 how would you rate the success of the NSRP?**

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THANK YOU FOR YOUR PARTICIPATION!

