

Provision of Recreational Facilities by Local Government in South Africa: A Case of City of Tshwane

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Abstract: The provision of recreational facilities in South Africa has been receiving considerable attention as a significant part of the character of a planned community. This is due to their value in contributing to the on-going economic vitality of communities throughout the country in areas of tourism, revenue producers for entrepreneurs and recreational spaces within natural resources. This realization has placed a mammoth task on authorities within the local sphere of government. Municipalities are at the epicenter of the both the provision of these facilities in terms of availability of resources, quality and accessibility of these facilities by local communities. To ensure that these facilities contribute to the strategic value and a direction of sustainable recreational services, this article presents the results of a study conducted within Tshwane Metropolitan Municipal area in predominantly / underdeveloped communities. A case study design research paradigm was designed for this study in which data was collected through survey questionnaires, official reports and archival documents. What the study revealed is the incongruence of the officials' views as against the communities' expectations. The recommendations are presented to effect alignment of this challenge.

Keywords: Benefit-based management, Metropolitan municipality, Recreation facilities, Tshwane metropolitan municipal

1. Introduction

This study was prompted by the need to understand the underlying factors on the importance of the provision of recreational facilities as a significant part of the character of a planned community. These facilities contribute to making community desirable places to live, work, play and visit, thereby contributing to the on-going economic vitality of communities throughout the country. This article was also necessitated by the need to investigate management structures and plans of recreational facilities to determine the success and identify what they want to achieve through financial and social objectives on meeting local needs. A well-developed management plan is a useful promotional tool for educating staff, community groups and decision makers about the importance of recreational facilities and their management, and what they try to achieve. Recreational facilities exist in two broad categories of structures. One is natural environment where little about the attraction has been constructed by people; the other category of recreation facilities include man-made structures, which are planned, conceived, designed, constructed and occupied by management system to deliver a recreation product (Mull, Beggs & Renneisen, 2009:18-9), Managers, have the ability to manipulate recreation settings

which can directly or indirectly influence recreation behavior that results in visitor-produced recreation experiences and benefits. Creating and maintaining a recreation facility as a fundamental space requires significant management effort. This forms the basis of recreation facility management, a support process aimed at enhancing the success of the core product and its extensions. This article will limit itself to the following aspects as they relate to the South African local government system, with reference to the City of Tshwane Metropolitan Municipality (CTMM); National Framework for Local Economic Development in South Africa; National and Provincial Sports and Recreational Legislation and associated strategic documents. The challenges of the provision of recreational facilities faced by the City and possible recommendations will be advanced.

2. The History of Recreation: A Global Overview

During the Middle Ages (1000-1500), the need to enclose cities within protective walls necessitated building within a compact area that left little space for public gardens or sports areas. Satellite communities developed around the city, but usually with little definite planning. As the Renaissance period (1400-1600) began, European town planning was characterised

by wide avenues, long approaches, handsome buildings, and similar monumental features. There were walks and public squares often decorated with statuary. In some cases, religious brotherhoods built clubhouses, gardens, and shooting stands for archery practice that were used by town people for recreation and amusement. Great outdoor gardens were established in England to provide entertainment and relaxation (McLean & Hurd, 2012).

McLean and Hurd, (2012) further state that, the earliest planned outdoor spaces were commons or greens found in many New England communities and used chiefly for pasturing cattle and sheep but also for military drills, market days and fairs. In the design of new cities, the colonists began to give attention to the need for preserving or establishing parks and open spaces. From the mid-nineteenth through the early twentieth century this period was characterised by the widespread development of organised recreation activities and facilities by government and voluntary agencies with the intent of achieving desirable social outcomes. The beginning of the twentieth century was an exciting period marked by growing economic and recreational opportunity. At the same time, municipal parks became well established throughout the United State of America (USA). Gradually the concept that city governments should provide recreation facilities, programs and service became widely accepted.

In the 1860s, recreation in Australia has developed into a major land use, the activities that come under the broad category of recreation are really a series of land uses with varying social, economic and environmental impacts (Education and Tourism: Recreation and Tourism, 2013:1) From the earliest days in the 1800s, the beginning of the organised recreation increased. The development of facilities specifically for recreation began with the construction of government accommodation chalets in popular areas. Australian government did not consider biodiversity conservation as a high priority in the creation of protected natural areas until the 1970s. The contemporary view of protected natural areas recognises their value for conservation of biodiversity and associated ecosystem services that support human survival (Hughes, 2012).

3. The History of Recreational Facilities Management in South Africa

Since the emergence in the 1940s of an industrialised market economy in South Africa, the demand

for outdoor recreation and tourism has surged, spurred on by the availability of attractive physical facilities, greater leisure time, higher disposable income, and improved education and general living standards. Apartheid had a severe impact on the leisure lifestyles of South Africans, as degrees of affluence had become closely associated with race. Irrespective of these racial practices various sport organisations tirelessly fought for establishing a sport system free of discrimination and that would provide equal participation opportunities for all South Africans. The advent of democracy in 1994 ushered in significant changes to policies and legislation that impacted on all sectors of society and that addressed all aspects of political, social economic and human rights of people. On the same year when the newly elected democratic government came to power, it has been exerting its influence, not only on the provision and utilisation of recreational facilities, but also on the outdoor recreation behaviour patterns of many (South Africans, National Sport and Recreational Plan, 2011).

Sport and recreation in South Africa aims to improve the quality of life of all South Africans by promoting participation in sports and recreation in the country, and through the participation of sport people and teams in international sporting events. The Siyadlala Mass Participation Programme (SMPP) is the cradle of community sports in South Africa. The programme was launched in 2005 to facilitate access to sports and recreation for as many South Africans as possible, especially those from historically disadvantaged communities. The idea is to establish at least one hub in every ward in every municipality across South Africa. In 2005, the ministries of education and of sport and recreation signed a partnership agreement to resuscitate and revitalise school sports and Physical Education programmes. It focuses on capacity building, providing sports equipment for use at events, sustaining the programme by supporting local sports assistants and local leagues, and providing logistical support.

3.1 The National Level

National Sport and Recreation Act 110 of 1998 was established to provide for the promotion and development of sport and recreation in the republic. The Act determines the sport and recreation policy after consultation with or after consideration of proposals made by the Sport Confederation in so far as high performance sport is concerned, and

determine the general policy to be pursued with regard to sport and recreation. The policy determined by the Minister may, among others:

- Confirm the roles and responsibilities amongst the various role players in sport and recreation to ensure that all efforts are coordinated in an efficient manner.
- Maintain the focus on the administration of sport and recreation, as well as the development of a volunteer corps, to assist in the implementation of the various mass participation programmes.
- Provide funds annually for the creation and upgrading of basic multipurpose sport and recreation facilities subject to the provisions of section ten and according to priorities as determined by Sport and Recreation South Africa in consultation with provincial and local government and relevant sport or recreation bodies, (subsection 5(b) of Act 18 of 2007).

The National Sport and Recreation Plan (2011) was formulated within the framework of non-sexist and democratic principles as enshrined in South African Constitution (1996). In this regard sports and recreation should be seen as an integral part of transforming the society.

3.2 Policies, Programs and Plans Relating to Sports and Recreation

The White Paper on Sport and Recreation (2011) makes a clear pronouncement on government's policy regarding sport and recreation in the Republic of South Africa regarding the value of sport and recreation as a social connector, one of its most powerful development attributes. Community sport and recreation networks are an important source of social networking, helping to combat exclusion and fostering communities' capacity to work collectively to realise opportunities and address challenges. It sets out government's vision, strategic objectives, policy directives, outcomes and outputs for promoting and providing sport and recreation. In formulating White Paper on Sport and Recreation, cognisance was taken of the strategic environment in which sport and recreation is delivered. The effective implementation of government's policy on sport and recreation will also require an appropriate legislative framework, White Paper on Sport and Recreation (2011).

The focus of the National Sport and Recreation Plan is the physical well-being of the nation, it will focus on supporting sport and active recreation. There is a need to use active recreation programmes as a means to develop citizenship values in young and to teach them how to make a valuable contribution to their communities. Active recreation programmes should be designed to reach broad sectors of the population, including marginalised groups, affording them access to participation and a share in the wider sport community. The National Sport and Recreation Plan recognise that recreation is a significant part of any nation's culture, leisure time, health, economy and education. The physical activities people engage in, how they are integrated into community life, the values expressed through them and how they are celebrated, helps define individuals, groups, communities and a nation. Innovative campaigns targeting the inactive sectors need to be actioned to promote participation in sport and recreation by initiating and implementing targeted campaigns. Employees without the opportunity to participate in wellness programmes may develop serious illness and could find themselves on long-term disability for an extended period of time or be forced to discontinue working entirely National Sport and Recreation Plan, (2011).

3.3 Provincial Legislation, Plans and Programs

Gauteng Provincial Government through the Department of Sport, Arts, Culture and Recreation (SACR) is geared toward ensuring the access, increased participation and transformation of the sport, arts, culture and recreation sectors in a manner that yields optimum socio-economic benefits for all in the province. The department's vision is to develop Gauteng as a vibrant home of champions where sport, arts, culture and recreation promote nation building, social cohesion, economic growth and sustainable livelihoods through ensuring skilled, active and healthy communities, Gauteng online: (2012). The mandate of the Department of Sport, Arts, Culture and Recreation (DSACR) is drawn directly from Schedule 4 and 5 of the Constitution of the Republic of South Africa, 1996, which describes the functional areas of exclusive provincial legislative competence. In response to this mandate, the aim of the Department of Sport, Arts, Culture and Recreation is to ensure access, increased participation and transformation of the sports, arts, culture and recreation sectors in a manner that yields optimum social and economic benefit for all in the province, and promotes nation building and social

cohesion among its people, Department: Sport, Arts, Culture and Recreation. Strategic Plan, (2009-2014).

To ensure that the Gauteng Provincial Government invests in and supports the sector in promoting access, equity and redress, the department, through the mass participation programme, implements a number of recreational programmes ranging from adventure courses for youth at risk, sport for safety programmes, cluster festivals, fun runs, fun walks, marathons, 16 days of activism programmes, indigenous games, capacity building programmes, gymnastada, holiday programmes and golden games (Revised Five Year Strategic Plan, 2009-2014).

4. The Theoretical Framework Informing Facilities Management

In order to provide a context within which the study was conducted, two main theoretical frameworks were considered (i.e. Benefit-Based Management and Cost-Based Management / Cost-Benefit Analysis Approach) however, for the purpose of the study and this article the Benefit-Based Management (BBM) was adopted in is hereby explored.

4.1 Benefit-Based Management (BBM)

Benefit-based management (BBM), a new and evolving recreation management framework, targets hard to measure benefits in an attempt to define clearly the outcomes of recreation engagements. Within BBM, a benefit is an improved condition or state of an individual, a group of individuals, a society, or even nonhuman organisms. While the beneficial outcomes of recreation and leisure are becoming more widely documented and programs to facilitate positive outcomes for participants in urban recreation and sports activities are being more widely developed, managing public lands for recreation benefits is relatively new idea, (Stein & Lee, 1995). BBM expands experience-based management does not only at individual benefits but also social, economic, and environmental benefits. In order to provide opportunities for recreationists to achieve desired benefits, managers must have some knowledge of the relationship between setting characteristics and desired beneficial outcomes. A critical element in the application of BBM is an understanding of the role of the provider or recreation manager in providing benefit opportunities to recreation customers. This will require knowledge of the relationships between benefits and the activities and setting characteristics

that may facilitate realisation of those benefits (Stein & Lee, 1995).

Borrie & Roggenbuck (1995) are of the view that the BBM approach focuses on the effects of a recreational activity rather than on the activity itself. BBM is an attempt to reverse this trend by providing a clearer understanding and documentation of the recreation management process and outcomes and by giving the community voice in the planning process. It also aims to explicitly identify the unmet needs of the community, to develop specific time-bound management objectives that guide planning and programming to help meet these needs, and then to measure the outputs, or social benefits, of an agency's management. The successful classes and programs of a previous year are commonly used to simply replicate a de facto policy decision for further years. These decision making processes focus on the provision of recreation activities and on the number of people who participate in them. Facilities, staff abilities, and resource constraints also determine which opportunities are offered. BBM goes beyond simple exhibited demand for park and recreation opportunities because it looks at the needs of the people rather than just what they demand.

BBM seeks to understand not only individual on-site beneficial experiences, but also the off-site benefits, which accrue to individuals, society, the economy and the environment from the provision of public recreation opportunities (Anderson, Nickerson, Stein & Lee, 2000). A benefit can be looked at as the value-added portion of a community's role as tourism provider for persons recreating on nearby wild land areas. In terms of the BBM, benefits can be associated with one of four general categories: personal, societal, economic and environmental. The causality chain describes the temporal nature of benefit accrual and helps explain the relationships between short and long term benefits and the corresponding connection between in-site beneficial experiences and off-site benefits. Incorporating all four types of benefits into recreation resource management corresponds well with the holistic approach described within the ecosystem management literature (Anderson, Nickerson, Stein & Lee, 2000).

Bruns, Driver, Lee, Anderson & Brown, (1994) stipulate that applications for BBM include clarifying visitor demands and needs, promoting sound resource allocation decisions, optimizing management by

clarifying outputs, enabling consumers to exercise greater sovereignty in their leisure decision making, facilitating closer working relationships among a diversity of recreation-tourism partners, and advancing leisure theory and the leisure profession. BBM builds on existing managerial frameworks rather than replacing them, it expands the frame of reference for experience-based management by looking at improved conditions over time and by explicitly specifying the desirability of the managerial outputs or results which have been defined as benefits.

5. Results and Discussion

5.1 Overview of the Tshwane Metropolitan Municipality

The South African Constitution, Act 108 of 1996, provides for three categories of municipalities. The Local Government: Municipal Structures Act, Act 117 of 1998, contains criteria for determining when an area must have a category A-Municipality, (Metropolitan Municipality is a municipality that has exclusive municipal executive and legislative authority in its area) and municipalities that fall into categories B (local municipalities that shares municipal executive and legislative authority in an area with a category C municipality within whose area it falls) or C (district municipalities that has municipal executive and legislative authority in an area that includes more than one municipality).

City of Tshwane is classified as a Category A Grade 6 Urban Municipality by the Municipal Demarcation Board in terms of section 4 of the Local Government Municipal Structures Act, Act 117 of 1998. The Municipality was established on 5 December 2000 through the integration of various municipalities and councils that had previously served the greater Pretoria regime and surrounding areas. The new City of Tshwane which has a Mayoral Executive System combined with a ward participatory system in accordance with section 2 (g) of the Determination of Types of Municipality Act, 1 of 2000, and section 2(1) (c) (vii) of the North West Municipal Structures Act 3 of 2000, it has 105 wards, 210 councillors and about 2,5 million residents, and is divided into seven regions. As the administrative seat of government and hosting a number of embassies, City of Tshwane has proven to be a leader on the African continent in providing affordable industrial sites, various industries, office space, education and research facilities, (City of Tshwane: online 29 May 2013).

The Municipality serves the residents of Tshwane through the following departments: City Planning and Development, Corporate and Shared Services, Economic Development, Emergency Services, Health and Social Development, Housing and Human Settlement, Metro Police, Public Works and Infrastructure Development, Sports, Recreation, Arts and Culture, Transport and Roads, and ICT Management. The main focus in this regard is the Department of Sports, Recreation, Arts and Culture (the diagram below provides an inside picture of the Department). This department fall under the umbrella of National Department of Sport and Recreation (City of Tshwane: www.cityoftshwane.co.za online). The functionality of Sport and Recreation South Africa (SRSA) is premised on the Constitution of the Republic of South Africa, (1996) which affirms the democratic values of human dignity, equality and freedom. In line with these constitutional imperatives, SRSA has been assigned the powers and functions to develop and implement national policies and programmes regarding sport and recreation in the country. The National Sport and Recreation Act (NSRA) also ensures that South Africa contributes to sport, physical education and social development by legislating on sports participation as well as on sport infrastructure. In ensuring this, SRSA has Directorates that deal with facilities, mass mobilisation, school sport, and scientific support, as we required by the NSRA (Sport and Recreation South Africa Strategic Plan 2012-2016).

5.2 Functional Structures of the Department of Sport and Recreation (CTMM)

5.2.1 Strategic Executive Director for Department of Sport and Recreation

The Executive Director is responsible for the successful leadership and management of the organisation according to the strategic direction set by the board of directors.

5.2.2 Member of Mayoral Committee (MMC): City of Tshwane

The responsibilities of the Members of Mayoral Committee includes amongst other others to amplify the provision of municipal services and infrastructure. Accelerate economic growth, job creation and social development. Build sustainable communities with clean, healthy and safe environments as well as integrated social services. Strengthen participatory democracy and the Batho Pele principles. Promote sound governance and

ensure financial sustainability, and to intensify organisational development and transformation. The City of Tshwane contemplates these pillars in an endeavour to maximise its strengths and minimise its weaknesses, so as to make it possible for the City to deliver better and quality services to the residents of Tshwane.

5.2.3 Department of Sports, Recreation, Arts and Culture

This department focuses on providing the best possible sport and recreation facilities and services to all people in Tshwane to enhance their quality of life. The focus is also on promoting and developing, conserving and maintenance of the arts, culture and heritage in the city by making a world renowned cultural city. And lastly to provide community library and information services that contribute to the development and education of all the residents of Tshwane. The core functions of the department as mandated by the Constitution are to provide: Library and Information Services, Arts and Culture development, Facilities development, Sport and Recreation Development, Heritage Resources Development, Events Management, Archival Services

5.3 Policies, Programs and Plans Relating to Sport and Recreation

Policies, programs and plans of the Municipality are guided and formulated according to the Integrated Development Plans as required by the Municipal Systems Act, Municipal Spatial Development Framework (MSDF), Physical Planning Act (1991), Strategic Plans and Different projects implemented to satisfy different and specific needs of the residents.

5.4 Projects Completed

The City of Tshwane covers an extensive area, characterised by different types of development in terms of character, scale and intensity. It currently consists of urban and rural areas. Not all areas are urbanised to the same extent, and the City of Tshwane also has significant regional open spaces and environmentally sensitive areas. These areas are located mainly at the periphery of the city. The open space system of the City of Tshwane currently consists of developed open spaces (decorative parks, play parks, traffic islands, boulevards, malls and squares), undeveloped open spaces (play parks and traffic islands) and nature areas. The nature areas consist of nature

conservation areas, mountains, ridges, river systems and catchment areas, parks and recreational facilities IDP (2012-2016).

The Municipality implements a range of projects to address the community, strategic and technical needs of the city. Some projects are funded through a capital budget, for example, roads with estimated budget of R950 million, as they create an asset for the city. Other projects are funded through an operational budget, for example training and skills development, sustainable communities with clean healthy and safe environments and integrated social services and also economic growth and development and job creation. Departments are required to indicate the location of planned projects, so that communities will know of the projects that will benefit them. There are still challenges in this regard, due to some projects being so large in nature that they are designed to benefit more than one community, for example the waste water treatment works.

City of Tshwane adopted region based service delivery model. Each region has a regional office, managed by a Regional Executive Director. Regions are divided into wards. These wards are led by Ward Councillors together with Ward Committees. 2011-2016 Integrated Development Plan (IDP) of City of Tshwane Metropolitan Municipality states that there are projects that are already completed regarding sports and recreational facilities.

The main focus area is largely on Region One (1) which consists of the following places, according to IDP 2011-2016, Ga-rankuwa, Mabopane, Winterveldt, Soshanguve, Theresa Park, Nina Park, Amandasig, Karen Park, Rosslyn, The Orchards, Kopanong, Klipkruisfontein and Hebron. For the purpose of this study, the focus was on the North Western Area of Region One: Ga-rankuwa, Mabopane, Soshanguve and Winterveldt. This region features informal settlements, low income residential areas and high dependency on public transport.

A. Mabopane Golf Development Project

It entails commencing bid to improve and develop golf as a sporting code. It targeted golf clinics where hands on tips, demonstrations and lectures by the professional golfers will be on display to the aspirant golfers. The young and upcoming golfers from disadvantaged backgrounds benefit from coaching methods, exposure to fundamental skills and techniques by the professionals.

B. Ga-Rankuwa Library

It is named after Mr VT Sefora, the first principal of the first high school in Ga-rankuwa called Thopo, and now called Tselatshweu, who was active in politics. It is situated in Ga-rankuwa, Zone 2. The general services of this library include assistance with school projects, study facilities, photocopying services and book loans. The library is also conveniently situated nearby tertiary institutions like Tshwane University of Technology (TUT) Medical University of South Africa (Medunsa). The focus of community library is on the provision of information, supporting education, the development and maintenance of a reading culture, and the presentation and facilitation of various developmental outreach programmes.

C. Soshanguve Block X Community Centre

This centre is a public location where members of a community tend to gather for group activities, social support, public information and other purposes.

D. West End Disability Sport Facility, Soshanguve Block K

This is a community based rehabilitation centre which works to enable persons with disability to overcome their physical limitations and empower them economically and socially to become self-reliant and fully integrated members of their community.

6. Related Challenges of Provision of Sport and Recreational Facilities

6.1 Management of Facilities

Sport and recreational facilities are created to cater for the communities' needs at large. These facilities are managed on the daily basis through a diary and per appointment.

- A community member may book a facility according to the event that need to be pursued. All necessary documentation including amongst others the walk-in documents, message books, contract book, security damage deposit form as well as stationary and equipment forms will be filled to secure that particular facility.
- In order to ensure that facilities are at all times secured, a weekly attendance register of staff and weekly activity sheet that govern the various programs in various sport and recreational facilities.

6.2 Challenges Facing the Management of Sport and Recreational Facilities

- The challenge relates to the lack of resources, especially staffing and the minimal involvement of community in the planning stages of the projects.
- The lack of congruence between what the department's plans and the community's needs in terms of the actual service for a particular community, for example, hosting water or swimming polo clinic, which might not be relevant to a specific community as they don't have swimming pool or have less interest in swimming.
- Lack of full support and cooperation from ward councillors, the department and other stakeholders because of disagreements and miscommunication, lack of technical knowledge and understanding of projects, which tends to be time consuming.
- Lastly, compiling a report in the sport and recreation division (Standard and Norm report, Occupational Health and Safety report and Financial report), is always problematic as they don't usually correlate.

7. Conclusion and Recommendations

The overall aim of the paper was on the provision of recreational facilities in ensuring a complete and balanced life-style for communities, and the importance of their maintenance to ensure the vitality of communities. The article identified among others, that the CTMM is committed in its endeavour of providing the best in the provision and management of recreational facilities within its jurisdiction within its available financial and administrative capabilities. What came as a key aspect in the challenges identified relate to the role local communities play in ensuring the sustainability of the services by collaborating with the authority. The results revealed that the CTMM, in its pursuit of this mandate, is working within the ambits as provided for by the South African Constitution (1996), Sports and Recreational South Africa (National), the Provincial Framework, The Municipal Framework including its programmes and projects. The following are the recommendations based on the challenges identified:

Investing in Human Capital: The Department should consider investing in young people, with lots of energy and enthusiasm, through the possibility of

creating opportunities for sponsoring employees to universities and colleges to equip them with the necessary technical skills and knowledge regarding sport and recreation management.

Information Flow: Communication plays a vital role in the success of the project, therefore effective channels of communication and information be established between the government and city officials, elected representatives, communities and other stakeholders to facilitate effective participation.

Ensuring the Relevance of Projects to Communities: It is imperative for government to know the communities they serve and their needs. The Department should consider extensive involvement of in the planning of projects for the benefit of those communities.

Community Involvement in All Stages of Projects: the department should continuously engage stakeholders in all stages of projects to avoid boycotts and rejection of service delivery.

Standard Reporting: for the benefits of both government and communities, it is important that officials report on all phases of the projects that are undertaken. Reporting on all aspects agreed upon. These should include but not limited to norms and standards, occupational health and safety and, finally financials.

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