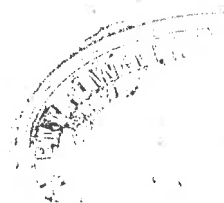


DISCUSSION PAPER

SPORT AND RECREATION DEVELOPMENT

CONTENTS



1. Sport
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4. Other Issues
 - Funding
 - Facilities
 - Education
 - Organisational Problems
 - Information/Communication/Promotion

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SPORT/RECREATION DEVELOPMENT

A. INTRODUCTION

- . This paper aims to:
 - draw parameters for possible sport/recreation/fitness development in Australia;
 - outline some of the issues to be thought through in policy development;
 - put the National Sports Institute into perspective of total development;
 - bring into focus, areas effected directly by Federalism policy.

B. BASIC QUESTIONS

- . Basically, four questions might arise
 - Why should Federal Government be involved?
 - . fitness/health of nation
 - . international prestige
 - . keep in step with other nations
 - . keep abreast of State developments
 - . as preventive health measure (balance to health costs)
 - . individual quality of life
 - . recognition of public interest and demands
 - . increased leisure
 - . international relations
 - . too large a problem for State/local governments
 - . in national development, Federal Government has specific responsibilities
 - . part of community development
 - Who should Federal Government assist?
 - . elite sportsmen/women only
 - . national/State/regional/or local associations
 - . commercial organisations
 - . recreation industry
 - . professional or amateurs or amateur section of professional bodies
 - . sports associations or recreation groups as well e.g. chess, bushwalking
 - . competitive or non-competitive
 - . State/local governments only - bloc funding

- How should Federal Government help?

- . by overall national policy development
- . by funding programs
- . by meeting State requests, i.e. gap filling
- . by encouraging private sector funding of sport/recreation
- . as Recreation Ministers' Council suggests
 - information and communication
 - national ventures
 - international ventures
 - planning and research
 - education of recreation workers
 - co-ordination in areas of Federal responsibility and other areas as requested by States in interest of effective use of resources

- Where should Federal Government help?

- . Federalism policy important here
- . should it have overall policy, or only gap filling role
- . so many possible areas, it becomes matter of priority setting
- . specific areas (sport, fitness, recreation) discussed separately

C. SPORT

(a) Administration

- . Present position
 - mainly part-time and often ineffective
 - often most available person, not best qualified
 - tasks becoming increasingly complex e.g. Sports Institute report
 - no basic training courses
 - often distributed around States on rotation basis
- . Development
 - training courses and qualified people needed
 - office equipment required
 - efficient administration is key to developing sport

. Possible solutions

- Canadian sports administration centre offers good model
- salaries, offices and services by Government in central location
- courses required for all levels (Institute could provide)
- short term assistance could include seminars, publications, and subsidies for national associations

(b) Coaching

. Two major elements at national level

- coaching of coaches
- coaching of national team

. Present position

- essential to good performance
- very few national associations have coaching plans or full-time trained coaches (except where heavily sponsored)
- there are no tertiary training courses and few at any other level
- no comparability of coaching recognition between sports or States
- in this area, junior sports coaching as important as in national events

. Development

- Institute concept important here
- courses for all levels required
- national coaching plans required for all sports (include full-time national director of coaching)
- accreditation system worth considering
- exchange of coaches with other countries

. Possible solutions

- full-time coaches/sports development officers

- implementation of recommendations of Institute report
- encouragement of greater commercial sponsorship (but has problems in some cases)

(c) Sports Institute

- . Task Force report recognises many sports development problems and Institute offers solutions.
- . Does not claim to answer all problems.
- . A suggested departmental approach is attached (A Model).
- . Institute may not adequately recognise what State Departments see as their prerogatives (States are presently assessing the report and give us their views in near future).
- . Perhaps real issue is whether a new structure is required to carry out Institute role or can it be done better by existing structures.
- . May wish to discuss separately.

(d) Athletes

- . In addition to helping associations, sportsmen and women have individual problems
 - need for top level coaching, facilities and competition
 - financial implications of being part-time athletes
 - isolation within Australia and in world context
- . May be worth considering
 - direct financial assistance to athletes
 - sporting scholarships
 - travel grants

(e) Major Games

- . In 1982, Commonwealth Games will be held in Brisbane (possibly 1988 Olympics in Sydney too)
- . May be advantageous for some policy guidelines to be drawn up, within Federalism, for Federal Government approach to such events (national significance)
 - consultation before application
 - basis of assistance
 - level of involvement

Bloomfield report mentioned Australia Games

- raised from time to time
- may wish to consider an approach

(f) Safety in Sport

For sometime, Federal Government has accepted responsibility for certain safety aspects of recreation

- Surf Life Saving
- Royal Life Saving
- Gliding, Parachuting, Hang-gliding through Department of Transport

May wish to look at broader view to see if Commonwealth has role in

- developing safety standards for equipment/facilities
- encouraging inquiries to sports injuries
- help to volunteer coast guard patrols

D. FITNESS

Liberal/National Country Parties Health Policy paper refers to

- need for preventive health measures
- education and research into physical fitness and diet
- manpower

National Fitness Act 1941 still operative

- is it still appropriate

Strategy may be fitness in relation to preventive health

- more people actively engaged in recreative activities
- fitness-for-living

An area of possible involvement for all levels of Government and private enterprise

- sponsorship possible

- . Opportunity for education and promotion of fitness/recreation using modern marketing techniques
 - Life. Be In It
 - Sport-for-all
 - Trim
 - Fit Kits
 - National awards for age group fitness
- . Other possibilities include
 - national fitness standards and testing
 - community fitness testing vans
 - testing facilities in community health centres/hospitals/universities
 - recreation provision in industry
- . Federalism policy important here.
- . Separate paper provided earlier to Mr Simon may be of interest here.

E. RECREATION

- . Habitat plan for action recommended that
 - "National Governments should co-ordinate and co-operate with the efforts of local and regional authorities and organisations in the planning, development and implementation of leisure and recreational facilities and programs, for the physical, mental and spiritual benefit of the people"
 - see attachment A
- . In Australia, recreation mainly a State and local government responsibility but Commonwealth seen to have a role.
- . Some forces acting in recreation are
 - changing patterns in urban living
 - increased mobility
 - increased leisure time

- . These forces
 - place great demands on State/local resources
 - often exhaust State/local resources on immediate demands
 - limit adequate planning
- . Commonwealth Government can
 - assist by investigating issues
 - encouraging innovation
 - undertaking pilot projects
 - collect data
- . All matters are of concern to all States and can most effectively and efficiently be handled at Federal level.
- . Balanced overview also required at Federal level where recreation is important in urban affairs, education, health, immigration, welfare, housing, national parks.
- . Federal role in information, research, and planning elements of recreation development can manifest itself in a number of ways
 - development of approaches to recreation planning which can be applied by all interested States and local government - essential if best use is to be made of scarce recreation resources
 - investigation of specific issues in recreation, e.g. recreation needs of women, the elderly; design and financial implications of various recreation facilities
 - collection and dissemination of overseas experiences and research in recreation
 - encouragement of exchange of ideas between those involved in recreation development in Australia

F. OTHER ISSUES

(a) Financial Considerations

- . Government assistance may be
 - direct
 - indirect
 - co-ordinated with private sector

Under Federalism policy, some form of bloc funding to States for some aspects of sport/fitness/recreation may be appropriate.

Direct assistance

- grants to sporting groups either as grants-in-aid or subsidy
- might be tied or untied
- payments on behalf of sporting groups (e.g. Canadian administration centre)

Indirect assistance

- mainly through Federal legislation in taxing role. Possible classifications include

- elimination or reduction of sales tax on sporting equipment
- sales tax exemption for amateur sporting and community recreation organisations
- income tax deductions for donations to sporting and community recreation organisations
- income tax deductions for expenditure on personal fitness programs and courses
- easing of the conditions for the import of sporting goods under customs by-law
- extending the exemption from income tax for sporting clubs established for the encouragement or promotion of an athletic game or sport to cover those sports in which "human beings are (not) the sole participants"
- Some argue for assistance on basis that percentage of revenue gained through taxes on sporting/recreation equipment should be returned to sport. (Currently in excess of \$25m. per annum).
- Co-ordination with private sector
 - private enterprise currently spends large amounts on sports sponsorship
 - mainly professional sports
 - large TV audiences and spectators
 - smaller amateur sports generally not included

- mechanism may be possible for more equitable distribution of these funds with some Government involvement
 - . establish sponsorship body
 - . facilitate approaches to groups
 - . matching funds for special sponsorship
 - . sponsorship for special activities which are inappropriate for Government
- . Has implications for tax concessions also as in present Australia Council proposals (concessions for gifts).
- . Comparisons often made between Federal help for Arts and Sport. (Arts at least 20 times greater).
- . May wish to consider value of some type of continuing income scheme as in Victoria and more recently other States
 - T.A.B. funds
 - Soccer pools
- . Are there legitimate Federal approaches
 - Sports lottery
 - percentage of soccer pools
 - percentage of sales tax revenue

(b) Facilities

- . Two broad types to consider
 - community recreation facilities
 - sports facilities of international standard
- . Large expenditure involved but may be seen as vehicle for Government policy
 - types of community facilities required
 - national prestige
 - use of school facilities
 - multi-sports Games
- . Federalism policy important
 - innovatory
 - agreed areas of national need

- special situations
- . Funding implications for all 3 levels of Government
 - bloc funding
- . Other aspects of facility development to be kept in mind include
 - management requirements
 - technical standards
 - multi-purpose vs maximum use
 - ensure use of existing facilities

(c) Education

- . The education system has many implications for sports development
 - the place of sport/recreation in curriculum
 - curriculum development
 - community use of schools
 - provision of sports facilities in schools (as for libraries/science buildings)
- . The Sports Institute report raised a number of issues
 - specialist sports schools
 - need for involvement at tertiary level in
 - . research
 - . sports medicine
 - . sports science
- . In addition, needs of voluntary workers are important
 - adequate training
 - provision of material/information
- . In fact, voluntarism is significant to whole process and policy guidelines may need to reflect this.

(d) Organisational Problems

- . Need to look at issue of "politics and sport"
 - how far should Government get involved
 - what is best way for it to do so

- Sports have no umbrella structure over and above national associations
 - current moves by sports for a confederation of sports
 - does government see value
 - should it assist
- How does Government seek views of sporting groups
 - through Confederation
 - through advisory council
 - through some other committee structure
- How does Government wish to deliver its services
 - through a Government Department (Canada)
 - through a statutory authority such as an Executive Sports Council (cf Australia Council and Sports Council in England)
 - through an independent body like a Sports Confederation (some European countries)
- May wish to consider role of various associations in delivery process
 - Australian Council for Health, Physical Education and Recreation
 - Australian Sports Medicine Federation
 - Australian Institute for Parks and Recreation

(e) Information/Communication/Promotion

- Federal Government has position of co-ordination and dissemination of information currently available to
 - State Departments
 - planners
 - voluntary and professional workers
 - tertiary institutions
- Additionally, needs to gather information and give direction to research
 - may fund research
 - co-ordinate data collecting

- . Method of delivery is important
 - departmental
 - library systems (even at local level)
 - Institute
 - combination of above
- . May have role of conducting workshops and seminars e.g.
 - "Leisure - A New Perspective"
 - "Sports Coaching"
- . Resulting publications are now recognised text books
- . Promotion at national level may be worthwhile
 - sport-for-all
 - Life. Be In It
 - Trim (in Europe)
 - fitness testing of national figures to create awareness

G. CONCLUSION

- . Not all above points can be expected to be reflected in policy guidelines which emerge but
 - paper outlines issues
 - may give some direction
- . No doubt, there are omissions
 - most important may be special groups which might require special consideration
 - . aboriginals
 - . migrants
 - . handicapped
 - . women
- . May be appropriate to consider if legislation required.
- . Finally, believe that long term policy is most important and should not be sacrificed for short term expedients.

EXTRACT FROM HABITAT'S VANCOUVER PLAN
FOR ACTION (BEING THE RECOMMENDATIONS OF THE
HABITAT CONFERENCE FOR NATIONAL ACTION ON
HUMAN SETTLEMENTS, JUNE 1976)

C.18 RECREATION

- (a) As our cities continue to grow, there is an increasingly important basic human need to be provided for, in physical, mental and spiritual benefits to be derived from leisure and recreation. Leisure well used in constructive recreation is basic to the self-fulfilment and life enrichment of the individual, strengthening the social stability of human settlements, both urban and rural, through the family, the community and the nation. Providing opportunities for the pursuit of leisure and recreation, both physical and spiritual, in human settlements, improves the quality of life, and the provision of open space and facilities for leisure should be a concern of high priority.
- (b) NATIONAL GOVERNMENTS SHOULD CO-ORDINATE AND CO-OPERATE WITH THE EFFORTS OF LOCAL AND REGIONAL AUTHORITIES AND ORGANISATIONS IN THE PLANNING, DEVELOPMENT AND IMPLEMENTATION OF LEISURE AND RECREATIONAL FACILITIES AND PROGRAMS, FOR THE PHYSICAL MENTAL AND SPIRITUAL BENEFIT OF THE PEOPLE.
- (c) This may be achieved by:
- (i) developing criteria for determining the national, regional and local recreation requirements to meet the leisure needs of the people;
 - (ii) establishing channels for popular participation by public agencies and private groups;
 - (iii) including adequate provision for recreation and leisure needs of both resident and transient populations by setting aside land for open space, play areas, social and cultural centres;
 - (iv) providing training programs at all educational levels to develop leadership in recreation and leisure activities from community neighbourhood to national levels;
 - (v) encouraging recreational activities appropriate to local cultures, first utilising existing resources of personnel, outdoor and indoor space, then ensuring the increasing availability of a greater variety of resources through programs of development;

- (vi) providing access to natural landscapes and wilderness areas, while ensuring that such areas retain their qualities unimpaired.

SPORTS DEVELOPMENT IN AUSTRALIA

A MODEL

The Current Situation

- The general level of physical fitness of Australians is low and declining as evidenced by
 - national heart foundation statistics
 - youth fitness survey
 - studies by fitness centres
- Australia's sporting achievements at international level have declined as evidenced by
 - sporting results generally and 1976 Olympic results particularly
 - world swimming titles, Cali 1975
 - tennis, golf, rugby results

The Problems of Sport in Australia

- Sporting facilities in Australia are inadequate in both number and standard, with the result that
 - insufficient opportunities for all to compete
 - top competitors are ill prepared for international competition. (hockey, swimmers, cyclists etc)
 - overseas competitors reluctant to come here to compete
 - little is known about prevention and cure of sport injuries
- Most sports are conducted on a voluntary basis, from local club level to international standard, with the result that
 - administration is part-time, inadequate, ineffective and often parochial
 - sports are generally run by those most available rather than those best qualified
 - administrators have insufficient time to devote to developing their sport
 - coaching techniques are not taught at any level and national coaching plans are non-existent, therefore coaches are generally not adequately trained
 - Australian sportsmen continue to compete on natural ability without proper preparation which places them at a disadvantage in comparison to athletes of other countries

Sport, at all levels, is usually unco-ordinated and parochial and does not speak with a common mind with the result that

- the communality of sport is not used to foster fuller maximum use of available resources
- national leadership is not provided by national associations to all members, either in coaching or administration
- unco-ordinated and uneven development occurs from State to State

Australian sport has other special development problems

- because its seasons are the reverse of Northern Hemisphere countries competition is often difficult
- distances both within Australia and from other major nations, create problems for top competitors

Action to Meet These Problems

Sporting bodies can do a great deal to help themselves

- improve coaching and administration
- co-ordinate efforts within each sport and between sports

BUT

- ability to do this on part-time basis is suspect
- fundraising is no easier and costs are rising "

Government must decide whether it has a role and responsibility

- national fitness (as in 1941)
- national health problem (preventive health)
- national prestige (Government)
- national pride (people)
- international connotations of sporting exchanges, Games etc
- national leadership by Government through sports
- significance of sport to large numbers of Australians as evidenced in media, attendances etc

Overseas precedents

- Canada
- Great Britain
- East Germany
- West Germany

All other national Governments have taken a role and therefore Australian Government should and must follow suit in these areas clearly of national responsibility

- is a national problem
 - . national administration
 - . national coaching plans
 - . research
 - . sports science
 - . international type facilities
- States cannot solve national problems, and in fact, if allowed to try, would exacerbate them
- if Federal Government doesn't act, nobody can or will with the result that the nation's physical fitness will decline further still and performances will get worse

An Approach/A Model

- . The National Sports Institute Study Group's report provides a model for Commonwealth Government action. Its recommendations cover the following broad areas
 - coaching
 - administration
 - research/sports science
 - sports medicine
 - information
 - physical fitness
 - facilities
 - elitism/mass participation
 - structure of an institute
- . All have direct implications for Federal Government
 - based on overseas approaches
 - suggests a structure to co-ordinate efforts in Australia
- . Whether structure is the best way in the long term or not, the areas of concern defined in the report and the central co-ordinating function is worthy of support.
- . All these elements lie easily within the guidelines of Commonwealth/State responsibilities for recreation laid down by RMC
 - information and communication
 - national ventures
 - international ventures
 - co-ordination in areas of Federal responsibility ...
 - planning and research
 - education of recreation workers

Outcomes of This Model

If the model was accepted as a long term approach, expected outcomes would be

- a comprehensive approach to sports development from the Federal Government
- an established framework within which other levels of Government might work
- a greater involvement in sport generally by Australians and better performances by top competitors
- a more efficient sporting body net-work which could more adequately look after its own affairs

Recommendation

- . The Commonwealth Government should
 - accept the concept of the report in principle
 - endorse particular recommendations concerned with co-ordination of efforts as priorities for action
 - undertake to consider further the structure but undertake to implement findings over time as budgetary restrictions allow
 - implement some first tentative steps in 1976/77 with a view to more comprehensive action in 1977/78
- . In this regard, in 1976/77, a start should be made on assistance for
 - national coaching and administration programs
 - travel assistance for national teams to international events
 - administration costs of international events in Australia

Consequences of Non-Action

- . If Federal Government does not accept its responsibility for sports development
 - the present unco-ordinated and ineffective system will continue
 - nation's fitness will continue to decline
 - while individual sporting performances may not get worse, the rate at which we are left behind internationally will increase
 - the whole area of national/international sport will be left unaided

Public opinion, as expressed most recently, during the Olympics, suggests that Australians want their athletes to do well in international competitions and it would seem that there is an expectation that the Federal Government should play an active part in this.

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