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**THE POLITICS OF SPORT FUNDING:  
AN ANALYSIS OF DISCOURSES IN NEW ZEALAND GOLF**

A thesis  
submitted in fulfilment  
of the requirements for the degree  
of  
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at  
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## **Abstract**

In recent decades, the level of government intervention in sport has increased, involving greater resource allocations to community sport development, high performance sport and business capability initiatives. Within this context, sports organisations have faced increasing expectations around financial accountability and the need to provide professional governance and management. Increasing government intervention in sport has, however, not been matched by a growth in research, particularly into the way government involvement both reflects and contributes to changing understandings of the nature of sport and related changes to sports organisation that affect people's opportunities to participate. This thesis seeks to address this gap by carrying out a critical analysis of the politics of sports policy in New Zealand, with a specific focus on golf.

The research specifically aims to understand the nature of sport as understood by key stakeholders in sports policy; explore the discourses and underlying values that underpin investment into the golf sector; examine the wider implications of the discourses on sport funding decisions; and uncover the hidden politics of sport funding. It does so by adopting critical discourse analysis approach that recognises the discursive context within which sports policy and organisation are constructed. In this instance, the critical discourse analysis approach attempts to capture the underlying ways of seeing, explaining and understanding the sports policy context, and the way that these understandings influence the relationships between the government, voluntary and corporate institutions that are involved. The research explores the way dominant discourses shape the understanding of sport, and specifically golf, by these stakeholders and how these influence the priorities of sports organisations. The study reveals the way the discourses shaping the direction of national sports policy privilege a business approach, which position sport as a means to economic development, although alongside this are discourses that emphasise the value of sport as a means to social inclusion and health and wellbeing.

The study recommends further research that include a comparative analysis of the findings in NZG with other nations that have both established sports policies and golf governing systems (e.g. the United States or the United Kingdom) with a greater focus at the grassroots level.

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The last two years have been an unexpected adventure and it was not without the support of the wonderful people that have been part of this journey. I would like to acknowledge the financial contribution of the University of Waikato and the Sir Edmund Hillary Programme Executive Group gained through the Sir Edmund Hillary Scholarship.

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Lastly, my gratitude and love go to my mother and sister. They have been through this entire journey and have shared all the moments with me. Without you both, this would not have been possible.

## Preface

As an elite amateur golfer, I have a personal interest in the way that golf is governed and managed in New Zealand. Having been through the golf system from an entry level to the international level, I have a greater understanding and respect for the way that golf is valued by people across the golfing community. I find myself immersed in a variety of ways in golf: as a form of enjoyment, as a way of life, as an ongoing challenge and as the means to a financial career. Perhaps as a consequence of this, I find myself questioning the nature of the sport and the role that different people have in shaping the sport today.

Importantly, attached to the idea of the elite amateur or the professional golfer is the notion of financial security. I find myself wondering about the reasons for the financial investment in golfers like myself. How could we be seen as something of value to people in the golf community? Why would people invest in golf in general? How do sports organisations prioritise their investment, and to what benefit for the affiliated clubs and members? These initial questions spurred my interest in locating my thesis research on the financial investment in the golf sector. Being a student of political science and public policy helped me place this study within a political context that uses a discourse analysis framework.

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## List of Abbreviations

AMP	Australian Mutual Provident Society
CDA	Critical discourse analysis
HPSNZ	High Performance Sport New Zealand
IOC	International Olympic Committee
LGU	Ladies Golf Union
LPGA	Ladies Professional Golf Association
NSO	National Sports Organisations
NZG	New Zealand Golf
NZGA	New Zealand Golf Association
NZLGU	New Zealand Ladies Golf Union
NZPGA	New Zealand Professional Golfers Association
PDA	Political discourse analysis
PGA	Professional Golfers' Association
RST	Regional Sports Trust
Sport NZ	Sport New Zealand
The R&A	The Royal and Ancient Golf Club of St Andrews
TNZ	Tourism New Zealand
USGA	United States Golf Association
WGNZ	Women's Golf New Zealand

# Chapter One: Introduction

Although sport has historically been an important part of social and community life, today it is also significant in political and economic terms. The growing professionalisation of sport and the increasing application of technology and science to sporting endeavours have seen a shift towards the greater influence of commercial drivers. The global context of sport and the need to attract necessary funding or sponsorship to compete in that environment has led to many sports organisations changing their practices and modes of engagement with communities. Sports organisations have become more financially accountable and have been forced to become more professional. This has typically involved the adoption of new management practices such as developing strategic plans and implementing performance measures related to outcomes that align with the goals of funding bodies, particularly government, and investment partners. Consequently, this has shaped the values, structure and direction of many sports organisations in a way that is informed by prevalent business-like standards. These changes not only reflect the trends in sport, but wider trends within government, the mass media, and the economy.

This thesis examines these trends through a case study of New Zealand Golf (NZG). The study focuses on discourses within government, Sport New Zealand (Sport NZ) and the golf sector, particularly at the national and regional levels, with four aims: first, to understand the nature of sport as understood by stakeholders in sports policy in New Zealand; second, to explore the discourses and underlying values that underpin investment into the golf sector; third, to examine the wider implications of the discourses on sport funding decisions; and last, to uncover the hidden politics of sport funding. The following sections introduce the background and context of this topic, and the outline of the thesis.

## **Background: Sport and Policy**

In recent years, the level of government intervention in sport has increased, with many developed countries today having a sports policy agenda involving resource allocations to community sport development, high performance sport and business capability initiatives. Sport is increasingly exploited by government as a vehicle to accomplish both sports policy objectives (e.g. sporting success on the international stage) and non-sports policy goals (e.g. reducing obesity and tackling social exclusion or promoting economic activity through hosting major sporting events).<sup>1</sup>

The focus of national sport policies in developed countries is generally accepted as the twin objectives of increasing community participation and enhancing elite sport performance.<sup>2</sup> Community sport development has been pursued through initiatives to improve management, with the focus primarily on national sports organisations (NSOs) and clubs. Management improvement efforts have typically been framed around strengthening governance and organisational performance, with government funders in particular having an interest in maximising the value of their investment in sport. These initiatives can be traced to the 1980s and 1990s with the introduction of ‘business-like’, commercial approaches to managing sport. There has been a related shift from the traditional structure of representative governance processes to a professional, business focus.

Increasing government involvement in sport has, however, not been matched by a growth in research, particularly into the role of government and government agencies in influencing the development of modern sport and the effects of government intervention on wider policy areas. Houlihan et al. have noted that there is a gap in the existing literature on sports policy and development. They refer to a need for an “explicit and

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<sup>1</sup> Nils Asle Bergsgard et al., *Sport Policy: A Comparative Analysis of Stability and Change* (Oxford: Butterworth-Heinemann, 2007).

<sup>2</sup> Bob Stewart, *Australian Sport-Better by Design? The Evolution of Australian Sport Policy* (Routledge, 2004); Bergsgard et al., *Sport Policy: A Comparative Analysis of Stability and Change*; Mick Green and Barrie Houlihan, *Elite Sport Development: Policy Learning and Political Priorities* (New York; London: Routledge, 2005).

theoretically informed understanding of the process of sports policy-making and the role and significance of government and state agencies".<sup>3</sup> Most studies in sports policy research have focused on topics such as elite sport,<sup>4</sup> the role of sport in economic development and urban regeneration,<sup>5</sup> and sport as a means of development.<sup>6</sup> There have also been a number of country-specific studies,<sup>7</sup> or comparative studies across different countries,<sup>8</sup> and a number of studies that have explored different approaches to the analysis of sports policy itself.<sup>9</sup> These studies have examined the effects of sports policy networks and the conceptualisation of sport within the policy agenda.

The authors in these studies have recognised that the dominant voices as reflected in these discourses can result in a limiting or narrow view of

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<sup>3</sup> Barrie Houlihan, Daniel Bloyce, and Andy Smith, "Developing the Research Agenda in Sport Policy," (2009): 1.

<sup>4</sup> Bergsgard et al., *Sport Policy: A Comparative Analysis of Stability and Change*; Veerle De Bosscher, Paul De Knop, and Maarten van Bottenburg, "An Analysis of Homogeneity and Heterogeneity of Elite Sports Systems in Six Nations," *International Journal of Sports Marketing & Sponsorship* 10, no. 2 (2009); Mick Green, "Integrating Macro- and Meso-Level Approaches: A Comparative Analysis of Elite Sport Development in Australia, Canada and the United Kingdom," *European Sport Management Quarterly* 5, no. 2 (2005); Green and Houlihan, *Elite Sport Development: Policy Learning and Political Priorities*; Mick Green and Ben Oakley, "Elite Sport Development Systems and Playing to Win: Uniformity and Diversity in International Approaches," *Leisure Studies* 20, no. 4 (2001); Barrie Houlihan and Mick Green, *Comparative Elite Sport Development* (Routledge, 2007).

<sup>5</sup> Chris Gratton and Ian P. Henry, *Sport in the City: The Role of Sport in Economic and Social Regeneration* (New York; London: Routledge, 2001); Chris Gratton, Simon Shibli, and Richard Coleman, "Sport and Economic Regeneration in Cities," *Urban Studies* 42, no. 5-6 (2005).

<sup>6</sup> Fred Coalter, *A Wider Social Role for Sport: Who's Keeping the Score?* (New York; London: Routledge, 2007); Barrie Houlihan and Anita White, *The Politics of Sports Development: Development of Sport or Development through Sport?* (New York; London: Routledge, 2002); Kevin Hylton and Peter Bramham, *Sports Development: Policy, Process and Practice* (New York; London: Routledge, 2008); Kevin Hylton, *Sports Development: Policy, Process, and Practice* (New York; London: Routledge, 2001).

<sup>7</sup> Mick Green, "Changing Policy Priorities for Sport in England: The Emergence of Elite Sport Development as a Key Policy Concern," *Leisure Studies* 23, no. 4 (2004); Michael P. Sam and Steven J. Jackson, "Sport Policy Development in New Zealand: Paradoxes of an Integrative Paradigm," *International Review for the Sociology of Sport* 39, no. 2 (2004); Stewart, *Australian Sport-Better by Design? The Evolution of Australian Sport Policy*.

<sup>8</sup> Bosscher, Knop, and van Bottenburg, "An Analysis of Homogeneity and Heterogeneity of Elite Sports Systems in Six Nations."

<sup>9</sup> Laurence Chalip, "Critical Policy Analysis: The Illustrative Case of New Zealand Sport Policy Development," *Journal of sport management* 10, no. 3 (1996); Ian Henry et al., "A Typology of Approaches to Comparative Analysis of Sports Policy," *Journal of Sport Management* 19, no. 4 (2005); Barrie Houlihan, *Sport, Policy, and Politics: A Comparative Analysis* (New York; London: Routledge, 1997); "Public Sector Sport Policy: Developing a Framework for Analysis," *International Review for the Sociology of Sport* 40, no. 2 (2005).

sport, which can minimise the potential for policy intersection and may exclude other broader issues on the government agenda.

## **Discourse and Sport Policy**

This research will approach the study of sports policy in a way that recognises the discursive context within which it is constructed. Discourse-sensitive policy research constitutes attempts to capture the underlying ways of seeing, explaining, or understanding a particular policy context, policy problem or policy action and different actors' understanding of those realities.<sup>10</sup> Scholars have examined the dynamics of politics, policy and power by studying discourse.<sup>11</sup> Sports policy can be seen as inherently political given that, as Piggin suggests, "policy decisions affect both people's opportunities to participate in sport and how we understand the sporting opportunities available to us".<sup>12</sup> This approach to understanding sport recognises that sports politics is concerned with the competition for limited resources, the power imbalances between key stakeholders, and the relationships between government, voluntary and corporate institutions involved in sport. A discourse-sensitive approach recognises the role that language and argumentation play in the framing of policy problems and assumptions, and the power and policy struggles for discursive hegemony.

## **Rationale and Research Questions**

While there is growing academic interest in sports policy, this has not been matched by the equivalent use of the concepts, analytical frameworks and theories developed in the field of policy analysis to scrutinise sports policy-making and questions about the role of government. While studies of

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<sup>10</sup> Ian Henry and Long-Mei Ko, *Routledge Handbook of Sport Policy* (Abingdon, Oxon; New York: Routledge, 2014), 7.

<sup>11</sup> Michel Foucault, *The Archaeology of Knowledge* (London: Tavistock Publications, 1972); Norman Fairclough, *Language and Power* (New York; London: Longman, 1989); Laurence Chalip, "Policy Analysis in Sport Management," *Journal of sport management* 9, no. 1 (1995); Carol Bacchi, "Policy as Discourse: What Does It Mean? Where Does It Get Us?," *Discourse* 21, no. 1 (2000); Ruth Wodak and Michael Meyer, *Methods of Critical Discourse Analysis* (London: SAGE, 2001); Teun A van Dijk, "Structures of Discourse and Structures of Power," *Communication yearbook* 12 (1989).

<sup>12</sup> Joe Piggin, "Discourse Analysis and Its Application to Sport Policy Analysis," in *Routledge Handbook of Sport Policy*, ed. Ian Henry and Long-Mei Ko (Abingdon, Oxon; New York: Routledge, 2014), 23.



'policy as discourse' have grown in recent decades, relatively little work has been undertaken in relation to sports policy. The analysis of discourses in sports policy will help examine the underlying values, ideas and discursive practices that privilege certain objectives and activities over others. This is crucial as politics is essentially about power and control over resources and the decisions to determine "who gets what, when and how".<sup>13</sup> Sports policy is significantly affected by other sectors of government, such as education, tourism and health and is vulnerable to 'policy spillover' from a process of convergence in other systems, which may be influenced by the aspirations of policy actors external to sport.<sup>14</sup>

Furthermore, there is a lack of research within the New Zealand context. Studies have examined the structure of the sport sector in sporting nations such as the United Kingdom, Canada and Australia. Some of these studies have noted the similarities between the New Zealand sporting system and the systems of the United Kingdom, Canada and Australia.<sup>15</sup> However, the absence of an explicit New Zealand context is clear, particularly in relation to the golf sector. Studies of NZG, and of the wider organisational context of golf in New Zealand, have only emerged since 2012. A comprehensive report was prepared by Cordery and Baskerville in 2012, *Cash, Sinkholes and Sources*, funded by Sport NZ, which focused on the financial viability of golf clubs.<sup>16</sup> The *Peter Dale Management Services Report* of 2012 also reviewed the administration infrastructure requirements in golf. In 2013, the *National Golf Facilities Study* and *NZG Consultation Process* looked at critical issues (e.g. membership decline, poor financial health, and lack of capability) facing the golf sector in New

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<sup>13</sup> H.D. Lasswell, *Politics: Who Gets What, When, How* (Whittlesey House, McGraw-Hill Book Company Inc., 1936).

<sup>14</sup> Barrie Houlihan, "Sport Policy Convergence: A Framework for Analysis," *European Sport Management Quarterly* 12, no. 2 (2012).

<sup>15</sup> Mick Green and Shane Collins, "Policy, Politics and Path Dependency: Sport Development in Australia and Finland," *Sport Management Review* 11, no. 3 (2008); Houlihan and Green, *Comparative Elite Sport Development*; Russell Hoyer and Matthew Nicholson, "Social Capital and Sport Policies in Australia," *Public Management Review* 11, no. 4 (2009).

<sup>16</sup> Carolyn J Cordery and Rachel F Baskerville, *Cash, Sinkholes and Sources*, (Wellington, New Zealand: Victoria University of Wellington, 2012), <http://www.srknowledge.org.nz/researchproject/cash-sinkholes-and-sources-research-into-critical-financial-issues-in-grassroots-sports-clubs/>.

Zealand in order to help inform future strategic decisions.<sup>17</sup> Since 2014, NZG has initiated a series called *Case Studies*, to provide opportunities for clubs to share innovative and successful ideas. However, there is yet to be a comprehensive study of the golf sector which applies analytical frameworks developed in political science and public policy.

The purpose of this research project, therefore, is to provide a more theoretically-informed understanding of NZG and situate it within the wider process of sports policy-making in New Zealand. This study aims to add further knowledge to this area, and inform researchers and policy-makers interested in the broader area of sports policy.

### **Research questions**

This thesis will examine these issues through the following questions:

- How do stakeholders in sports policy understand the nature of sport today and how does this translate into policy?
- What discourses are evident in sports policy and official documents?
- How is discourse used to shape or justify past and current strategic directions? What underlying values and ideologies underpin this?
- How do the identified discourses inform sport funding decisions? What are the financial and wider implications of this?
- What are the hidden politics of sport funding?

### **Outline of Thesis**

This thesis is divided into seven chapters. The first reviews the existing scholarship on sports policy and discourse. Chapter two establishes the history and context to this research. Chapter three explains the discourse analysis methodology which informs this study. Chapter four explores the discourses that shape the understanding of sport by stakeholders within the sport sector in New Zealand. Chapter five examines how stakeholders

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<sup>17</sup> O'Connor Sinclair Ltd., National Golf Facility Strategy, (New Zealand Golf (NZG), 2013), <http://www.srknowledge.org.nz/wp-content/uploads/2013/09/205-National-Golf-Facility-Strategy-Report-260713-Final.pdf>.

have informed the investment patterns in golf over the years, specifically from 1995 to 2015, and the implications of this. Chapter six seeks to uncover the wider implications of sports investment in order to reveal the hidden politics. The concluding chapter reviews the significance of the research findings and offers recommendations and suggestions for future research.

## **Chapter Two: History of Sport, Government and Golf in New Zealand**

Sports policy has become an area of significant government interest, one that can be seen as inherently political, especially in the way it converges with other policy areas. This is further highlighted in the history of government intervention in sport in New Zealand, particularly in the way NSOs have been supported. The increased attention on maximising government objectives in sport has been seen in golf through the support of NZG and other entities in the sector. This chapter explores the history of golf, with a specific focus on the development of the administrative structure, traditions and etiquette of golf in New Zealand and overseas, and the way it is shaped by changes in society.

### **History of Sport and Government in New Zealand**

Despite the importance of sport in the community and cultural life of New Zealand in the early 20<sup>th</sup> century, there was an absence of direct government support for sport prior to the 1930s, with the focus limited to children and physical education in schools. Direct government support for adult sport began under the first Labour government with the *Physical Welfare and Recreation Act 1937*, which provided for central government funding to local government for sports facilities. Alongside this, the Department of Internal Affairs began to encourage New Zealanders to engage in physical fitness and recreational activity through its physical welfare branch, which was established in 1938 during a time when there was less emphasis on sport and more on the physical welfare and fitness of those involved in war work.<sup>18</sup>

The nature of government involvement in sport was revisited by the third Labour government which passed the *Recreation and Sport Act 1973*, creating both a Council for Recreation and Sport and the Ministry of Recreation and Sport. Limited government grants had been provided to local authorities to encourage youth recreation, but this legislation paved

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<sup>18</sup> David Green, "Government and Sport - Support for Adult Sport, 1937–1972," in *Te Ara - the Encyclopedia of New Zealand* (2013).

the way to support NSOs. Advocates for greater support for elite sport had promoted the 1973 Act, but the Ministry's inability to fund this led to the establishment in 1978 of the New Zealand Sports Foundation, a non-governmental agency, to support elite athletes and high performance sport.<sup>19</sup>

The neo-liberal administrative reforms after 1984 by the Labour government had a significant impact on sports policy. From the subsequent sports-related departmental reviews, and through the *Recreation and Sport Act 1987*, emerged the new quasi-autonomous non-governmental organisation, the Hillary Commission. This Act promoted government decentralisation, and contractual funding arrangements were developed between Regional Sports Trusts (RSTs) and with the NZ Sports Foundation.<sup>20</sup> NSOs became a key investment partner of the government. While government support was directed towards elite sport and broader participation, there was a narrowing in focus, especially in funding, towards sport to promote health, fitness and wellbeing as well as supporting major sporting events that were perceived as providing significant economic benefit to the country.

In 2003, following the Ministerial Taskforce on Sport, Fitness and Leisure review, the Hillary Commission was replaced by Sport and Recreation New Zealand (SPARC). The review prompted the rationalisation of the sports system, with recommendations for cutting the number of funded NSOs and RSTs, and for greater national and regional alignment.<sup>21</sup> As a result, SPARC established the NZ Academy of Sport and shifted its primary focus onto public health and specific targeted groups.

In 2012, SPARC, the NZ Sports Foundation and the Academy of Sport, were formally replaced by Sport NZ under the National government. The focus of the latest iteration of the central government-funded national

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<sup>19</sup> "Government and Sport - Support for High-Performance Sport," in *Te Ara - The Encyclopedia of New Zealand* (2013).

<sup>20</sup> Sam and Jackson, "Sport Policy Development in New Zealand: Paradoxes of an Integrative Paradigm."

<sup>21</sup> "Sport Policy Development in New Zealand: Paradoxes of an Integrative Paradigm."

sports body is strongly on high performance, although it retains a role in assisting grassroots sport. However, the emphasis is less on encouraging physical activity within the community, and more on working through organised sporting institutions, including NSOs, RSTs, territorial authorities and sports organisations and clubs. High Performance Sport New Zealand (HPSNZ), a subsidiary of Sport NZ, now provides direct support for elite athletes and high performance sport.

### **Sport, golf and government in New Zealand**

'Sport' in the broadest sense covers both the recreational and competitive aspects of recreational activity. The definition of 'sport', as narrowly classified by The Sports Development Inquiry Committee, includes activity that consists of at least some of the following factors:

- it includes a degree of physical effort and skill.
- it includes a competitive element
- has an objective of improving performance through practice, training and coaching
- has some form of code or regulations
- involves all levels of performance, regardless of age, sex, ability or disability
- has some form of administrative structure, generally nationally-based<sup>22</sup>

The Committee has prepared a Register of Sports Codes which gives a practical classification of sports in New Zealand. While this is not an exhaustive list, the sport of golf has been included on the register.

Golf is the highest participation sport in New Zealand with 110,776 affiliated members and 350,000 casual golfers.<sup>23</sup> It has consistently remained one of the top sports for men and women and is the main sport

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<sup>22</sup> Ronald Scott and Sports Development Inquiry Committee, *Sport on the Move: Report of the Sports Development Inquiry, Presented to the Honourable Mike Moore, Minister of Recreation and Sport* (Wellington, New Zealand: Ministry of Sport and Recreation, 1985), 13.

<sup>23</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*, (2014), <http://www.golf.co.nz/uploads/CommunityGolfPlanonline.pdf>.

for adult participation.<sup>24</sup> As a mass participation sport, it has been a primary focus on the government sports agenda. Since 2014, golf has been included as a targeted community sport and subsequently received increased investment under Sport NZ's *Community Sport Strategy* to provide support to young people and adult participation across New Zealand.<sup>25</sup> In addition, NZG has received government investment for the New Zealand Open, and this is being recognised as a major event that can help raise New Zealand's international profile. In 2014, the government announced that it is investing from the Major Events Development Fund into the next BMW New Zealand Open events in 2015 and 2016.<sup>26</sup> It will also receive an additional investment over the next two years to support the live television broadcast of the event as part of a government initiative to showcase New Zealand as a golfing destination. This is to ensure that the footage of the event can be viewed by key tourism markets of Australia, China, Japan and North America, and is related to an initiative by Tourism New Zealand (TNZ) to target international golf tourists.

Golf is seen, therefore, as having the capacity to contribute to varying government objectives, which are informed by existing and emerging discourses that are attached to the values, norms, and ideologies in golf. These are inherent in the history and traditions of golf, nationally and internationally.

## **History and Traditions of Golf in New Zealand**

The world's oldest golf course, the Royal and Ancient Golf Club of St Andrews, was founded in 1754. At the time, golf was more widely played

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<sup>24</sup> SPARC, SPARC Facts: Results of the New Zealand Sport and Physical Activity Surveys (1997-2001), (2003), <http://www.srknowledge.org.nz/wp-content/uploads/2014/05/sparc-facts-1997-2001.pdf>.

<sup>25</sup> Sport New Zealand (Sport NZ), *Community Sport Strategy 2015-20*, (2015), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Com-Sport-Strategic-Plan.pdf>; Sport NZ Annual Report 2014, (2014), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Sport-NZ-Annual-Report-2014.pdf>.

<sup>26</sup> Steven Joyce, "Major Events Fund Invests in BMW NZ Golf Open," press release, October 7, 2014, <https://www.national.org.nz/news/news/media-releases/detail/2014/10/07/major-events-fund-invests-in-bmw-nz-golf-open>.

in Scotland than anywhere else in the world.<sup>27</sup> In September 1871, the first recorded game of golf was played in New Zealand when twelve players gathered on an open space in Caversham, Dunedin. Following that historical day, a new organisation, made up of twenty eight members, was formed and became known as the Dunedin Golf Club.<sup>28</sup> This was the first golf club to be established in New Zealand. Over the following years, the club faced several setbacks, including bankruptcy, and was forced out of business in 1876. A second golf club was established in Christchurch in 1873, but it was not until the 1890s that golf became established as a popular sport.<sup>29</sup>

By 1892, the number of golfers had increased and the game of golf had spread to the North Island. Other areas soon formed their own clubs and in 1899 the Golf Council was set up to represent clubs and players nationally.<sup>30</sup> In 1910, this became known as the New Zealand Golf Association (NZGA), with the New Zealand Ladies Golf Union (NZLGU) as an entity that was formed as a separate branch of the Ladies' Golf Union (LGU) based in Britain.<sup>31</sup>

Historically, golf in New Zealand and elsewhere was played mainly by white, upper class men. Most notably in the United States and Britain, the game had connotations of elitism, chauvinism, anachronism and sexism – all which points to forms of exclusion that had prevented or discouraged many people from taking up the game. In large part, this was an expensive sport to play.<sup>32</sup> Membership, particularly at private clubs, was exclusive and limited to individuals belonging to a high or upper-middle-class status.

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<sup>27</sup> "The Royal and Ancient Golf Club of St Andrews," The R&A, accessed January 17, 2015, <http://www.randa.org/en/RandA/Golf-in-St-Andrews/The-Royal-and-Ancient-Golf-Club.aspx>.

<sup>28</sup> Dunedin Golf Club later became known as Otago Golf Club.

<sup>29</sup> "Club History," Otago Golf Club, accessed January 16, 2015, <http://www.otagogolfclub.co.nz/clubhistory-otago.html>.

<sup>30</sup> Garry Ahern, "Golf - Golf's Rise in Popularity," *Te Ara - the Encyclopaedia of New Zealand*, last modified July 30, 2013, <http://www.teara.govt.nz/en/golf/page-2>.

<sup>31</sup> G.M. Kelly, *Golf in New Zealand: A Centennial History* (New Zealand Golf Association (NZGA), 1971).

<sup>32</sup> Garry Ahern, "Golf - Origins of New Zealand Golf," *Te Ara - the Encyclopaedia of New Zealand*, last modified July 30, 2013, <http://www.teara.govt.nz/en/golf/page-1>.



Membership was relatively expensive with entrance and annual fees set at a high rate to preserve the dominant class identity. Membership admission was based on invitations, and nominations had to undergo an election process. Individuals were also required to have pre-existing capital assets and social capital.<sup>33</sup>

Segregation by class and income were common forms of exclusion, but there were also racial, ethnic, religious and gender segregation. The course and the clubhouse were traditionally places for men who shared similar socio-economic status to meet in an environment that was protected by wealth and membership policies. Most notably, in the United States, African-Americans were excluded and were deemed to be suited to only caddie roles in support of white players.<sup>34</sup>

In terms of gender, there have been different levels of exclusion. Many clubs, particularly private clubs, had male-only policies which excluded women from membership or access to the facilities, and limited the time that women could play, which regulated the presence of women and served to segregate them from men.<sup>35</sup> Men also reserved the right to play on the weekends because historically only men worked during the week and could only play on the weekends. Furthermore, women did not have a voice pertaining to club affairs. To counter this exclusion, women sought independence and were accommodated by the development of separate 'ladies' sections and clubs. In New Zealand, this was seen with the establishment of the first women's club, the Dunedin Ladies' Golf Club in 1892, which was subsequently followed by other ladies clubs throughout the country.<sup>36</sup> Greater independence from the men was achieved when the NZLGU was formally established in 1910 as a separate branch of the

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<sup>33</sup> Wray Vamplew, "Sharing Space: Inclusion, Exclusion, and Accommodation at the British Golf Club before 1914," *Journal of Sport & Social Issues* 34, no. 3 (2010).

<sup>34</sup> M.P. Dawkins and G.C. Kinloch, *African American Golfers During the Jim Crow Era* (Praeger, 2000).

<sup>35</sup> Vamplew, "Sharing Space: Inclusion, Exclusion, and Accommodation at the British Golf Club before 1914."

<sup>36</sup> Ada H Fache, *A Centennial History 1892 - 1992* (New Zealand: Otago Ladies' Golf Inc, 1992).

LGU. Despite the separation and efforts for independence, the ladies' clubs typically remained under the umbrella of the men's committee.<sup>37</sup>

Furthermore, the traditional rules of golf and codes of conduct in golf were strictly imposed by golf clubs and players. The rules of golf in New Zealand are written and administered by The R&A (the name was taken from The Royal and Ancient Golf Club of St Andrews), the governing body of golf worldwide, except in the United States and Mexico which are the responsibility of the United States Golf Association (USGA).<sup>38</sup> In addition to the rules, golf adheres to a code of conduct, known as etiquette. Etiquette is often seen as being as important to the sport as the rules themselves. While the rules and etiquette have evolved over the years, some still remain the same. For etiquette, the importance for players to show 'gentlemen-like' gestures has been a traditional value that has been maintained by clubs and players. Nevertheless, there have been some changes to the customs, particularly to the dress codes. Before World War I, the decency in dress demanded men and women to wear formal attire. For women, in particular, this consisted of skirts of ankle length, a cord or ribbon tied around the waist, a wide-brimmed hat tied in place with veils, and completed with heavy boots. When men and women represented their clubs at fixtures, they were expected to wear respectable uniform attire.<sup>39</sup>

Despite the restrictions, affiliated golf clubs and membership numbers steadily increased, with the exception of the World War II period. To accommodate the growing numbers of golfers in New Zealand, the first District Association was formed in 1955, which was initiated with the formation of the Waikato Ladies' District Golf Association. Subsequently, other District Associations followed, including Men's District Associations. The NZGA, the NZLGU and the District Associations were responsible for hosting national and regional championships and events. The national organisations, in particular, were responsible for selecting and sending

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<sup>37</sup> Kelly, *Golf in New Zealand: A Centennial History*.

<sup>38</sup> "Rules and Amateur Status," The R&A, accessed June 15, 2015, <http://www.randa.org/en/Rules-and-Amateur-Status.aspx>.

<sup>39</sup> Kelly, *Golf in New Zealand: A Centennial History*.

representative players and teams to participate in international events, promoting the game to the wider community and maintaining the administrative aspects of the game.<sup>40</sup>

Rising living standards and growing national interest in the game saw a golfing boom in the 1960s. The number of golf courses greatly increased with most clubs offering more financially-agreeable prices. With the development of the global human rights movement and the American civil rights movement in the 1950s and 1960s, there has been greater racial and ethnic diversity in clubs globally.<sup>41</sup> In the United States, the Professional Golf Association (PGA) maintained a Caucasian-only membership policy until 1961, while most all-white private clubs maintained racial exclusion until the PGA Championship Shoal Creek Country Club Affair in 1990.<sup>42</sup> The main administrative bodies of golf in the United States, the PGA Tour, the PGA of America and the United States Golf Association (USGA) in response to Shoal Creek events, “all adopted new guidelines effective in 1991 requiring private clubs that want to host tournaments to demonstrate that their membership policies are not discriminatory against minority members or women by policy or practice”<sup>43</sup> In New Zealand, golf attracted interest from a wider section of the New Zealand population, including more Māori players.<sup>44</sup> In addition, the growing number of female golfers, changing occupational habits with varying times for play, improvement in course architecture, and overabundance of courses per club have pressured the full integration of the men’s and ladies’ clubs.<sup>45</sup> This has resulted in the uniformity of golf clubs that exist in New Zealand today.

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<sup>40</sup> *Golf in New Zealand: A Centennial History*.

<sup>41</sup> Dawkins and Kinloch, *African American Golfers During the Jim Crow Era*.

<sup>42</sup> Shoal Creek Country Club was the site of the 1990 PGA Championship. The PGA wanted to distance itself from growing racial controversy concerning the club’s longstanding unwritten policy that refused to allow African-Americans as members or guests. Prior to the tournament an agreement was reached by the PGA of America, Shoal Creek and the Southern Christian Leadership Conference to integrate the club.

<sup>43</sup> Jaime Diaz, "Augusta National Admits First Black Member," *The New York Times*, September 11, 1990, <http://www.nytimes.com/1990/09/11/sports/augusta-national-admits-first-black-member.html>.

<sup>44</sup> Garry Ahern, "Golf - Golf's Rise in Popularity".

<sup>45</sup> Kelly, *Golf in New Zealand: A Centennial History*.

There has been a growing number of young players in New Zealand. The NZ Golf Foundation and National Coaching schools have been influential in providing opportunities for young players to develop their game, and there has been an increase in the number of players selected for international teams and international matches. This has demanded higher standards for not only representative players but also the general standards and conditions of play.<sup>46</sup> Furthermore, golf clubs have imposed fewer restrictions on players in order to play. Dress codes in particular have significantly changed from earlier times. While the traditional sense of tradition remains, the general attire that is considered to be appropriate and acceptable for men and women today includes collared-shirts, shorts, pants or skirts (for women) and covered shoes. Denim is usually not permitted, but some courses allow men to wear jeans.

In 1996, the NZLGU became Women Golf New Zealand (WGNZ), which resulted in the development of the Women's Golf Strategic Plan and a clear focus for women's golf towards the future.<sup>47</sup> In 1997 the organisation adopted new governance and management policies, which informed the new organisational structure. In the same year, WGNZ also introduced a new format of play, the Honda 9 Hole Golf Competition which focused on creating a social environment and shorter time period, and which attracted many new players to play golf. Although the format appealed to female players, nine-hole golf was not introduced to men until 2006.<sup>48</sup>

An important development occurred in 2005 when, after nearly 100 years as two separate entities, the NZGA and WGNZ amalgamated to form New Zealand Golf Incorporated (commonly referred to as NZG). Subsequently, Men's and Women's District Associations amalgamated, with only the Poverty Bay East Coast still remaining as an individual association. Since the 1990s, there had been several negotiations exploring the possible

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<sup>46</sup> *Golf in New Zealand: A Centennial History.*

<sup>47</sup> Women's Golf New Zealand (WGNZ), "Annual Report 1996," (1996).

<sup>48</sup> "Annual Report 1997," (1997).

amalgamation of the NZGA and WGNZ but the decision for a merger was not achieved until traditional values were set aside and it was agreed that the future wellbeing of golf depended on working together rather than separately.<sup>49</sup>

However, full integration within clubs, let alone between the governing bodies of golf, has yet to be achieved. In the United States and the United Kingdom, the full integration of all men's and women's clubs has not been achieved, especially in the case of private clubs. There has been public criticism of the gender discrimination and male-only membership policies of clubs that are hosts to professional competitions in the United States and the United Kingdom. This has resulted in changes to some clubs, including the Augusta National Country Club in 2012,<sup>50</sup> the Royal Ancient Golf Club of Scotland in 2014 (which ended its 260-year history of its male-only policy)<sup>51</sup> and Royal St George's Golf Club in 2015<sup>52</sup> (the club once had "No Dogs, No Women" signage).<sup>53</sup> The remaining male-only or separate clubs are yet to follow.<sup>54</sup>

The reference to "ladies" versus "women" in golf also has underlying connotations. The LGU and the Ladies' Professional Golf Association (LPGA) are examples of the term 'ladies'. Similarly, in New Zealand, in the past the WGNZ was previously called NZLGU. The difference between the two terms present contrasting perceptions of female golfers within the golfing domain and the public domain. The Merriam-Webster dictionary

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<sup>49</sup> Interview with New Zealand Golf president, November 12, 2014.

<sup>50</sup> Karen Crouse, "Augusta National Adds First Two Female Members," *The New York Times*, August 20, 2012, <http://www.nytimes.com/2012/08/21/sports/golf/augusta-national-golf-club-to-add-first-two-female-members.html>.

<sup>51</sup> Peter Dawson, "The Royal and Ancient Golf Club of St Andrews Votes Overwhelmingly to Admit Women as Members," press release, September 18, 2014, <http://www.randa.org/en/RandA/News/News/2014/September/RandA-Membership.aspx>.

<sup>52</sup> Telegraph Sport and Press Association, "Open Championship Venue Royal St George's Votes to Allow Women Members for First Time in History," *The Telegraph*, March 4, 2015, <http://www.telegraph.co.uk/sport/golf/11448774/Open-Championship-venue-Royal-St-Georges-votes-to-allow-women-members-for-first-time-in-history.html>.

<sup>53</sup> Ewan Murray, "The Open 2011: Male-Only Royal St George's Puts R&A in Firing Line," *The Guardian*, July 13, 2011, <http://www.theguardian.com/sport/2011/jul/13/open-golf-royal-st-georges>.

<sup>54</sup> There is estimated to be less than ten male-only golf clubs remaining in the United States and the United Kingdom.

definition of the term "lady" is defined as "a woman who behaves in a polite way, a woman of high social position or a man's girlfriend".<sup>55</sup> The definition of a woman, in contrast, is "an adult female human being, a woman who has a specified job or position, all women thought of as a group".<sup>56</sup> These terms reinforce the distinction between different groups of women, particularly between social class and status. It also refers to the behaviours of women. Today, the term "ladies" is rarely used, especially in the names of the organisations that are focused on women.

Golf clubs have also traditionally been used to host events for charitable or fundraising purposes. The beneficiaries of these events have included health, youth, education, environment and culture nationally, regionally and locally. In the United States, according to a study conducted by the National Golf Foundation, golf's charitable impact was approximately \$3.9 billion in 2011.<sup>57</sup> In New Zealand, golf clubs throughout the country have worked alongside businesses to raise significant funds for charitable organisations. Among the numerous charities that have been supported are leading organisations such as the Sir Peter Blake Trust and the Hospice and Cancer Society.

As of December 2013, NZG represented 15 districts, 393 affiliated golf clubs, 110,776 affiliated members and 350,000 casual golfers.<sup>58</sup> Today, the primary purpose of NZG is to grow and support the game through four key areas, namely, promotion, tournament and high performance, community and golf club services, and administration. NZG allocates its annual revenue (which is currently approximately \$5 million) to these areas.<sup>59</sup>

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<sup>55</sup> *Merriam-Webster Online*, s.v. "lady," accessed March 31, 2015, <http://www.merriam-webster.com/dictionary/lady>.

<sup>56</sup> *Merriam-Webster Online*, s.v. "woman," accessed March 31, 2015, <http://www.merriam-webster.com/dictionary/woman>.

<sup>57</sup> Golf 20/20, "Golf 20/20 Announces Golf's Charitable Impact of \$3.9 Billion," press release, November 15, 2012, [http://www.golf2020.com/news/golf-2020-announces-golf's-charitable-impact-of-\\$39-billion.aspx](http://www.golf2020.com/news/golf-2020-announces-golf's-charitable-impact-of-$39-billion.aspx).

<sup>58</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*.

<sup>59</sup> 2014 New Zealand Golf Annual Report and Statement of Accounts, (2014), <http://www.golf.co.nz/uploads/New%20Zealand%20Golf%20Annual%20Report%202014.pdf>.

In recent years, global influences shaping the future of golf are apparent in New Zealand. These include the shift towards a greater focus on Asia, in particular China and leisure golf for wealthy Chinese, the increase in the number of women players and alternative formats of play, the spread of digital and advanced technology, and resource and environmental sustainability pressures.<sup>60</sup> Golf faces a challenge in adapting to these changes and meeting the needs of markets, while upholding its traditional rules and codes.

## **Chapter Summary**

The historical review of government intervention in New Zealand sport has shown the way sport has contributed to varying government objectives. This was demonstrated through the government support of golf through different departments, including sport and recreation, economic development and tourism. In addition, the development of NZG from its early beginnings has shown that its delivery and service have become differentiated, pluralistic and complex – it performs a wider range of activities with varying effects, and the change in priorities has demanded greater attention be given to financial considerations. This has not only reflected but shaped the traditions in golf. This has established the context to the research and for the analysis of discourses in sports policy.

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<sup>60</sup> The Futures Company, Golf's 2020 Vision: The HSBC Report, (2012), [http://thefuturescompany.com/wp-content/uploads/2012/09/The\\_Future\\_of\\_Golf.pdf](http://thefuturescompany.com/wp-content/uploads/2012/09/The_Future_of_Golf.pdf).

## Chapter Three: Research Methodology

The previous chapters have demonstrated the significance of sports policy, discourse and the struggles over power and discursive hegemony. As Jürgen Habermas contends, “language is... a medium of domination and social force. It serves to legitimise relations of organised power. In so far as the legitimations of power relations... are not articulated... language is also ideological”.<sup>61</sup> The analysis of texts is, therefore, important, especially those that are produced by the most powerful (or most marginalised) actors that inform the dominant discourses and struggles for power in policy. The chapter introduces critical discourse analysis (CDA) as the theoretical and methodological framework deployed in this research, which is applied to the analysis of documents and semi-structured interviews. Lastly, as this research involves human subjects, it ends with reference to the ethical considerations in undertaking this research.

### Discourse Analysis

Discourse analysis is an approach used in a range of disciplines across the humanities and social sciences to study the patterns of language use in their social and cultural contexts. Discourse analysis considers the ways that language is used to present different views and understanding of the world. It explores how language is used to influence the relationships between people in society and how this shapes social identities.<sup>62</sup> The primary focus of discourse analysis is to discover how language is used in specific contexts to construct particular meanings in particular situations in society.

Different discourse analysis frameworks have been developed across a number of disciplines, each having distinctive assumptions and analytical methods. One of the most influential forms of discourse analysis was developed by Michel Foucault which focuses on the "social construction of

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<sup>61</sup> Jürgen Habermas, *Erkenntnis Und Interesse* (Frankfurt: Suhrkamp, 1977), 259.

<sup>62</sup> Brian Paltridge, *Discourse Analysis: An Introduction* (New York; London: Continuum, 2006), 9.



reality".<sup>63</sup> This views discourse as the use of language in social and cultural settings to build meanings and construct identities. This study will adapt a similar approach to examine key sports policy texts to uncover "how people do things beyond language and the ideas and beliefs that they communicate as they use language".<sup>64</sup> A social constructivist view of discourse enables analysts to recognise that people interpret texts through their knowledge of the world. This knowledge influences how people understand the context in which the texts occur. Similarly, for Norman Fairclough,<sup>65</sup> it is important to understand how language is used within interactions, and how this is embedded in social and cultural settings. Another important feature of discourse that Fairclough explores is intertextuality. This concept views all spoken and written texts as implicitly or explicitly incorporating other texts. All texts and their meanings are seen as being shaped by other texts. This reflects the notion that discourse is both shaped by language as well as shaping language.

Foucault's concept of discourse provides a useful framework to analyse the workings of power in discourse and policy, and in this study in terms of the way power operates in sports policy. Power exists in discourses, and discourses are constantly produced and reconstructed. There are a multitude of discourses that affect policy but only some are dominant. Identifying dominant discourses and the way they shape policy and practice helps to critically examine the working of power within institutions. These insights can be brought to the study of sports policy contexts where judgments are made about the allocation of resources that lead to certain exceptions and exclusions. It is, then, useful when analysing discourse in sports policy to examine language in, for example, policy documents to identify the dominant discourses.

Different theories and methods of discourse analysis have been used in several disciplines across the social sciences. In political science, CDA

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<sup>63</sup> Foucault, *The Archaeology of Knowledge*.

<sup>64</sup> Brian Paltridge, *Discourse Analysis: An Introduction* (New York; London: Bloomsbury Academic, 2012), 7.

<sup>65</sup> Norman Fairclough, *Analysing Discourse: Textual Analysis for Social Research* (Psychology Press, 2003).

and political discourse analysis (PDA) have commonly been used in the study of discourse. Specifically, they are part of critical and interpretive policy analysis. This study uses a form of CDA that is influenced by Foucault, but more specifically by Fairclough and Teun van Dijk, to explore discourse and the workings of power and dominance in texts and talk in a way that takes account of the broader political context.

## Critical Discourse Analysis

CDA is an approach to the study of the way that power and social dominance is constructed and reproduced in text and talk. It is fundamentally concerned with critically investigating dominance, discrimination, power and control as manifested in language.<sup>66</sup> In contrast to other approaches in discourse analysis, CDA not only focuses on language use in spoken or written texts, but also on the concepts of power, history and ideology.

CDA emerged in the 1970s from critical linguistics, a form of discourse and text analysis that recognised the role of language in structuring power relations in society.<sup>67</sup> At the time, research into language and communicative interaction paid little attention to the concepts of social hierarchy and power. However, the work of Fowler et al., van Dijk, Fairclough, and Wodak (ed.) showed interest in examining the ideologies and power relations that are manifested in discourse.<sup>68</sup> The work of Fairclough in *Language and Power*,<sup>69</sup> in particular, became a method of analysis that was adopted throughout the humanities and social sciences. Prevalent among critical analysts is the assumption that language and power are linked.

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<sup>66</sup> Teun A van Dijk, "Political Discourse and Ideology," *Paper for Jornados Del Discurso Politico. Barcelona: UPF* (2001).

<sup>67</sup> Lillie Chouliaraki and Norman Fairclough, *Discourse in Late Modernity: Rethinking Critical Discourse Analysis* (Edinburgh: Edinburgh University Press, 1999).

<sup>68</sup> Roger Fowler, *Language and Control* (Boston; London: Routledge & K. Paul, 1979); van Dijk, "Structures of Discourse and Structures of Power."; Fairclough, *Language and Power*; Ruth Wodak, *Language, Power, and Ideology: Studies in Political Discourse*, vol. 7 (Amsterdam; Philadelphia: J. Benjamins, 1989).

<sup>69</sup> Fairclough, *Language and Power*.

Although the terms CL and CDA have been used interchangeably, from the 1990s this consistently became known as CDA.<sup>70</sup> While there is no single view of what is considered as CDA, a number of scholars, including Fairclough and Wodak, and more recently, Paul Gee and Brian Paltridge have provided summaries of the principles of CDA.<sup>71</sup> These integrated concepts of CDA consider that: a) social and political issues are constructed and reflected in discourse; b) power relations are negotiated and performed through discourse; c) discourse both reflects and reproduces social relations; d) discourse is historical and thus constitutes society and culture; e) ideologies are produced and reflected in the use of discourse; and f) discourse analysis is interpretative and explanatory.

Another concept of discourse is portrayed in Fairclough's three-dimensional framework (see Figure 1).<sup>72</sup> It views any discursive event as simultaneously a piece of text, a discursive practice and a social practice. The 'text' refers to the language of texts. The 'discursive practice' examines the nature of the text production and interpretation. The 'social practice' focuses on institutional and cultural contexts that shape the construction of discourse. In this sense, the 'text' is description, the 'discursive practice' is interpretation and the 'social practice' is explanation.<sup>73</sup>

Importantly, these principles of discourse give emphasis to the idea that power and ideology are closely related to discourse.<sup>74</sup> This concept is predominantly explored by van Dijk, who explains that the power of groups and institutions allows them to control and communicate certain discourses. The power of the dominant groups may be integrated into

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<sup>70</sup> Wodak and Meyer, *Methods of Critical Discourse Analysis*.

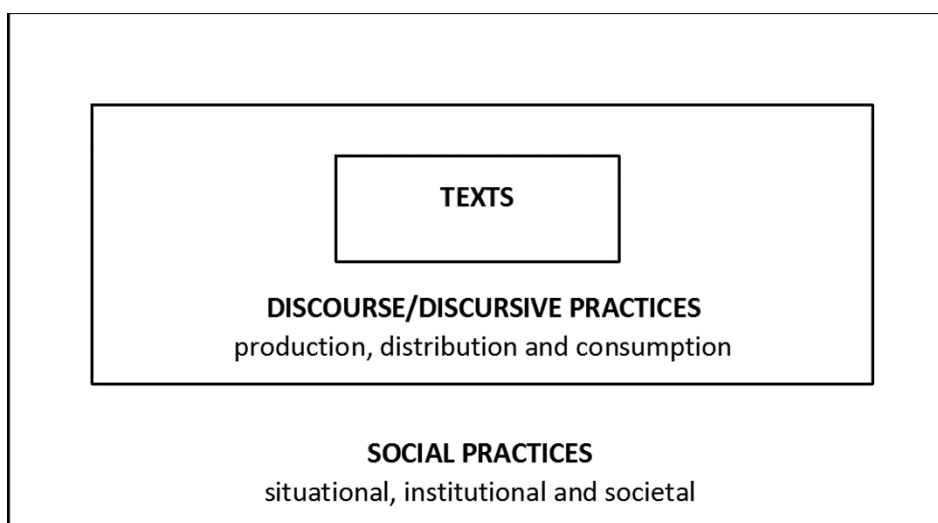
<sup>71</sup> Norman Fairclough and Ruth Wodak, "Critical Discourse Analysis," in *Discourse Studies: A Multidisciplinary Introduction*, ed. Teun A van Dijk (London: Sage Publications, 1997), 271-80; Paltridge, *Discourse Analysis: An Introduction*; James Paul Gee, *How to Do Discourse Analysis: A Toolkit* (Milton Park, Abingdon, Oxon; New York: Routledge, 2011); *An Introduction to Discourse Analysis: Theory and Method* (Abingdon, Oxon; New York: Routledge, 2014).

<sup>72</sup> Norman Fairclough, "Discourse and Text: Linguistic and Intertextual Analysis within Discourse Analysis," *Discourse & Society* 3, no. 2 (1992).

<sup>73</sup> S. Titscher et al., *Methods of Text and Discourse Analysis: In Search of Meaning* (SAGE Publications, 2000).

<sup>74</sup> *Methods of Text and Discourse Analysis: In Search of Meaning*.

laws, rules or norms. However, the extent of such power or control is not absolute. Groups may have more or less control over others depending on the situations or social domains.



**Figure 1: Fairclough's three-dimensional framework<sup>75</sup>**

The main advantage for the dominant groups that hold hegemonic power is the ability to control public discourse and thereby influence the values and practices of society. Dominant discourses in society tend to shape what is accepted as the truth or the norm. Other ways of thinking and acting are marginalised. However, there is always resistance and discursive struggle over interpretations of the world. It recognises that discourse occurs in institutional settings as well as in a particular setting. Therefore an individual discourse and its meanings must be seen as part of a broader context.

In terms of a methodology, it is generally agreed upon that any explicit theories or methods in discourse studies in the humanities and social sciences may be used in CDA research. Researchers using CDA are “concerned with a critical theory of the social world, the relationship of language and discourse in the construction and representation of the social world, and a methodology that allows them to describe, interpret

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<sup>75</sup> Fairclough, "Discourse and Text: Linguistic and Intertextual Analysis within Discourse Analysis," 73.

and explain such relationships”.<sup>76</sup> From a critical perspective, critical discourse analysts may consider the genre the text represents and the frame in which the content of the text is presented to the audience. The aim of a critical approach to discourse analysis is to reveal some of the hidden values, positions and perspectives. As Rogers puts it, “discourses are always socially, politically, racially and economically loaded”.<sup>77</sup> CDA brings critical social science and linguistics together within a single theoretical and analytical framework.

PDA is a field in discourse analysis which mainly focuses on discourse in political forums. Most commonly, the term "political discourse" often refers to the text and speech of politicians or political institutions at the local, national and international levels in political communicative events such as parliamentary debates, protest demonstrations and election campaigns.<sup>78</sup> In addition, Isabela Fairclough and Norman Fairclough build on earlier works in critical or interpretive policy analysis that integrate practical argumentation with a critical analysis of political discourse.<sup>79</sup> It views political discourse as “primarily a form of argumentation, and as involving more specifically practical argumentation, argumentation for or against particular ways of acting, argumentation that can ground decisions”.<sup>80</sup> Politics in this way is seen as fundamentally about making choices and taking actions that follow from practical argumentation or deliberation. For the authors, political discourse is characterised as political actors (individuals, political organisations and institutions) engaged in political process and events in a political context. This means that outside political contexts (e.g. ‘off-the-record’ interviews), the discourse of politicians or other political actors is not ‘political’. However, this limiting view of political discourse is different to this study in which discourse is seen as politically

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<sup>76</sup> Rebecca Rogers, *An Introduction to Critical Discourse Analysis in Education*, 2nd ed. (New York: Routledge, 2011), 3.

<sup>77</sup> *An Introduction to Critical Discourse Analysis in Education* (Taylor & Francis, 2004), 6.

<sup>78</sup> Teun A. van Dijk, "What Is Political Discourse Analysis?," *Belgian Journal of Linguistics* 11, no. 1 (1997).

<sup>79</sup> Norman Fairclough and Isabela Fairclough, *Political Discourse Analysis* (New York: Routledge, 2012).

<sup>80</sup> *Political Discourse Analysis*, 1.

contextualised in broader communicative settings which can be subject to critical analysis.

CDA has been subject to criticism,<sup>81</sup> with one of the most outspoken critics being Henry Widdowson,<sup>82</sup> who has argued, among other points, that a critical analysis should include discussions with participants of texts and not only from the analyst's examination of the texts.<sup>83</sup> Others have criticised the lack of a detailed and systematic theory and method for the analysis of texts.<sup>84</sup> Some critics, including Deborah Cameron, have discussed the weaknesses of the approach in terms of the reliance on the analyst's interpretation of the texts, suggesting that the users' interpretations should be included in the analysis and interpretation of texts.<sup>85</sup> Furthermore, critics have argued that the critical analysis of texts should apply more detailed linguistic analysis of texts or be informed by other theories within discourse analysis.

Despite the criticisms, a CDA approach will be adapted for this study because it enables the analysis of how institutional power structures ideologically shape policy and public perception, and how discourse perpetuates these values and assumptions. When the characteristics of text and discourse are examined, it will help explore the way texts are manipulated and framed and the different perceptions and identifications that are produced. It is accepted that the analysis of discourses is inseparable from the personal interpretation of the analysts. The analysis of social construction involves unpacking meanings, and prior knowledge and experience is required for analysts to be able to identify and recognise the different discourses and hidden ideologies and power that are at play.

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<sup>81</sup> Ruth Breeze, "Critical Discourse Analysis and Its Critics," *International Pragmatics Association* 21, no. 4 (2011).

<sup>82</sup> Jean Jacques Weber, "The Critical Practices of Henry Widdowson," *Language and Literature* 11, no. 2 (2002).

<sup>83</sup> H. G. Widdowson, "Discourse Analysis: A Critical View," *ibid.* 4, no. 3 (1995).

<sup>84</sup> Emanuel A. Schegloff, "Whose Text? Whose Context?," *Discourse & Society* 8, no. 2 (1997).

<sup>85</sup> Deborah Cameron, *Working with Spoken Discourse* (Thousand Oaks; London: SAGE, 2001).

The study will use a form of CDA that is influenced by van Dijk (particularly in terms of the notion of power) but more specifically Fairclough, which examines discourse from a political-social constructivist standpoint. It explores how power and dominance shapes discourse in policy through a critical analysis of texts within the broader context that follows from Fairclough's three-dimensional framework.

## Research Methods

This study draws on a mixed-method approach. The techniques comprise of document analysis, semi-structured interviews and a stakeholder analysis of the key actors responsible for sports policy in Sport NZ, NZG, Sport Waikato, Waikato Golf and golf clubs in New Zealand.

The Waikato region covers a large geographical area and has a large number of golf clubs to service. In the Waikato, there are 403,638 people living in the area,<sup>86</sup> with 10,834 people being affiliated members of a golf club. The number of affiliated members in relation to the other regions is the fourth highest in New Zealand after the Auckland, Wellington and Canterbury regions (see Appendix A for further information).<sup>87</sup> Both Waikato Golf and Sport Waikato are recognised as leading agencies in pioneering new initiatives in sport. Waikato Golf was the first to form a District Association and to amalgamate the two separate Men's and Ladies' District Associations.<sup>88</sup> Similarly, Sport Waikato has an extensive network of people working in its organisation, employing 70 people and 35 contractors at different levels of the community. The RST is recognised for its leading role in making a positive change to the delivery of sport and recreation initiatives in the Waikato region.<sup>89</sup> For these reasons, the Waikato region provides a broad yet dynamic regional context for this

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<sup>86</sup> "2013 Census Tables About a Place: Waikato Region," Statistics New Zealand, accessed January 16, 2015 [http://www.stats.govt.nz/Census/2013-census/data-tables/tables-about-a-place.aspx?request\\_value=24417&tabname=](http://www.stats.govt.nz/Census/2013-census/data-tables/tables-about-a-place.aspx?request_value=24417&tabname=).

<sup>87</sup> New Zealand Golf (NZG), *2014 New Zealand Golf Annual Report and Statement of Accounts*.

<sup>88</sup> "A Brief Timeline of New Zealand Golf History," New Zealand Golf (NZG), accessed December 31, 2014, <http://www.golf.co.nz/About/History.aspx>.

<sup>89</sup> Waikato Times, "Former All Black Recognised for Contribution to Waikato Sport," *Waikato Times*, April 16, 2013, <http://www.stuff.co.nz/waikato-times/sport/8553682/Former-All-Black-recognised-for-contribution-to-Waikato-sport>.

study. Furthermore, I live in the Waikato region and am actively involved in golf, and therefore have access to carry out this research.

### **Document analysis**

Document analysis is central in this study of key texts that relate to sports policy and NZG as documents are a rich source of information and data that addresses the research questions. Document analysis requires gathering and analysing relevant written documents. Sources were selected from relevant organisations and entities. These included scholarly literature and official documents. Official documents comprised of Sport NZ and HPSNZ annual reports, strategic plans, and statements of intent; Sport and Recreation and Health portfolios – press releases, speeches, features and newsletters; NZG – annual reports, strategic plans, reports, press releases, standards and case studies; Sport Waikato – strategic plans and annual reports; Waikato Golf – strategic plans and annual reports; Hamilton Golf Club – constitution and strategic plans. This is complemented by background reading which included sources from national and international media coverage in sports and policy.

### **Semi-structured interviews**

Semi-structured interviews were also carried out to allow me to gain access to the inside knowledge and experience of key people in the sports organisations and golf sector. These interviews provided a way to access the discourses and values that inform key participants in the sector.

Sport in New Zealand is organised and delivered by national, regional and local organisations in the public, private and not-for-profit sectors. This research used 'snowball sampling' through the social networks of the initial informants to gain access to research participants. Specifically, this involved asking initial informants to recommend potential informants to participate in the interviews. The initial sample was developed by selecting key individuals in Sport NZ, NZG, Sport Waikato and Waikato Golf with responsibility for sport governance, management, high performance and community sport.



The result was a final sample comprising of the following participants:

- Sport NZ – relationship manager and sector capability general manager
- NZG – International Golf Federation Administrative Committee chairperson, president, board of directors, CEO, high performance manager, high performance coordinator and community sport manager
- Sport Waikato – board chairperson, CEO, general manager, community sport manager, Waikato district coordinator
- Waikato Golf – CEO, two boards of directors, SportsForce golf officer, Golf Kiwisport officer and 9-Hole convener
- St Peters Golf Academy – head coach and coach
- Hamilton Golf Club – general manager

Twenty six participants were contacted by email or phone and invited to participate in an interview. They were sent a letter of introduction (see Appendix B) explaining why they have been contacted. The participants were offered the option of a face-to-face, email, phone or Skype interview (although face-to-face was preferred). If they agreed to participate, they were sent an information sheet (see Appendix C) and a suitable time and location was arranged in which they were informed of the likely interview duration.

Twenty three interviews were conducted and these lasted between 25 and 70 minutes. Consent was obtained by the interviewee signing a consent form (see Appendix D). During the interview, if permitted, a tape recorder was used and physical notes were taken. The interview consisted of open-ended questions. If requested by the participant, a copy of his or her interview transcript was given to the participant by email or in person. In preparation for the interview, an interview guide (see Appendix E) and interview questions were created and developed.

## **Stakeholder analysis**

A stakeholder analysis was carried out to locate these respondents within a wider stakeholder map. This step enabled the identification of the key stakeholder groups and their priorities, salience and power with respect to sports policy and NZG in particular (see Table 1). Understanding the position of key stakeholders is crucial in the analysis of discourses in sports policy.

## **Sport and Recreation New Zealand**

Sport and Recreation New Zealand is a Crown entity. The Minister for Sport and Recreation, Jonathan Coleman (also Minister of Health) and the Associate Minister, Murray McCully (also Minister of Foreign Affairs), are required under the Crown Entities Act to provide policy advice and ministerial servicing to the Sport and Recreation portfolio. The board of the entity is responsible for ensuring that it is achieving results within the budget and this is monitored by the Ministry of Arts, Culture and Heritage and its Minister, Maggie Barry. As ministers, they make significant decisions to determine government policy and exercise statutory functions and powers under the legislation within their portfolios through the Cabinet decision-making process. They also determine the policy direction and the priorities for their departments.

## **Sport NZ and HPSNZ**

Sport NZ is the central government agency responsible for sport and recreation in New Zealand. It recognises sport as an integral part of the New Zealand culture and way of life with potential to contribute to national identity, social cohesion, economic development and health and wellbeing. Its priorities are to increase the number of children and adults in sport and recreation, and produce more winners on the world stage through its subsidiary HPSNZ which is the agency for supporting elite athletes. As crown agencies, Sport NZ and HPSNZ are responsible for leading, enabling and investing in sport primarily through partnerships with NSOs. Its priorities and annual performance targets are set out in its yearly statement of intent, which is prepared in consultation with the Minister of

Sport and Recreation. Results showing how it has achieved its performance targets reported annually to Parliament.

## **NZG**

NZG is the national governing body for golf in New Zealand and is responsible for fostering, developing and promoting the game. Its priorities are preserving the integrity of the game, developing the game through community sport and elite development, providing club capability support, and improving the management and governance structure within the sector (see Appendix F for NZG's strategic thinking).<sup>90</sup> NZG has the power to determine its activities and control its resources for the benefit of the game and its membership. This extends to its ability to enter into contractual agreements with external parties.

## **Sport Waikato**

Sport Waikato is the RST responsible for supporting communities in the Waikato region to lead a healthy and active lifestyle. Its objective is providing a leadership role to enable communities to engage in their own sport and recreation. Its priorities are healthy active lifestyle, community sport, regional leadership and young people. Sport Waikato, like other RSTs, have access to a large network of people and databases in sport, business, health and many other different fields from inside and outside the sport industry. This enables Sport Waikato to provide support to clubs in many areas including sports specialists, funding, event management, media, schools, information and data, education and mentoring.

## **Waikato Golf**

Waikato Golf is the regional district body that provides a number of services to help develop and promote golf in the Waikato region. Its priorities are to provide an effective administration and support to its affiliated club and members, to meet the needs of players at all levels and to promote the profile of golf.

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<sup>90</sup> "Strategic Plan," New Zealand Golf (NZG), accessed March 5, 2015, <http://www.golf.co.nz/About/StrategicPlan.aspx>.

## **Hamilton Golf Club**

Hamilton Golf Club is a golf club situated in the Waikato region that provides the facilities and environment to its members and other players. It has the power and control of its facilities and has the ability to determine the rights of its membership.<sup>91</sup> The course and club occupies part of the Hamilton City Council land and therefore have obligations to the Council and according rights to use of resources within the proximity of its facilities.

## **Ethical considerations**

As this study involved human subjects, it complied with the ethical requirements outlined in the University of Waikato Human Research Ethics Committee Procedures and General Principles. Ethical approval was received before the researcher proceeded with the interviews.

The following ethical considerations were taken into account in carrying out the study: a) informed consent – participants were informed of their rights, including anonymity and ability to withdraw within a specified period; b) potential risk to participants – participants were assured their responses were confidential; c) publication of findings – participants were informed of the purpose of the research and its dissemination; d) The Treaty of Waitangi – the researcher recognised Treaty of Waitangi obligations and responsibility; and e) conflict of interest – the researcher was aware of the position of the research and her personal interest in the subject matter.

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<sup>91</sup> Refer to "Hamilton Golf Club Inc., "The Hamilton Golf Club Incorporated Constitution 9<sup>th</sup> Day of September 1996".

**Table 1: Stakeholder analysis**

Stakeholder Analysis						
Size	Sector	Sub Sector	Values/Attitudes	Goals/Objectives	Salience/ Interest	Influence/ Power
<b>International/ National Corporations</b>	Holden	Holden PGA Championship Holden Game on the Green Holden Cheeky9	Corporate and Community Relationships	<ul style="list-style-type: none"> <li>Find Platforms to Showcase the Brand</li> <li>Grow Partnerships</li> <li>Promote Corporate Image and Identity</li> <li>Make a Difference</li> </ul>	<ul style="list-style-type: none"> <li>Titled Sponsor for the NZPGA Championship</li> <li>Golf Events Sponsor to Increase Participation and Public Awareness of Golf</li> </ul>	Medium-High
	BMW	BMW Golf-Sport BMW New Zealand Open	Premium Sports, Partnership, Visibility, Awareness, Exposure, Creativity, Innovation	<ul style="list-style-type: none"> <li>Promote BMW Brand Experience</li> <li>Generate Visibility of the BMW Brand and Brand Value</li> </ul>	<ul style="list-style-type: none"> <li>Event Ownership of Golf Championships in Four Largest Markets (U.S., Germany, China and England)</li> <li>Titled Sponsor for the NZ Men's Open</li> </ul>	Medium
<b>International Agencies/ NGOs</b>	International Olympic Committee (IOC)	International Sports Federations (IF) National Olympic Committee (NOC)	Excellence, Friendship, Respect, Dialogue, Diversity, Non-Discrimination, Tolerance, Fair-Play, Solidarity, Development , Peace	<ul style="list-style-type: none"> <li>Sport for All</li> <li>Development through Sport</li> <li>Women and Sport</li> <li>Education through Sport</li> <li>Peace through Sport</li> <li>Sport and Environment</li> </ul>	<ul style="list-style-type: none"> <li>To Put Olympic Sport (i.e. Golf) at the Service of Society</li> </ul>	Low
	The R&A United States Golf Association (USGA)	British Open Professional Golfers Association (PGA) Working for Golf	Tradition, History	"Guardians of golf's heritage"	<ul style="list-style-type: none"> <li>Govern the Rules of Golf and Professional Tours</li> <li>Invest in the Promotion of Golf in Communities throughout the World</li> </ul>	Medium
	International Golf Federation (IGF)	IGF National Members	Integrity, Respect, Excellence, Solidarity	<ul style="list-style-type: none"> <li>Promote Golf as an Olympic Sport</li> <li>Encourage the International Development of Golf</li> <li>Administer Golf as the recognised International Federation within the Olympic Movement</li> </ul>	<ul style="list-style-type: none"> <li>Promote Golf at the Olympic Games and Within the Olympic Movement</li> <li>Administer the International Development of [Amateur] Golf and Championships</li> </ul>	Medium

				<ul style="list-style-type: none"> <li>Organise the Golf Competitions as the Olympic Games, Youth Olympic Games and the World Amateur Team Championships</li> </ul>		
<b>Crown Entities</b>	Sport and Recreation New Zealand	Drug Free Sport New Zealand Sport NZ	Efficacy	<p>“To support government funded sports and recreation organisations”</p> <ul style="list-style-type: none"> <li>Advise the Minister on Board and Management Appointments</li> <li>Assess Organisational Performance</li> <li>Encourage Agencies to Work Confidently and Effectively</li> </ul>	<ul style="list-style-type: none"> <li>Vote Funding to Sport and Recreation</li> </ul>	Medium-High
	Sport New Zealand Group	Sport New Zealand (Sport NZ) High Performance Sport New Zealand (HPSNZ) Millennium Institute	Performance, Capability, Accountability, Efficacy	<p>“To be the world’s most successful sporting nation”</p> <ul style="list-style-type: none"> <li>More Kids and Adults in Sport and Recreation</li> <li>More New Zealand Winners on the World Stage</li> <li>Progress in All Areas of a World-Leading Sport System</li> </ul>	<ul style="list-style-type: none"> <li>Lead, Invest and Enable Sport (i.e. Golf) from the Grassroots to the Elite Level</li> <li>Government Intervention through an Authoritative Central Agency as Necessary for Sport and the Public</li> </ul>	High
	Lotto New Zealand/ New Zealand Lottery Commission	Lottery Grants Board/ Department of Internal Affairs	Profitability	<p>“To build strong, sustainable communities”</p>	<ul style="list-style-type: none"> <li>Fund Statutory Bodies – Sport NZ</li> </ul>	Medium
	Ministry of Health (MoH)	District Health Boards (DHB)	Well-Being, Health, Safety, Accessibility, Community, Clinical, Cost-Effective	<p>“To improve, promote and protect the health and wellbeing of New Zealanders”</p> <ul style="list-style-type: none"> <li>Lead the New Zealand’s Health and Disability System</li> <li>Advise the Minister of Health and Government on Health Issues</li> <li>Directly Purchase a Range of National Health and Disability Support Services</li> <li>Provide Health Sector Information and Payment Services for the Benefit of All New Zealanders</li> </ul>	<ul style="list-style-type: none"> <li>Promote the Benefits of Sport to Health and Wellbeing</li> </ul>	Low-Medium

	Tourism New Zealand (TNZ)	Special Interests	Profile, Prestige, Monetary	<ul style="list-style-type: none"> <li>Promote New Zealand Internationally as a Visitor Destination</li> <li>Improve Tourism's Contribution to Economic Growth</li> <li>Grow the Value of International Visitors to New Zealand</li> <li>Advise the Government and the New Zealand Tourism Industry</li> </ul>	<ul style="list-style-type: none"> <li>Market New Zealand Golf Courses as a Premier Tourist Destination</li> </ul>	Medium
<b>National Sports Organisations</b>	New Zealand Golf (NZG)	Māori Golf Association (NZMGA) New Zealand Sports Turf Institute (NZSTI) New Zealand Professional Golfer Association (NZPGA)	Lifelong Enrichment, Tradition, History, Competiveness, Equity, Diversity, Health, Comradery	<p>"To Grow the Love of Golf"</p> <p>Grow the Game:</p> <ul style="list-style-type: none"> <li>Increase Participation and Membership</li> <li>Increase Profile and Positive Perception of the Game</li> <li>More Kiwis who are Winning on the World Stage</li> </ul> <p>Support the Game:</p> <ul style="list-style-type: none"> <li>Improve Club Capability and Financial Health</li> <li>Increase the Number of Career and Education Opportunities for PGA Professionals, Golf Industry Trained Professionals and Volunteers</li> <li>Redevelop an Administration Support Structure that is Appropriately Meeting the Needs of the Game</li> <li>Enhance the History, Legacy and Tradition of the Game</li> </ul>	<ul style="list-style-type: none"> <li>National Governance and Administration as Significant to Grow and Support the Game of Golf through Targeted-Programmes</li> </ul>	High
<b>Regional Sports Trusts</b>	Sport Waikato	Sports Clubs	Sport-for-All, Leadership	<ul style="list-style-type: none"> <li>Healthy Active Lifestyles</li> <li>Young People</li> <li>Community Sport</li> <li>Regional Leadership</li> </ul>	<ul style="list-style-type: none"> <li>Promote Golf as an Activity for Community Engagement, Health and Wellbeing</li> </ul>	High

<b>Community Trusts</b>	Lion Foundation	Regional and Local Communities	Do The Right Thing, Front Up, Stronger Together	"Returning funds back to the community, supporting thousands of good causes all around New Zealand"	<ul style="list-style-type: none"> <li>Legitimise Pokies Play as Valid Entertainment which Provides Benefits for the Wider Community (i.e. Sport)</li> </ul>	Medium
	New Zealand Community Trust (NZCT)	Regional and Local Communities	Respect, Integrity, Customer Focus, Excellence	"Maximise funds returned to amateur sport and the community"	<ul style="list-style-type: none"> <li>Legitimise Pokies Play as Valid Entertainment which Provides Benefits for the Wider Community (i.e. Sport)</li> </ul>	Medium
<b>District Associations</b>	Waikato Golf	Golf Clubs		<p>"To lead golf development and promotion in the Waikato"</p> <ul style="list-style-type: none"> <li>Ensure Golf has a High and Positive Profile in the District</li> <li>Support Affiliated Clubs to Effectively Meet the Needs of their Members</li> <li>Foster Golf as a Sport of Choice for Young People</li> <li>Provide District Golf Programmes to Meet the Needs of Players at All Levels</li> <li>Provide an Effective Administration Centre for the District</li> </ul>	<ul style="list-style-type: none"> <li>Regional Leadership and Administration to Develop and Grow Golf as a Key Sport within the Region</li> </ul>	High
<b>Local Clubs</b>	Hamilton Golf Club	General Manager Committee(s)	Enjoyment, Sustainability	<p>"To ensure we meet the expectations of all who use our facilities"</p> <ul style="list-style-type: none"> <li>Have a Sustainable Membership</li> <li>Have a Golf Course Recognised for its Quality Playing Surfaces</li> <li>Be a Financially Viable Club</li> <li>Have Modern Facilities to Support the Experience</li> </ul>	<ul style="list-style-type: none"> <li>Provide Golf Experience for Membership and Public to which Generate Concrete and Intangible Benefits</li> </ul>	Low-Medium



## **Chapter Four: Discourses in Sports Policy**

As discussed in the previous chapter, discourse can be understood as the language and practices that contribute to the development of specific meanings which provide a framework for actions, goals or purposes. Through discourse, not only do people shape, produce or reproduce the world through language in use, but people are also shaped in the process. Discourse analysis provides a way to gain insight into how power and social dominance are constructed and reproduced. A critical analysis of discourse is necessary to understand its role in forming the social norms, practices and conventions in the context of sports policy.

This chapter reports on the analysis of sports policies, official documents, newspaper articles and other authoritative sources, and the interviews. Its aim was to identify the primary discourses, values and ideologies that underpin different understandings of sport in New Zealand today. The chapter identifies five dominant discourses that influences both sports policy and the wider understanding of the nature of sport, which are linked to notions of business, economic development, health and wellbeing, social inclusion and olympism. The chapter concludes with a summary of the discourses and their relevance to the organisation of sport in New Zealand today, particularly NZG.

### **‘Sport as Business’ Discourse**

Prior to, at least, the mid-1980s, sport was organised primarily on a volunteer, community-based and non-commercial basis.<sup>92</sup> However, the institutionalisation, globalisation and professionalisation of sport at the global and national levels have paved the way for legal, business and management practices and imperatives. Promoted by government bureaucrats, professional sport administrators and politicians, the discourse of ‘sport as business’ is reflected in the way that sports organisations are increasingly making decisions on the basis of business

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<sup>92</sup> Hans Westerbeek and Aaron Smith, *Sport Business in the Global Marketplace* (Basingstoke: Palgrave Macmillan, 2003).

considerations. This, in part, has been informed by the responsibilities of sports organisations to their stakeholders, measured in terms of performance, accountability and return on investment, which are driven by business processes. As Leberman, Collins and Trentberth stated, “There is no doubt, sport is increasingly aligned and enmeshed with a vast array of business activity, and hence not surprisingly the practices and disciplines of the business world are now clearly evident in the organisation and delivery of sport”.<sup>93</sup> The following looks at how the features of this discourse are reflected in sports policy and official documents.

Perhaps one of the most dominant features of this discourse is the way that business jargon is used within the official documents and organisational guides of sports organisations. This appears to be explicitly described in business terms or implicitly as "good/best practice", "management", "performance", "capability", "professionalism" and "commercialisation", stated in the strategic plans, annual reports, press releases and other documents. These references are often made in relation to the organisation's actions, in its efforts to implement good management practices and to flag responsibilities to its stakeholders. For example, Sport NZ describes its role in its *Statement of Intent 2014-2020* as to “lead, invest, enable and deliver in the sector”.<sup>94</sup> It leads by “recognising and sharing best practice”,<sup>95</sup> hence the use of ‘best practice’. This is deemed to be necessary when it is accountable to its funders and this is often seen with sports organisations claiming their strategies and activities as being “effective, efficient and transparent” – these words becoming a normative ‘business’ phrase within sports organisations. For example, Sport NZ is “investing to produce results, monitoring the performance of the sector and reporting back on the use of taxpayer

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<sup>93</sup> Sarah I. Leberman, Chris Collins, and Linda Trenberth, *Sport Business Management in New Zealand and Australia* (South Melbourne, Vic; North Shore, N.Z: Cengage Learning Australia, 2012), 3.

<sup>94</sup> Sport New Zealand (Sport NZ), *Statement of Intent 2014-2020*, (2014), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Statement-of-Intent-2014-2020.pdf>. 5.

<sup>95</sup> *Statement of Intent 2014-2020*. 5.

money”.<sup>96</sup> Again, the business management practices are indicated by the words "monitoring", "performance" and "reporting". This is evident, even more explicitly, in the way the words "organisation" and "business" are used interchangeably by sports organisations. This is highlighted in the areas where Sport NZ describes its approach as “managing different business activities”,<sup>97</sup> which positions organisational activities as business activities.

This discourse is similarly reflected in in the *NZG Strategic Plan 2014 – 2018*. For example, it is expressed that “in general, there are many golf organisations operating in an uncoordinated manner”, which implies the lack of adequate business structures. This is further highlighted in its strategic objectives. For example, the objectives of “improved club capability and financial health”,<sup>98</sup> and, “a redeveloped administration support structure that is appropriately meeting the needs of the game”,<sup>99</sup> include the explicit and implicit use of business terms and practices (i.e. "the needs of the game" may in fact refer to the needs of the "market"). Furthermore, the *NZG Community Golf Plan: Towards 2018* includes initiatives that are directly related to business practices. The plan states that “for the business of golf and the leaders within clubs, the quality of professional development relates directly to the performance and success of those organisations”.<sup>100</sup> The terms, "the business of golf", "professional development" and "performance" are linked to the business jargon. The features of this discourse, therefore, are evident in the way these sports organisations describe their modes of operation.

The ‘sport as business’ discourse is further reflected in the prevalence of the alignment and standardisations of business management practices across the sports sector. This top-down enforcement is seen in the way government agencies encourage sports organisations to increase

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<sup>96</sup> *Statement of Intent 2014-2020*.

<sup>97</sup> *Statement of Intent 2014-2020*. 11.

<sup>98</sup> *Strategic Plan 2012-2015*, (2012),

<http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Sport-New-Zealand-Strategic-Plan-20122015.pdf>. 5.

<sup>99</sup> *Strategic Plan 2012-2015*. 5.

<sup>100</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*. 39.

capability and enhance management structures by providing business capability support but limiting access to financial resources. As stated in the *Sport NZ Strategic Plan 2012-2015*, “we’ll continue to help national sport and recreation organisations and regional sports trusts strengthen their business practices, planning and leadership to boost participation in our communities”.<sup>101</sup> In doing so, sports organisations are positioned as parts of the greater business network, working together to achieve a common objective.

These purposes are also evident at the NSO level, with NZG promoting the alignment of golf organisations with its broad direction. The NZG Strategic Plan, referred to above, states that “there is a distinct lack of strategic leadership and alignment among the key leadership bodies in golf”.<sup>102</sup> The document refers to the Community Golf Plan as an initiative “intended to drive greater alignment between different levels of golf delivery and to promote partnerships between providers that will allow resources to be used more efficiently”.<sup>103</sup> At the regional level, Sport Waikato promotes “regional leadership”.<sup>104</sup> It states, “we believe there needs to be even greater collaboration, especially with councils, clubs, and regional organisations and schools, we need to all be able to work closer, work smarter, together”.<sup>105</sup> Sport Waikato is in partnership with Waikato Golf to support the key roles of the Golf Kiwisport officer and the SportsForce Golf Development officer. In addition, both organisations have partnerships with external providers to employ its officers, including Sport NZ for Kiwisport, Trust Waikato for SportsForce and St Peter’s Golf Academy for the Waikato Golf High Performance Academy.<sup>106</sup> These examples show that the drive towards standardisation through business partnerships are inherent features of this discourse.

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<sup>101</sup> Sport New Zealand (Sport NZ), *Strategic Plan 2012-2015*. 1.

<sup>102</sup> *Strategic Plan 2012-2015*. 2.

<sup>103</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*. 49.

<sup>104</sup> Sport Waikato, "Sport Waikato Strategic Plan 2013-2016," (2013), [http://www.sportwaikato.org.nz/getmedia/c4df07f5-900f-484c-b057-05859ae3d200/StratPlan13\\_small2.pdf.aspx](http://www.sportwaikato.org.nz/getmedia/c4df07f5-900f-484c-b057-05859ae3d200/StratPlan13_small2.pdf.aspx).

<sup>105</sup> Interview with Sport Waikato member, November 12, 2014.

<sup>106</sup> Interview with Waikato Golf member, October 9, 2014.

The 'sport as business' discourse is also reflected in the preference for the professionalisation of the governance and management of sports organisations. People in governance and management positions appear to be given separate powers as the means to achieving good practices, or specifically, good business practices.<sup>107</sup> This system can be seen within Sport NZ (board of directors, senior leadership team and the business units),<sup>108</sup> HPSNZ (board and senior management team),<sup>109</sup> and within NZG, Sport Waikato and Waikato Golf (board and management teams).<sup>110</sup> Furthermore, this discourse is also evident in the increasing preference for sports, business, and management qualifications within the golf sector. Specifically, NZG is implementing a golf business management programme for golf managers, administrators and PGA professionals, either through business college (diploma in golf business management) or the Club Managers Association of America (CMAA), Business Management Institute (club management) courses, explicitly recognising the significance of professional business qualifications in golf.<sup>111</sup>

The drive towards offering business-related qualifications for those working in sport seems to be particularly emphasised by the popularity of similar kinds of degrees being offered by different universities. The degrees are a result of the inherent attractiveness of applying management or marketing practices to sport through business schools. Students are expected to gain expertise in leadership, management and entrepreneurship, and focus on key areas including strategy, marketing, economics and finance, legal and ethics aspects.<sup>112</sup> This indicates the type of expertise that is valued of those working in sports management,

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<sup>107</sup> Russell Hoye and Graham Cuskelly, *Sport Governance* (Amsterdam; Boston: Elsevier, 2007).

<sup>108</sup> "Our Structure," Sport New Zealand (Sport NZ), accessed February 5, 2015, <http://www.sportnz.org.nz/about-us/who-we-are/our-structure/>.

<sup>109</sup> "Our People," High Performance Sport New Zealand (HPSNZ), accessed February 5, 2015, <http://hpsnz.org.nz/about-us/our-people>.

<sup>110</sup> "Personnel," New Zealand Golf (NZG), accessed February 5, 2015, <http://www.golf.co.nz/About/Personnel.aspx>; "Our People," Sport Waikato accessed February 5, 2015, <http://www.sportwaikato.org.nz/about-us/our-people.aspx>; "About Us," Waikato Golf, accessed February 5, 2015, <http://www.waikatogolf.co.nz/>.

<sup>111</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*.

<sup>112</sup> L. Masteralexis, C. Barr, and M. Hums, *Principles and Practice of Sport Management* (Jones & Bartlett Learning, 2011).

and is also reflected in the types of qualifications of staff working in the wider sport sector. In NZG, Sport Waikato and Waikato Golf, staff have extensive experience or qualifications in business and sports development. These examples highlight the current importance of professionalisation within the sport sector and the way it relates to the features of this discourse.

In summary, the 'sport as business' discourse is reflected in sport policies and official documents and is evident in the widespread adoption of business jargon, the alignment and standardisation of business management practices, and the preference for professionalisation across the sport sector. This insight points to the emergence of a new ethos within sports organisations, and NZG in particular, and the way these are perpetuated. These observations are consistent with Trentberth, Leberman and Collins,<sup>113</sup> when they identify the prominence of the business discourse of sport within sport management. It confirms that the professionalisation and commercialisation of sport have influenced interests in the business of sport and the requirements for well-directed business management practices at every level. This discourse is inherently linked to the economics of sport.

### **'Sport as Economic Development' Discourse**

Sport is increasingly referred to as a tool of economic development and urban regeneration by government to discretely justify government policy, action and expenditure on sport stadia and specific sporting events. The rationale for government investment in hosting major events and building stadia is to achieve non-sporting outcomes for the cities or nation, including improved infrastructure or more economic activity. In this sense, major actors in sports are increasingly taking action to capitalise on the economic stimulus effects of sport, especially major sporting events. This was particularly evident in the hosting of the Rugby World Cup in 2011 in New Zealand. This discourse is evident in the suggestion that "sport-

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<sup>113</sup> Leberman, Collins, and Trentberth, *Sport Business Management in New Zealand and Australia*.

related economic activity could bring in \$14 billion to New Zealand by the end of the decade”, and that “the long-term impacts would be achievable if New Zealand is able to capitalise on the hosting of Rugby World Cup to attract future events”.<sup>114</sup> Other long-term impacts included an increase in consumer expenditure and employment in sport-related occupations. Short-term impacts from the RWC 2011 included rugby-related spend from overseas visitors.<sup>115</sup> These comments illustrate the ‘sport as economic development’ discourse and the positioning of sport as a means to achieve economic development.

The ‘sport as economic development’ discourse is, therefore, reflected in the way the sport’s national and international profile is seen to have the potential to contribute to the nation’s economy. This discourse is perpetuated by the government and at all levels of the sport sector. For example, the economic/sport rationale is seen with the partnership between NZG and TNZ. TNZ has developed a tourist special interest – golf tourism profile, which involves “focusing future marketing activity on attracting more international tourists to visit New Zealand to participate in golfing holidays”.<sup>116</sup> In this sense, an increase of expenditure in the golf sector is deemed to contribute significantly to the New Zealand economy. Tourism New Zealand’s Director of Marketing Andrew Fraser stated in a press release, “Golf tourism provides untapped economic potential for the country - internationally golf tourism is a \$32 billion market and New Zealand currently captures less than 0.3% of this”.<sup>117</sup> This discourse promotes the links between investment, marketisation and economic development, and is clearly reflected in the aim to “lift the spending of

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<sup>114</sup> Nick Krause, "Sporting Events Could Make NZ \$14b Richer," *BusinessDay*, September 13, 2011, <http://www.stuff.co.nz/business/industries/5617137/Sporting-events-could-make-NZ-14b-richer>.

<sup>115</sup> "Sporting Events Could Make NZ \$14b Richer."

<sup>116</sup> Tourism New Zealand (TNZ), *Tourist Special Interest: Golf Tourism*, (2013), [http://www.tourismnewzealand.com/media/1030286/golf-tourism\\_profile.pdf](http://www.tourismnewzealand.com/media/1030286/golf-tourism_profile.pdf).

<sup>117</sup> "New Focus for Golf Tourism to Boost New Zealand's Slice of Lucrative Market," press release, November 14, 2013, <http://www.tourismnewzealand.com/tourism-news-and-insights/latest-tourism-news/2013/11/new-focus-for-golf-tourism/>.

international golf tourists by \$78 million - from \$145 million to \$223 million - by the end of that investment period".<sup>118</sup>

Golf is further considered as having the potential to increase the profile of New Zealand as a unique tourist destination through its internationally-ranked golf courses and facilities. In the same press release, TNZ states that "the campaigns will work to increase awareness of New Zealand as a golf destination by profiling New Zealand courses ready to meet the needs and expectations of the international market".<sup>119</sup> The success of *The Farm at Cape Kidnappers* winning the "Golf Resort of the Year – Rest of World" award at the International Golf Travel Market IGTM in 2013 further promotes the link between profile and economic development. As stated, "The accolade achieved by *The Farm at Cape Kidnappers* reinforces the uniqueness of our offering, and will provide a huge boost in international profile which we will now work to capitalise on".<sup>120</sup> The words "profile" and "to capitalise" correlate with the aim of developing an international profile as an economic venture. At the regional level, this is reflected in Waikato Golf's key strategy "to ensure Golf has a high and positive profile in the district".<sup>121</sup> To achieve this, it intends to develop its profile through hosting events that are attractive to business networks and potential sponsors and players.<sup>122</sup> All of these initiatives are seemingly long-term objectives considered to be instrumental in achieving economic value for the nation, region or district.

The hosting of major sporting events as a marketing strategy for economic development is another feature of the 'sport as economic development' discourse. Investment into hosting major sporting events and the level of economic returns is dependent on the scale of the events, yet often

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<sup>118</sup> Ben Chapman-Smith, "Campaign Launched to Drive up Golf Tourist Spend," *New Zealand Herald*, August 12, 2013, [http://www.nzherald.co.nz/business/news/article.cfm?c\\_id=3&objectid=10911426](http://www.nzherald.co.nz/business/news/article.cfm?c_id=3&objectid=10911426).

<sup>119</sup> Tourism New Zealand (TNZ), "New Focus for Golf Tourism to Boost New Zealand's Slice of Lucrative Market."

<sup>120</sup> "New Zealand Golf Tourism Profiled on the World Stage with International Win for Cape Kidnappers Resort," press release, November 18, 2013, <http://www.tourismnewzealand.com/tourism-news-and-insights/media-releases/latest-releases/2013/11/new-zealand-golf-tourism-profiled-on-the-world-stage/>.

<sup>121</sup> Waikato Golf, "Strategic Plan 2014-2016," (2014).

<sup>122</sup> "Strategic Plan 2014-2016."



expressed within the context of its wider contribution to the national economy. Government officials, sponsors and NZG are therefore motivated to promote international golfing events. This is expressed through the support of major events such as the 2015 New Zealand Women's Open which was hosted by Christchurch at the Clearwater Golf Club. It was deemed that the increasing popularity of the event, with greater media interest particularly on Lydia Ko, had contributed to the profile of the game and economic activity during the event.

Perhaps this discourse is most evident in comments associated with the hosting of the 2015 and 2016 New Zealand Open. At a press conference in late 2014, the Minister of Economic Development confirmed that, "the Major Events Development Fund will invest \$700,000 per annum in the BMW New Zealand Open in 2015 and 2016. Government will also make a one-off investment of up to \$250,000 per year towards television production and distribution".<sup>123</sup> Having been recognised as an investment priority on the Ministry of Business, Innovation and Employment agenda, the event clearly demonstrates this discourse. Furthermore, Queenstown Chamber of Commerce chief executive Ann Lockhart stated, "[The Open] is a tremendous chance for local businesses to harness the opportunities that increased visitor numbers and exposure will bring to Queenstown".<sup>124</sup> At the club level, there is a sense that major sporting events (or even national events) provide an opportunity for the clubs to promote and present themselves to players, visitors and sponsors throughout the event. The investment return or the revenue generated from the event is often seen to be significant. These examples show that the potential economic impact of major sporting events is emphasised through this discourse.

Another feature of the 'sport as economic development' discourse is reflected in the incentive to increase participation and membership as a means to raise revenue for the golf sector. In this sense, the game itself is

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<sup>123</sup> New Zealand Golf (NZG), "BMW Group Announced as Naming Rights Sponsor for the 2015 BMW New Zealand Open," press release, October 7, 2014, <http://www.golf.co.nz/NewsMedia/Article.aspx?id=2433>.

<sup>124</sup> John Edens, "Boost for Golf Open," *The Southland Times*, October 8, 2014, <http://www.stuff.co.nz/southland-times/sport/10590947/Boost-for-Golf-Open>.

seen as having inherent economic value and a survival mechanism for the sector. For example, according to the *2014 New Zealand Golf Annual Report and Statement of Accounts*, membership levies accounted for roughly 47% of the annual revenue. This significant proportion enabled NZG to achieve a number of outcomes for the wider golfing community through incentives like the LOVE Golf campaign (also referred to as the NZ Golf National Membership Campaign). The campaign is based on marketing and economic concepts of elevating profile and visibility,<sup>125</sup> and capitalising on the supply and demand of golf and players. As stated in the NZG's *Strategic Plan*, "everything we do is about driving demand and supporting the supply of golf in order to achieve growth of the game we love".<sup>126</sup> Sport in this sense is positioned through the application of notions of economics, and is also seen as a marketable entity that has the potential to produce direct economic value.

In summary, the features of 'sport as economic development' are reflected in the arguments by government and sports organisations for investment in sport. Sport is presented as a tool for economic development through an increase in national or regional profile from the hosting of major events and direct revenue from participation and membership. It is revealed that through this discourse, major actors, including the government, conceptualise their investment in sport as a marketing tool to achieve economic development. These observations are consistent with Gratton, who confirms that the hosting of major sporting events has the capacity to provide for economic development and urban regeneration.<sup>127</sup>

### **'Sport as Health and Wellbeing' Discourse**

The inherent connection between sport, physical activity and health have been central to the government's rationale for involvement in national sports activities and strategies. In particular, there appears to be a strong

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<sup>125</sup> New Zealand Golf (NZG), "New Zealand Golf National Membership Campaign: LOVE Golf Presentation," (2014),

[http://www.harbourgolf.co.nz/uploads/87728/files/366926/LOVE\\_Golf\\_Presentation.pdf](http://www.harbourgolf.co.nz/uploads/87728/files/366926/LOVE_Golf_Presentation.pdf).

<sup>126</sup> "Strategic Plan 2014-2018," (2014),

<http://www.golf.co.nz/uploads/Strategic%20Plan%20-%20Adopted%202014.pdf>.

<sup>127</sup> Gratton, Shibli, and Coleman, "Sport and Economic Regeneration in Cities."

rationale within government policy that places sport as a significant means for achieving government health and physical activity objectives. Informed by the World Health Organisation's *Global Strategy on Diet, Physical Activity and Health*, the government has adopted policies, strategies and action plans that are aligned with the strategy to tackle global health issues such as obesity through national increases in physical activity. Apart from the health benefits, reducing health risks is deemed to have the potential to lower the significant individual and collective cost for the nation. Thus the features of the 'sport as health and wellbeing discourse' are reflected in the way sport, physical activity and health are linked in policies and strategies. It is evident in the government's efforts to address the national obesity issue through physical activity with sport as the remedy. It is also seen as an educational incentive, directed at children and youth participation in sport.

The 'sport as health and wellbeing' discourse is currently clearly evident within the designation of government ministerial portfolios. For example, after the 2014 General Election, Jonathan Coleman was appointed as the Minister of Health *and* Minister for Sport and Recreation. In his initial Ministerial address, he stated, "Today, as well as being Minister of Health, I am also Minister for Sport and Recreation and I am particularly keen to see greater linkage between these two portfolios".<sup>128</sup> He clearly placed 'sport' and 'health' as linked government objectives and within this relationship implied that 'sport' can help solve significant health issues. This interrelationship between sport and health can also be seen in the structure of Sport Waikato. As stated in an interview with a Sport Waikato member, "if you look at... our regional sports trust model where we've got... the health stream and the sport stream... it is ideal for us that they can both work together and benefit each other".<sup>129</sup>

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<sup>128</sup> Jonathan Coleman, "Hon Dr Jonathan Coleman Minister of Health – Address to the Association of Salaried Medical Specialists Annual Conference" (speech presented at the Association of Salaried Medical Specialists Annual Conference, November 27, 2014).

<sup>129</sup> Interview with Sport Waikato member, November 12, 2014.

Another feature of the 'sport as health and wellbeing' discourse is reflected in the way sport is an induced form of physical activity which is used as a means to achieve health objectives. The New Zealand Ministry of Health has developed "New Zealand Physical Activity Guidelines" that recommend adults should "put together at least 30 minutes of moderate intensity physical activity on most if not all days of the week" to gain health benefits.<sup>130</sup> Sport Waikato also explicitly states, that it "is proud to support the communities within the Waikato Region, in their goals to achieving healthy lifestyles, which includes being active through both sport and recreation".<sup>131</sup> NZG also claims that golf is "a game that provides diverse and wide ranging experiences for participants including healthier and longer lives... [and] lifelong competitive opportunities".<sup>132</sup> Playing golf is a way to get people to engage in different forms of physical activity such as walking, carrying or pulling their golf bag, and swinging a golf club to which different levels of energy is expended making it a suitable form of physical activity. As described in research by Sell, Abt, and Lephart, "golf and walking may provide a more appealing alternative to individuals who do not participate in regular physical activity while inducing the recommended amount of physical activity that promotes a healthy lifestyle".<sup>133</sup>

The 'sport as health and wellbeing' discourse emphasises that sport can be played by people of all ages and ability levels. As NZG describes in its Strategic Plan, golf "...can be played competitively and equitably across all facilities in all conditions by participants of all ages and skill levels".<sup>134</sup> However, there is much emphasis on targeting children and young people. All organisations across the different levels of the sport sector, including Sport NZ, NZG, Sport Waikato and Sport Waikato have specifically

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<sup>130</sup> "Physical Activity," Ministry of Health (MoH), accessed February 5, 2015, <http://www.health.govt.nz/our-work/preventative-health-wellness/physical-activity>. Adult guidelines for physical activity were developed by the Hillary Commission (now Sport New Zealand) in consultation with the Ministry of Health in 2001.

<sup>131</sup> "Homepage," Sport Waikato, accessed February 5, 2015, <http://www.sportwaikato.org.nz/>.

<sup>132</sup> New Zealand Golf (NZG), "Strategic Plan 2014-2018".

<sup>133</sup> Timothy C. Sell, John P. Abt, and Scott M. Lephart, "Physical Activity-Related Benefits of Walking During Golf," *Science and Golf V: Proceedings of the World Scientific Congress of Golf* (2008): 128.

<sup>134</sup> New Zealand Golf (NZG), "Strategic Plan 2014-2018".

targeted children and youth. Sport NZ states in its community sport strategy, “We know that: sport provides many benefits for children and young people, including... health and wellbeing”.<sup>135</sup> Similarly, NZG intends to create a framework that will guide young New Zealanders towards lifelong participation in golf,<sup>136</sup> while Waikato Golf aims to foster golf as a sport of choice for children and young people”.<sup>137</sup> Effectively, the discourse is shaped by the focus on sports as an appealing physical activity for children and young people and implicitly as a method for talent identification purposes.

The ‘sport as health and wellbeing’ discourse is also evident in the number of educational initiatives in schools that explicitly target children and young people to engage in sport and physical activity. Sport is easily targeted through schools which have an existing sporting culture and environment. One significant initiative that is directed at schools is the Kiwisport programme delivered by Sport Waikato and Waikato Golf. In a press release on the launch of KiwiSport, Prime Minister John Key stated, “schools are a vital catchment area in which we can introduce young New Zealanders to organised sport”.<sup>138</sup>

While the aims of the KiwiSport initiative are primarily focused on increasing the participation rates of school-aged children in organised sport, it is recognised that a key result of the programme includes external health benefits. As stated in its press release, “the Government wants to see more Kiwi kids participating in sport so that they get the health and lifestyle benefits of better physical fitness”.<sup>139</sup> This is further highlighted in the *2012 KiwiSport in Schools* report by the Education Review Office, which found that “students increased their skills development, confidence,

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<sup>135</sup> Sport New Zealand (Sport NZ), Community Sport Strategy: Phase 1 2010-2015, (2010), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Community-Sport-Strategy.pdf>. 12.

<sup>136</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*.

<sup>137</sup> Waikato Golf, "Strategic Plan 2014-2016."

<sup>138</sup> National Party, "Kiwisport Initiative Good for Young People," press release, August 11, 2009, <http://johnkey.co.nz/archives/782-Kiwisport-initiative-good-for-young-people.html>.

<sup>139</sup> "Kiwisport Initiative Good for Young People."

fitness, engagement, and social skills”.<sup>140</sup> By implementing this initiative in schools, the government is integrating physical activity and sport, health and education objectives in a single approach. This integration is reflected in the statement by Key that “funding for Kiwisport has been provided by the Ministers of Health, Education, and Sport & Recreation”.<sup>141</sup> The initiative appears to particularly tackle the complex health issue of obesity through physical activity such as sport in an educational context. This link is explicitly recognised by the Minister of Sport and Recreation, who envisions the “Ministry of Health working with Ministry of Education to identify kids most in need of better access to physical activity or other anti-obesity initiatives”.<sup>142</sup> This discourse is reflected in the way that different government departments and organisations work together in delivering sport and health initiatives through education.

In summary, the ‘sport as health and wellbeing’ discourse is reflected in the way sport and health initiatives are integrated in sports policy and strategies. It informs government and sports organisations efforts to increase participation in sport (or physical activity) as the means to tackle health risks such as obesity. Sport and health is further emphasised in the educational system, particularly for children and youth. These observations are consistent with Sam, who found that government policy direction in sports participation is aimed broadly at health and physical activity but with increased emphasis on youth sport.<sup>143</sup>

### **‘Sport as Social Inclusion’ Discourse**

The terms social inclusion, social cohesion or social capital have been used by government and sports organisations when referring to the notion that sport has the capacity to produce social benefits. The term social

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<sup>140</sup> Education Review Office (ERO), *Kiwisport in Schools* (October 2012), (Education Review Office, 2012), <http://www.ero.govt.nz/content/download/180809/3024855/version/4/file/KiwiSport+in+Schools+October+2012.pdf>.

<sup>141</sup> National Party, "Kiwisport Initiative Good for Young People."

<sup>142</sup> Coleman, "Hon Dr Jonathan Coleman Minister of Health – Address to the Association of Salaried Medical Specialists Annual Conference."

<sup>143</sup> Mike Sam, "New Zealand," in *Participation in Sport: International Policy Perspectives*, ed. Matthew Nicholson, Russell Hoyer, and Barrie Houlihan (New York, N.Y; Milton Park, Abingdon, Oxon, [England]: Routledge, 2011).

inclusion, in particular, has primarily been used to promote the idea that when participants engage in an activity, such as sport, they are involved in social interaction which leads to additional benefits. As Hoye, Nicholson and Houlihan state, “central sport agencies have been happy to capitalise on the assumed inherent potential within sport and sport organisations; they have used social inclusion...as part of diverse raft of justifications for particular policy positions, priorities and funding allocations”.<sup>144</sup> Sport is deemed to have a positive impact on particular sections of the community that are often disadvantaged, discriminated against or most at risk from social exclusion. Sport provides a negotiating mechanism for government and sports organisations to socially engage young people, people with disabilities, people in low-socio economic areas and ethnic minorities, as reflected in the ‘sport as social inclusion’ discourse.

Moreover, government legislation and policies in relation to Māori have historically been framed in the way they either adhere or fail to adhere to certain principles of the Treaty of Waitangi. Similarly, the social inclusion of Māori communities is regarded in the same way and these extend to inclusion through sport. This is prevalent in the He Oranga Poutama (HOP) programme, a Sport NZ initiative that is “strongly centred on Māori cultural distinctiveness, supporting community leadership and growth in sport and recreation participation as Māori”.<sup>145</sup> While the social inclusion of Māori is a government legal obligation, the inclusion of young people, people with disabilities, and women are seen as a government social commitment that are primarily reflected in this discourse.

### **Inclusion of young people**

The ‘sport as social inclusion’ discourse is reflected in the way that many sport policies and strategies are justified in terms of the focus on increasing the number of young people participating in sport. This is linked to the discourse on sport and health and is evident in government concern

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<sup>144</sup> Russell Hoye, Matthew Nicholson, and Barrie Houlihan, *Sport and Policy: Issues and Analysis* (Oxford; Burlington: Elsevier/Butterworth-Heinemann, 2010), 158.

<sup>145</sup> Sport New Zealand (Sport NZ), "He Oranga Poutama," <http://www.sportnz.org.nz/managing-sport/programmes-and-projects/he-oranga-poutama>.

with young people and physical inactivity. As stated in *Sport NZ Annual Report 2014*, “we believe that keeping our young people sporty and active into the future will prove challenging given societal trends, including the increasing amount of time they spend in front of screens”.<sup>146</sup> There are also major concerns within schools that New Zealand school children are focused on technology leading to substantial periods of physical inactivity. The other concern is the belief that adult health problems are often linked with childhood inactivity.<sup>147</sup> Young people have thus become a key priority in government sports policies.

Further, there seems to be a general conception that increasing participation of young people in sport ensures the retention of participants in sport for life, and leading to ongoing benefits of being a part of a club.

As stated in *Sport NZ Group Strategic Plan 2015-2020*:

Developing a love of sport at an early age is more likely to encourage a lifelong participation habit. A focus on developing physical, social and emotional skills through a ‘physical literacy approach’ will ensure all Kiwi kids have the skills and opportunities they need to be involved in sport for life.<sup>148</sup>

The initiatives that have been directly linked to this outcome are Kiwisport, Sport in Education and the newly launched Pathway to Podium. Schools are considered to be the best setting and environment for young people to engage in sport,<sup>149</sup> and are deemed to have a positive effect in reducing delinquency, crime and anti-social behaviours. Studies on the positive links between more time spent on physical activity to behaviour, health and academic performance are not new, as noted in the Sport on the Move report in which the results from an experimental study supports these links.<sup>150</sup>

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<sup>146</sup> *Sport NZ Annual Report 2014*. 10.

<sup>147</sup> Scott and Committee, *Sport on the Move: Report of the Sports Development Inquiry, Presented to the Honourable Mike Moore, Minister of Recreation and Sport*.

<sup>148</sup> Sport New Zealand (Sport NZ), *Sport NZ Group Strategic Plan 2015-2020*, (2015), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Sport-NZ-Group-Strategic-Plan-2015-2020.pdf>. 5.

<sup>149</sup> *Sport NZ Annual Report 2014*. 10.

<sup>150</sup> Scott and Committee, *Sport on the Move: Report of the Sports Development Inquiry, Presented to the Honourable Mike Moore, Minister of Recreation and Sport*, 21.



## **Inclusion of people with disabilities**

In 2013, 1.1 million people in New Zealand were identified as disabled. According to the *United Nations Convention on the Rights of Persons with Disabilities*, “persons with disabilities tend to experience greater social, political, and economic exclusion than persons without disabilities worldwide”.<sup>151</sup> The ‘sport as social inclusion’ discourse is reflected in the way sport has been used as a collective means to develop greater inclusion and well-being for persons with disabilities. This is informed by the New Zealand Office for Disability Issues leadership in implementing the *New Zealand Disability Strategy* and the *United Nations Convention on the Rights of Persons with Disabilities* in government policies and services.<sup>152</sup> Sport is deemed to have positive social benefits for these people: “sport contributes towards the development of social skills and psychological well-being”.<sup>153</sup> The discourse is further reflected in the way government supports different agencies, such as the Halberg Disability Sport Foundation and Paraplegic and Physically Disabled Federations in enhancing the social lives of physically disabled New Zealanders by supporting their participation in sport and recreation,<sup>154</sup> and celebrating their successes in an inclusive environment, such as the Halberg Awards.<sup>155</sup>

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<sup>151</sup> United Nations, *Convention on the Rights of Persons with Disabilities and Optional Protocol*, (2008), <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>.

<sup>152</sup> Office for Disability Issues, *New Zealand Disability Strategy*, (Wellington, New Zealand: Ministry of Health, 2001), <http://www.odi.govt.nz/documents/publications/nz-disability-strategy.pdf>; Minister for Disability Issues, *Towards an Inclusive and Enabling New Zealand: The Annual Report from the Minister for Disability Issues to the House of Representatives on Implementation of the New Zealand Disability Strategy*, (Wellington, New Zealand: Office for Disability Issues, 2014), <http://www.odi.govt.nz/documents/nzds/progress-reports/2014-nzds-progress-report.docx>.

<sup>153</sup> “Parafeds,” Halberg Disability Sport Foundation - Halberg AllSports, accessed February 15, 2015, <http://www.halbergallsports.co.nz/disability-sports/parafeds/>.

<sup>154</sup> “Sponsors,” Halberg Disability Sport Foundation, accessed February 15, 2015, <http://www.halberg.co.nz/our-story/our-sponsors/>; “Partners,” Paralympics New Zealand, accessed February 15, 2015, <http://www.paralympics.org.nz/Partners>.

<sup>155</sup> “Judging Criteria,” Halberg Awards, accessed February 15, 2015, <http://www.halbergawards.co.nz/about-the-awards/judging-criteria/>.

Within the golf sector, the 'sport as social inclusion discourse' is reflected in the way the Rules of Golf has been modified to include people with disabilities and in the way different organisations are enabling people with disabilities to participate in the game. Since 2008, The R&A and its counterpart, the USGA, have produced *A Modification of the Rules of Golf for Golfers with Disabilities* (effective from 2012), which "provide a means by which disabled golfers may play equitably with able-bodied golfers or golfers with other types of disabilities".<sup>156</sup> Subsequently, since 2009, the *New Zealand Golf Incorporated Use of a Motorised Golf Cart Policy* accepts the use of motorised carts on a case-by-case basis for golfers with disabilities under the Human Rights Act 1993. The purpose is stated as "to enable equal participation in New Zealand Golf's tournaments or qualifying rounds by disabled golfers/caddies".<sup>157</sup> This reflects attempts by golfing organisations to foster social inclusion and equality of people with disability through sport. It is deemed that "golf is a sport for everyone. Regardless of age, gender, physical condition or physical challenge, it is a great way to build friendships and to exercise, while providing an opportunity for personal challenge and growth".<sup>158</sup>

The discourse of 'sport as social inclusion', therefore, is also evident in relation to the inclusion of people with disabilities. Overall, there is a sense that it provides opportunities for persons with disabilities "to develop social skills, forge friendships outside their families, exercise responsibility, and take on leadership roles. Through sport, persons with disabilities learn vital social interaction skills, develop independence, and become empowered to lead and make change happen".<sup>159</sup>

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<sup>156</sup> The R&A, "Golfers with Disabilities," <http://www.randa.org/en/Playing-Golf/Golfers-with-Disabilities.aspx>.

<sup>157</sup> New Zealand Golf (NZG), *New Zealand Golf Incorporated Use of a Motorised Golf Cart Policy*, (Auckland, New Zealand: New Zealand Golf (NZG), 2008), <http://www.golf.co.nz/uploads/Use%20of%20Golf%20Carts%20Policy%20and%20Application%20November%202011.pdf>.

<sup>158</sup> The R&A, "Golfers with Disabilities".

<sup>159</sup> International Network of Sport and Development (INSDC), "Sport and Persons with Disabilities: Fostering Inclusion and Well-Being [Chapter 5]," (Toronto, Canada: Right to Play International, 2008), 172.

## Inclusion of women

Historically, sport has been defined as a masculine activity and has been seen as a form of male entitlement. This was emphasised in the statement made by Pierre de Coubertin, founder of the modern Olympic Games, “[We] must continue to try to achieve the following definition: the solemn and periodic exaltation of male athleticism with internationalism as a base, loyalty as a means, art for its setting, and female applause as reward”.<sup>160</sup> The masculine ideals have defined and influenced opportunities for females to participate in sport with the notion that there are appropriate and inappropriate sports for females and males, leading to forms of violence and hate when athletes differ from the gender-sport norm. These stereotypes are also reinforced in the sports media; female athletes have been underrepresented in the media and been represented as less physically capable as male athletes. Female athletes, in particular have been pressured to consistently display ‘feminine’ behaviours to dissuade homophobic labelling, an existing stereotype typical to golf. For example, LPGA have been dubbed as the Lesbians Playing Golf Association.<sup>161</sup> The ‘sport as social inclusion’ discourse is reflected in the way government and sports organisations promote the inclusion of women by changing the image of female participation in sport, through sport.

The rise of female participation in certain activities has led society to view some sports as gender-neutral. The improvement in women’s athletic achievements has challenged the gender gap in sports events. The influence of female golfer Annika Sorenstam’s participation in the PGA Tour is an example of attempts to close the gender gap between separate men and women events.<sup>162</sup> However, despite the impressive

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<sup>160</sup> E. McDonagh and L. Pappano, *Playing with the Boys: Why Separate Is Not Equal in Sports* (Oxford University Press, USA, 2008), 39.

<sup>161</sup> “In Her New Book *Swinging from My Heels*, Christina Kim Dishes on Life, Love and the L-Word on the LPGA Tour,” *Golf*, accessed February 21, 2015, <http://www.golf.com/tour-and-news/her-new-book-iswinging-my-heels-christina-kim-dishes-life-love-and-l-word-lpga-tour>.

<sup>162</sup> Lesley Stahl, “Breaking the PGA Tour Barrier,” *CBS News*, April 11, 2003, <http://www.cbsnews.com/news/breaking-the-pga-tour-barrier/>; Ron Sirak, “The Round That Changed Everything,” *Golf Digest* (2013), <http://www.golfdigest.com/story/golf-annika-sorenstam-colonial-sirak>.

performances of female athletes, women continue to see their athletic accomplishments distorted by the sporting press.<sup>163</sup> To counter this, there have been attempts in sports policy to promote and encourage female participation across the broader landscape. For example, Sport NZ, Sport Waikato and Waikato Golf, all have explicit statements in their policies that focus on increasing women's participation in sport. The *Sport NZ Group Strategic Plan 2015-2020* explicitly include women as part of its participant-focused, strategic approach,<sup>164</sup> and is clearly expressed in the *Community Sport Strategy 2015-20*.<sup>165</sup> In the *NZG Community Golf Plan Towards 2018*, the plan explicitly sets out a female golf participation programme as part of its target market participation programmes.<sup>166</sup>

In summary, the social impacts that sports participation have had on the sections of the community that are disadvantaged, discriminated against or at risk from social exclusion have been reflected in the 'sport as social inclusion' discourse. This is encapsulated in the statement by Sport NZ "we believe sport can enrich lives regardless of age, gender, ethnicity or ability, so we will continue to encourage participation by traditionally lower-participation groups such as women, older people, Pacific and Asian peoples and those with disabilities".<sup>167</sup> Bailey,<sup>168</sup> and Skinner, Zakus and Cowell,<sup>169</sup> confirm that there is a prevailing emphasis on sporting opportunity and access, and in particular participation that underpins the government's drive to promote social inclusion. However, the authors recognise that there is a lack of empirical evidence that demonstrates how

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<sup>163</sup> Wendy Tanner, "Marginalization and Trivialization of Female Athletes and Women's Sports through Commentator Discourse: A Study of ESPN's Sportscenter" (American University, 2011); Yair Galily, Nadav Cohen, and Moshe Levy, "(Not) Higher, Stronger or Swifter: Representation of Female Olympic Athletes in the Israeli Press," *Journal of International Women's Studies* 12, no. 4 (2011); M. Hardin, "Stopped at the Gate: Womens Sports, Reader Interest, and Decision Making by Editors," *Journalism and Mass Communication Quarterly* 82, no. 1 (2005); David Stead, "Sport and the Media," in *Sport and Society: A Student Introduction*, ed. Barrie Houlihan (London: SAGE, 2003).

<sup>164</sup> Sport New Zealand (Sport NZ), *Sport NZ Group Strategic Plan 2015-2020*.

<sup>165</sup> *Community Sport Strategy 2015-20*. 13.

<sup>166</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*. 21.

<sup>167</sup> Sport New Zealand (Sport NZ), *Sport NZ Group Strategic Plan 2015-2020*. 2.

<sup>168</sup> Richard Bailey, "Evaluating the Relationship between Physical Education, Sport and Social Inclusion," *Educational Review* 57, no. 1 (2005).

<sup>169</sup> James Skinner, Dwight H. Zakus, and Jacqui Cowell, "Development through Sport: Building Social Capital in Disadvantaged Communities," *Sport Management Review* 11, no. 3 (2008).

sports participation contributes to social inclusion. Collins further identified that sport can in fact contribute to social exclusion in children, people with disabilities, gender and so forth.<sup>170</sup> They also found that social exclusion issues in sport are also emerging in areas such as sexuality and religion.

### **‘Sport as Olympism’ Discourse**

The Olympic Movement and the International Olympic Committee (IOC) were officially established in 1894 by Pierre de Coubertin, whose goal was “to create an international movement that would promote an integrated culture of sport and education, promote sport as a means to peace and promote a set of values that would extend beyond the playing field”.<sup>171</sup> The ‘sport as olympism’ discourse is reflected in the way that the Olympic Movement has become a stage for countries to promote political interests through sport. Despite strong advocacy against the involvement of politics in the Olympic Movement by subsequent IOC presidents, politics still remains an underlying force. As Chatziefstathiou and Henry surmised, “the Olympic movement and Games had always been attractive to governmental and non-governmental political interests”.<sup>172</sup> Therefore, sport has been shaped by the effects of political manipulation by actors to promote their interests through the Olympic movement and Games, leading to reforms within the Olympics.

The features of this discourse are reflected in the shift in the modern nature of sport, from amateurism to professionalism, and the way these different sporting codes have been unified as Olympic sports within the Olympic Games. Historically, the Games was restricted to an amateur code which was defined as, “one who participates and always has participated in sport as an avocation without material gain of any kind”.<sup>173</sup>

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<sup>170</sup> Michael F. Collins, *Sport and Social Exclusion*, 2nd ed. (New York: Routledge, 2014).

<sup>171</sup> “The Olympic Movement. Origins and Goals,” New Zealand Olympic Committee (NZOC), accessed June 28, 2015, <http://www.olympic.org.nz/nzoc/olympic-movement-origins-and-goals>.

<sup>172</sup> Dikaia Chatziefstathiou and Ian P. Henry, *Discourses of Olympism: From the Sorbonne 1894 to London 2012* (Houndmills, Basingstoke, Hampshire: Palgrave Macmillan, 2012), 199.

<sup>173</sup> International Olympic Committee (IOC), *Eligibility Rules of the International Olympic Committee* (Lausanne, Switzerland: International Olympic Committee (IOC), 1964),

The amateurism of the Games was true to the fundamental value of Olympism which was not on winning but on good 'sportsmanship',<sup>174</sup> however, due to the controversy and struggle in defending the amateur code, the IOC in 1971 eliminated the term 'amateur' from the Article 26 of the Olympic Charter. In 1986, professional athletes were given permission by the International Federation to compete in each sport of the Games. This reflected the notion that "core values of Olympism at certain points in time are subject to change as the political, economic and cultural context changes".<sup>175</sup> This has shaped the recognition of the Olympic sports and athletes in the modern world.

This discourse is further reflected in the government interests and investment in Olympic sports and the explicit focus on elite athletes. The aim of the New Zealand Olympic Committee (NZOC) is to "inspire excellence and pride in New Zealanders and enable New Zealand's elite athletes to achieve on the world's stage".<sup>176</sup> Similarly, HPSNZ's vision is "more New Zealanders winning on the world stage at Olympic/Paralympic Games and World Championships in targeted sports".<sup>177</sup> This is further emphasised in its key goals which include: specific medal targets for each of the major sporting events (the Olympic Games, Paralympic Games and World Championships), and a high performance sport system capable of delivering top world rankings in each disciplines (see Table 2). In this sense, the Olympic Games (or Olympic sports) has become a competitive measure against other countries and investment is deemed necessary to achieve the desired results. Following the success of the London Olympic Games, Alex Baumann commented, "there is no doubt that the Government's increased investment in high performance sport has

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[http://www.olympic.org/Documents/Olympic%20Charter/Olympic\\_Charter\\_through\\_time/1964-Olympic\\_Charter\\_Eligibility\\_Rules\\_of\\_the\\_IOC.pdf](http://www.olympic.org/Documents/Olympic%20Charter/Olympic_Charter_through_time/1964-Olympic_Charter_Eligibility_Rules_of_the_IOC.pdf).

<sup>174</sup> The Olympic Museum Education and Cultural Services, "Olympism and the Olympic Movement," (2013), 5.

<sup>175</sup> Dikaia Chatziefstathiou, "Paradoxes and Contestations of Olympism in the History of the Modern Olympic Movement," *Sport in Society* 14, no. 3 (2011): 207.

<sup>176</sup> "About Us," New Zealand Olympic Committee (NZOC), accessed February 10, 2015, <http://www.olympic.org.nz/nzoc/about-us>.

<sup>177</sup> High Performance Sport New Zealand (HPSNZ), "Strategic Plan 2013-2020," (2013), [http://hpsnz.org.nz/sites/all/modules/filemanager/files/Pubs\\_strats\\_reports/Strategic\\_Plan\\_2013\\_FINAL.pdf](http://hpsnz.org.nz/sites/all/modules/filemanager/files/Pubs_strats_reports/Strategic_Plan_2013_FINAL.pdf).

contributed to more Kiwi winners on the world stage, as there is a direct correlation between investment and results".<sup>178</sup>

Perhaps most prevalent within this discourse is the way that the Olympic Games has become a terrain for states to express their national interests and to compete against other nations for glory. The structure and capacity of the Games provide an opportunity for the expressions of national interests.<sup>179</sup> As cited by Chatziefstathiou and Henry, "although, from the Coubertin years, it had always been emphasised that the Games are contests between individuals and not countries, the IOC has always perceived issues of participation in terms of eligibility of states rather than the eligibility of athletes".<sup>180</sup> The number of Olympic medals won have been an important indicator of the strength of a nation,<sup>181</sup> which may have been promoted by the Olympic motto, *citius - altius - fortius*, which means faster - higher - stronger.<sup>182</sup>

International prestige has often been linked to national pride and national identity for New Zealand. As stated in the HPSNZ Strategic Plan, "The Government invests in high performance sport for the many benefits it brings to the whole country, including the national pride we feel when we see New Zealanders standing on the podium".<sup>183</sup> National pride is deemed to have the capacity to unify the nation which can have positive benefits to the nation as a whole. As stated, "New Zealand was a largely sports crazy country and a successful Olympic campaign could often have a huge impact on the nation's mood, which, in turn, can lead to increased

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<sup>178</sup> "Best Olympic Performance since Seoul 1988," press release, August 13, 2012, <http://hpsnz.org.nz/news-events/best-olympic-performance-seoul-1988>.

<sup>179</sup> B. Houlihan, *Sport and International Politics* (Harvester Wheatsheaf, 1994).

<sup>180</sup> Chatziefstathiou, "Paradoxes and Contestations of Olympism in the History of the Modern Olympic Movement," 200-01.

<sup>181</sup> James F. Larson and Heung-Soo Park, *Global Television and the Politics of the Seoul Olympics* (Boulder, Colo: Westview Press, 1993), 36.

<sup>182</sup> The Olympic Museum Education and Cultural Services, "Olympism and the Olympic Movement."

<sup>183</sup> High Performance Sport New Zealand (HPSNZ), "Strategic Plan 2013-2020". 2.

productivity at work, improved relationships, increased consumer spending and all manner of behaviours that are positive for this nation”.<sup>184</sup>

Table 2: Key goals in the *HPSNZ Strategic Plan 2013-2020* <sup>185</sup>

Podium performance	System sustainability
<p><b>Achieving podium performance results as measured by:</b></p> <ul style="list-style-type: none"> <li>• <b>Medals at Olympic Summer Games: 14+ in 2016 in Rio; 16+ in 2020</b></li> <li>• <b>Winning at World Championships in targeted non-Olympic sports</b></li> <li>• <b>Medals at Olympic Winter Games: 1+ in 2014 in Sochi; 2+ in 2018</b></li> <li>• <b>Gold medals at Paralympic Summer Games: 8-12 in 2016</b></li> <li>• <b>Gold Medals at Paralympic Winter Games: 2+ in 2014 in Sochi</b></li> </ul>	<p><b>Achieve a sustainable high performance sport system capable of constant improvement through collaborative leadership and investment as measured by:</b></p> <ul style="list-style-type: none"> <li>• Percentage of HP programme performance and process goals achieved by targeted NSOs</li> <li>• Number of New Zealand athletes and teams placed in the Top 3, Top 5, Top 8 and Top 16 in the world in Olympic disciplines; Top 3 and Top 5 in Paralympic disciplines</li> </ul>

This discourse is narrowly reflected in the way sports are selected for the Games in which its inclusion is a form of legitimacy for the sports.

Historically, golf was featured in the Summer Olympic Games, twice, in 1900 and 1904. It was then not included in the Summer Olympics for over a century. However, golf was reinstated by the IOC for the 2016 Summer

<sup>184</sup> Ekant Veer, "More Funding for More Olympic Hopefuls," press release, August 12, 2012, <http://www.comsdev.canterbury.ac.nz/rss/news/?feed=news&articleId=463>.

<sup>185</sup> High Performance Sport New Zealand (HPSNZ), "Strategic Plan 2013-2020". 6.



Olympics after it was put forward for ratification by the IOC assembly in 2009. In a press release, the IOC president Jacques Rogge stated, "Golf ... [has] global appeal, a geographically diverse line up of top iconic athletes and an ethic that stresses fair play".<sup>186</sup> The article also stated that golf's "backers say bringing golf back into the Olympics would help it develop worldwide, noting many governments fund only Olympic sports".<sup>187</sup> This indicates that the Olympic Games and Olympic sports are deemed to be significant to government. The recognition of golf as an Olympic sport is not only considered as important to government but also to the golfing community. Padraig Harrington, one of the golf ambassadors at the Copenhagen conference, stated, the "Olympics would soon surpass the majors in importance".<sup>188</sup> He further expressed, "I do believe in time the Olympic gold will become the most important event in golf and I don't believe it will take that long".<sup>189</sup> This signifies the importance of the Olympic Games as the ultimate sporting event in which Olympic sports is seen to have priority over other non-Olympic sports. In New Zealand, HPSNZ has explicitly related its investment in Lydia Ko to the 2016 Olympic Games. As HPSNZ Chief Executive Alex Baumann stated, "Having Lydia turn professional is great for the sport and we have a role in supporting her through that transition from amateur to professional as she eyes Rio".<sup>190</sup>

In summary, the 'sport as olympism' discourse reflects the idea that success in sport and winning medals at the Olympic Games is thought to have a positive impact on the nation, to inspire the public, grow the sport, influence international prestige and even contribute to the national economy. These observations are consistent with Hilvoorde, Elling and

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<sup>186</sup> Stephen Wilson, "Golf, Rugby Backed by IOC Board for 2016 Games," *The Seattle Times*, August 13 2009,

[http://seattletimes.com/html/sports/2009656175\\_apolyiocnewsports.html](http://seattletimes.com/html/sports/2009656175_apolyiocnewsports.html).

<sup>187</sup> "Golf, Rugby Backed by IOC Board for 2016 Games."

<sup>188</sup> BBC Sport, "Golf & Rugby Voted into Olympics," *BBC*, October 9, 2009, [http://news.bbc.co.uk/sport2/hi/olympic\\_games/8292584.stm](http://news.bbc.co.uk/sport2/hi/olympic_games/8292584.stm).

<sup>189</sup> "Golf & Rugby Voted into Olympics."

<sup>190</sup> High Performance Sport New Zealand (HPSNZ), "Targeted Investment Proves Winning Formula," press release, December 18, 2013, <http://hpsnz.org.nz/news-events/targeted-investment-proves-winning-formula>.

Stokvis when they surmised that “this could explain the fact that an increasing number of countries explicitly invest in achieving a better position on the Olympic medal index”.<sup>191</sup> Chatziefstathiou and Henry highlight how ‘power over discourse’ is reflected in these observations when they identify that Olympism “provides a set of values, principles, behaviours which both instantiate and legitimate power from the micro inter-personal context, through meso-level contexts (the world of sport, or the Olympic world), to the macro (societal) levels”.<sup>192</sup>

## Chapter Summary

The analysis of written and spoken texts has revealed five dominant discourses within sports policy in New Zealand: a) ‘sport as business’ discourse, b) ‘sport as economic development’ discourse, c) ‘sport as health and wellbeing’ discourse, d) ‘sport as social inclusion’ discourse, and e) ‘sport as olympism’ discourse. These are reflected in the policies and strategies of NZG, Sport Waikato and Waikato Golf. While these discourses are distinct and are reflected in sports policies and strategies in different ways, they are inherently interlinked. These findings are consistent with other attempts to identify the key discursive drivers in sport.

The analysis shows that business values, practices and management underpin the normative structures and practices in contemporary sports organisations and affects the process in which decisions are made. Sports organisations' decisions are increasingly informed by their return on investments that are shaped by economic development imperatives. These in turn are used to promote the contribution of sports to public interests such as health and wellbeing and social inclusion. These aspects are embodied within the Olympic Movement, in which the Olympic Games, in particular, sets the stage for nations to express their power, national interests and ideologies, in sport and beyond sport.

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<sup>191</sup> Ivo van Hilvoorde, Agnes Elling, and Ruud Stokvis, "How to Influence National Pride? The Olympic Medal Index as a Unifying Narrative," *International Review for the Sociology of Sport* 45, no. 1 (2010): 88.

<sup>192</sup> Chatziefstathiou and Henry, *Discourses of Olympism: From the Sorbonne 1894 to London 2012*, 250.

These discourses reveal that the dominant ideas and values in sport appear to flow from the higher level of sports governance, particularly central government, which are promoted through to local clubs and communities. This is evident in NZG in the way it sets the culture and organisational ethos that, in turn, affects the structures and processes in Sport Waikato, Waikato Golf and individual golf clubs. These show the power of discourse, to shape sporting practices and highlights the way that different actors are able to influence policy and strategic directions in sport.

## **Chapter Five: Trends in Sports Budgeting and Implications for NZG**

This chapter examines how dominant discourses shape or justify past and current strategic directions in sport, and the way that they concurrently affect how sports organisations manage and prioritise financial resources. It begins with a review of research on the politics of state budgeting processes and the nature of government investment in sports organisations which provides the basis for the analysis. The analysis maps the income and expenditure of NZG through a review of its financial statements, from 1995 to 2014, focusing on the changes to grants received from key stakeholders, particularly government, community trusts, sponsorships and membership. The chapter concludes with a discussion of the implications of the financial changes by placing the analysis within the current dominant economic framework, and uncovering the way that the dominant discourses shape financial decisions in NZG.

### **Sports Budgeting and State Budget Reforms**

In the competition for limited resources, sports administrators have many decisions to make with respect to financial management. Budgeting is a crucial part of the financial management process, involving decisions about where and to which operational activities resources are allocated.<sup>193</sup> While parts of the budgeting process involve technical work, the estimations and considerations for determining the budget are intrinsically political. That is because: a) the budget reflects choices about what the government will and will not do; b) the budget reflects struggles over competing priorities; c) the budget provides a powerful tool for accountability for public spending; d) the budget reflects the modes of economic governance; and e) the budget reveals the relative power of different individuals and organisations and their influence.<sup>194</sup> Studying the

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<sup>193</sup> Bob Stewart, *Sport Funding and Finance* (Milton Park, Abingdon, Oxon; New York: Routledge, 2015).

<sup>194</sup> I.S. Rubin, *The Politics of Public Budgeting: Getting and Spending, Borrowing and Balancing* (SAGE Publications, 2009).

politics of the budget process reveals the dynamics between the distribution of power and the distribution of public resources, as explained by Norton and Elson:

Unequal power relations may be expressed by: inclusion/exclusion or proximity by different social groups to the decision-making process; norms and values explicitly expressed in the statement of purpose and implicitly embedded in the priorities and assumptions contained within the process, structure and content of the budget. Power also plays a significant role in the legitimization of knowledge, and in determining who has access to information which guides decision-making.<sup>195</sup>

The notion of tight budget management and control in sports organisations has become a normative practice that emerged from the state budget reforms. These public sector reforms of the 1980s saw the emergence and adoption of the new style of governance typically referred to as the New Public Management (NPM). This change, initiated in 1984 when the fourth Labour government came into power, introduced financial management and state sector reforms designed to increase the competitiveness of the New Zealand economy.<sup>196</sup> NPM involved the application of economics-based theories and managerial systems to the organisation of government. In New Zealand, this involved a change in the relationship between chief executives and ministers under the *State Sector Act 1988*.<sup>197</sup> It also involved the preference for private sector management practices into the public sector on the grounds that this would improve performance and increase efficiency and accountability. Departments in turn became responsible for managing themselves and running their own financial systems. However, this meant that the monitoring of departments became more sophisticated.

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<sup>195</sup> Andy Norton and Diane Elson, "What's Behind the Budget? Politics, Rights and Accountability in the Budget Process," *Overseas Development Institute* (2002): vi.

<sup>196</sup> Ian Ball, "Changes in Accounting and Auditing Practices: The New Zealand Experience," in *Budgetary Management and Control: The Public Sector in Australasia*, ed. John Forster and John Wanna (South Melbourne: Macmillan Australia, 1990).

<sup>197</sup> John Wanna, Lotte Jensen, and J. de Dr Vries, *Controlling Public Expenditure: The Changing Roles of Central Budget Agencies-Better Guardians?* (Northampton, MA; Cheltenham, UK: Edward Elgar, 2003).

The increased responsibility for operational efficiency across all levels of government was further reflected in the budgeting system. As noted by Wanna, Jensen and Vries, “budget responsibilities cascade down from the Treasury (responsible for preparing the government’s whole budget) to departments (responsible for their own budgets and coordination of other government entities’ budgets), to Crown entities and stated owned enterprises (responsible for their own budgets)”.<sup>198</sup> In this sense, Crown entities were expected to deliver on government priorities as part of their budget responsibilities. Implicitly, the aim is to ensure that government agencies, and, in the context of this study, sports organisations, were focused on value for money, while concurrently being held accountable for the results achieved. This points to the political nature of the budgeting process, particularly when it involves specific policy decisions that directly make use of public money. This means that decisions need to be acceptable and in the best interests of the public, leading to questions about what is meant by the public interest and whether the phrase is used as the means to garner support for political interests. These dynamics are evident in government investment in sports organisations.

## **Government Investment in Sports Organisations**

While sports organisations have relatively autonomous authority over their strategic directions, their priorities and, subsequently, their budget, are to a high degree informed by key stakeholder interests. This is particularly the case where there is significant investment in the sport to deliver specific outcomes. This is evident in government investment into sports organisations with attached expectations and accountability for performance. These measures highlight the way governments regulate and control sports organisations to deliver return on investment.

The government has a significant investment in the sports sector annually. Treasury figures indicate that the Vote Sport and Recreation

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<sup>198</sup> *Controlling Public Expenditure: The Changing Roles of Central Budget Agencies- Better Guardians?*, 37.

appropriations have increased from \$3.2 million in the 2000/01 year to a budgeted total of nearly \$84.2 million in the 2014/15 year.<sup>199</sup> The increased investment in sport reflects the growth in government interest in achieving specific outcomes through sport. The legislation for sport and recreation in New Zealand show successive governments have emphasised different priorities through the establishment of subsequent crown entities and the development of sports investment criteria.

Through the *Recreation and Sport Act 1987*, the Hillary Commission was established as the first central government agency for sport and recreation. NSOs became a key 'investment' partner of the Hillary Commission with funding subject to multi-year criteria based 'investment'.<sup>200</sup> It was funded by the government and by profits from the NZ Lotteries Grants Board.<sup>201</sup> However, since 1995, following the Winning Way report, the Government started directly investing in elite athletes through the New Zealand Sports Foundation. This foundation was created in 1978 by the private sector to disseminate funds directly to elite athletes.<sup>202</sup> In the lead-up to the 2000 Olympic Games, the New Zealand Sports Foundation distributed additional grants through the Sports 2000 Grants. This additional investment coincided with the government interest in increasing medal winnings at the 2000 Olympic Games and the assumption that success would bring international prestige and inspire local pride. As noted in the Hillary Commission document, "The Sydney 2000 Olympics ... [is] a great opportunity for us to showcase New Zealand as a wonderful sporting nation – a place to train and hold events in the

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<sup>199</sup> Minister for Sport and Recreation, "Vote Sport and Recreation," *The Estimates of Appropriations 2014/15 - Māori, Other Populations and Cultural Sector* (Wellington, New Zealand: New Zealand Treasury, 2014), <http://www.treasury.govt.nz/budget/2014/estimates/v8/est14-v8-sporec.pdf>.

<sup>200</sup> Lesley Ferkins, Uma Jogulu, and Trevor Meiklejohn, in *Sport Governance: International Case Studies*, ed. Ian O'Boyle, Trish Bradbury, and Inc ebrary (Oxfordshire, England: Routledge, 2013).

<sup>201</sup> Sam, "New Zealand."

<sup>202</sup> Green, "Government and Sport - Support for High-Performance Sport."; John Saker and Miro Communications Ltd, *New Zealand Sports Foundation: An Evolutionary Tale 1978-2001* (Wellington, New Zealand: City Print Communications, 2001).

future. And we're targeting a record medal haul".<sup>203</sup> This saw a dramatic increase in direct funding from government, primarily for elite sport.<sup>204</sup>

Government investment continued when the Hillary Commission was replaced following the Ministerial Taskforce Inquiry in 2000 and the resulting Graham report. The Taskforce found that there was a lack of effective coordination between government agencies. It was recommended that a single Crown entity should replace the functions of the Hillary Commission, the New Zealand Sports Foundation and the sports policy arm of the Office of Tourism and Sport.<sup>205</sup> In 2003, Sport and Recreation New Zealand (SPARC) was established through the *Sport and Recreation Act 2002*. It had three key areas of focus – participation, high performance and sports systems. The New Zealand Academy of Sport, originally established in 2000 under the New Zealand Sports Foundation, was later integrated into SPARC's high performance component. The academy network provided a support system to help carded athletes and coaches achieve sporting excellence, which included the Performance Enhancement Grants that provide direct financial assistance, and the Prime Minister's Scholarships which help athletes pursue tertiary study while training and competing.<sup>206</sup>

One of the most significant changes as a result of the Graham report was the way the sport sector was funded. As noted, "SPARC has now moved to a more strategic results-oriented approach whereby organisations receive funding if they are committed to contributing to SPARC's objectives".<sup>207</sup> Sports organisations and trusts throughout the country were then carefully evaluated and objective performance indicators were introduced. The report also highlighted the need for an increase in the level of government investment in the sector in order to attain the levels of

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<sup>203</sup> Fitness and Leisure Hillary Commission for Sport, *The Hillary Commission Today* (Wellington: New Zealand: Hillary Commission for Sport, Fitness and Leisure, 1997).

<sup>204</sup> Green, "Government and Sport - Support for High-Performance Sport."

<sup>205</sup> Trevor Mallard, "The Graham Report," press release, May 26, 2005, <http://beehive.govt.nz/speech/graham-report>.

<sup>206</sup> "The Graham Report."

<sup>207</sup> "The Graham Report."



sporting success that were expected. Government investment into the sector subsequently increased, but most of this funding was directed towards elite sports. A significant change was that SPARC “introduced a contestability in its allocations to NSOs and targeted funds more narrowly as a means of improving medal tallies”.<sup>208</sup> SPARC recognised just one NSO for each code and developed a new initiative which initially identified seven ‘priority’ sports and three ‘revitalisation’ sports that received higher levels of investment. This reinforced the focus on *results*.

Government investment continued to increase when SPARC became known as Sport NZ in 2012. Its subsidiary, HPSNZ, was established to provide a direct focus on elite sport. These resulted in an amendment in 2013 to the *Sport and Recreation New Zealand Act 2002*. The most significant change was to the investment framework and the eligibility criteria for NSOs. Previously, one organisation was recognised as the national body for that particular code. However, the new investment process focused on the capability of organisations in which more than one organisation within a particular code could be eligible for investment. The organisations also needed to meet the set eligibility criteria: “an organisation must be a lawful entity, show financial reporting for the past three years, and have a strategic plan covering three or more years”.<sup>209</sup> Ultimately, Sport NZ and HPSNZ investment decisions became based on the four-year Olympic cycle and on organisations that are most likely to deliver return on investment.

Sport NZ and HPSNZ continued to target sports and athletes for specific outcomes. Sport NZ targeted seven community sports in 2010 and seven further sports in 2012, the latter including golf.<sup>210</sup> The expected outcomes were improved capabilities in partner organisations; sport and physical activity which better meets the needs of the participants; increased understanding of the value of sport and importance of physical activity;

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<sup>208</sup> Sam, “New Zealand,” 245.

<sup>209</sup> “Investment Framework”, Sport New Zealand (Sport NZ), accessed May 5, 2015, <http://www.sportnz.org.nz/about-us/who-we-are/how-we-invest/investment-framework/>.

<sup>210</sup> Sport New Zealand (Sport NZ), *Sport NZ Annual Report 2014*.

and improved connectivity enabling better workforce management, NZ-hosted major events, more fit-for-purpose places and better use of funding.<sup>211</sup> HPSNZ investment categorised NSOs as targeted sports (Olympic sports, Non-Olympic sports or Paralympic sports) and campaign sports. Targeted sports and athletes are expected to achieve medal winnings at the Olympics (Summer and Winter), gold medal winnings at the Paralympics (Summer and Winter), and winnings for non-Olympic targeted sports at the World Championships.<sup>212</sup> These expectations reflected government priorities in sport and other policy areas; they were the expected returns on investment.

## **Financial Overview of NZG**

What follows is an analysis of the financial statements made available by NZG for the purpose of mapping the changes to the contributions from government, community trusts, sponsorships and membership. To ensure consistency, references are made to NZGA and NZLGU/WGNZ financial statements from 1995 to 2005 while the NZG financial statements are from 2006 to 2014. Importantly, the financial statements in the annual reports of NZGA/NZG, from 1995 to 2014, have evolved over the years, with significant changes to the accounting system in the 1996 annual report and with further restatements in the 1997, 2002 and 2009 annual reports. This presents challenges to accurately compare different sections of the statements, but where possible, data has been complemented by other authoritative sources.

The financial statements from 1995 to 2014 provide insights into the financial patterns of the organisation (see Table 3). It indicates that annual revenue had risen steadily from \$1,509,290 in 1995,<sup>213</sup> to \$4,850,812 in

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<sup>211</sup> Statement of Intent 2015-2020, (2015), <http://www.sportnz.org.nz/assets/Uploads/attachments/About-us/Statement-of-Intent-2015-2020.pdf>.

<sup>212</sup> *Statement of Intent 2015-2020*.

<sup>213</sup> New Zealand Golf Association (NZGA), "93rd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)," (1996); Women's Golf New Zealand (WGNZ), "Annual Report 1996."

2005.<sup>214</sup> However, revenue had risen at a slower rate from \$4,685,725 in 2006,<sup>215</sup> to \$4,748,605 in 2014.<sup>216</sup> This has mainly been attributed to the decrease in membership numbers which is shown in the reduction in revenue from affiliation fees. On the other hand, in most cases, the expenditure had risen from \$1,507,562 in 1995,<sup>217</sup> to \$5,098,960 in 2005 (NZ Open expenses included).<sup>218</sup> This continued to rise to \$6,284,990 in 2011,<sup>219</sup> before dropping dramatically to \$4,799,795 in 2014,<sup>220</sup> this latter drop, in part, attributed to the reduction in the New Zealand Men's Open expenses.

**Table 3: Financial overview of NZGA/WGNZ (1995-2005) and NZG (2006-2014)**

<b>Financial overview</b>		
<b>NZGA/WGNZ</b>	<b>Revenue</b>	<b>Expenditure</b>
<b>1995</b>	\$1,509,290 <sup>221</sup>	\$1,507,562 <sup>222</sup>
<b>2005</b>	\$4,850,812 <sup>223</sup>	\$5,098,960 <sup>224</sup>
<b>NZG</b>	<b>Revenue</b>	<b>Expenditure</b>
<b>2006</b>	\$4,685,725	\$5,031,264 <sup>225</sup>
<b>2014</b>	\$4,748,605	\$4,799,795 <sup>226</sup>

<sup>214</sup> New Zealand Golf (NZG), 2005 Annual Report and Statement of Accounts, (2005), <http://www.golf.co.nz/uploads/NZ%20Golf%202005.pdf>; Women's Golf New Zealand (WGNZ), Annual Report for the 10 Months Ended 31 October 2005, (2005), <http://www.golf.co.nz/uploads/Womens%20Golf%202005.pdf>.

<sup>215</sup> New Zealand Golf (NZG), 2006 Annual Report and Statement of Accounts, (2006), <http://www.golf.co.nz/uploads/NZ%20Golf%202006.pdf>.

<sup>216</sup> 2014 New Zealand Golf Annual Report and Statement of Accounts.

<sup>217</sup> New Zealand Golf Association (NZGA), "93rd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)."; Women's Golf New Zealand (WGNZ), "Annual Report 1996."

<sup>218</sup> New Zealand Golf (NZG), 2005 Annual Report and Statement of Accounts; Women's Golf New Zealand (WGNZ), Annual Report for the 10 Months Ended 31 October 2005.

<sup>219</sup> New Zealand Golf (NZG), 2011 Annual Report and Statement of Accounts, (2011), <http://www.golf.co.nz/uploads/New%20Zealand%20Golf%20Annual%20Report%202011.pdf>.

<sup>220</sup> New Zealand Community Trust (NZCT), Annual Report 2013/2014, (2014), <http://www.nzct.org.nz/assets/Reports/NZCT-AR-2013-14-Web-Colour.pdf>.

<sup>221</sup> NZGA \$946,451 and WGNZ \$562,839

<sup>222</sup> NZGA \$946,451 and WGNZ \$561,111

<sup>223</sup> NZGA \$3,773,150 and WGNZ \$1,077,662

<sup>224</sup> NZGA \$4,115,463 and WGNZ \$983,497

<sup>225</sup> New Zealand Golf (NZG), 2006 Annual Report and Statement of Accounts. 19.

<sup>226</sup> 2014 New Zealand Golf Annual Report and Statement of Accounts.

## **Government grants in golf**

Government has invested in the golf sector from the time grants were distributed through the Hillary Commission. Grants from government have been directed through the Hillary Commission and the NZ Sports Foundation (1987-2001), Sport and Recreation New Zealand (2002-2012) and Sport NZ (2012-present), which can be traced through the NZGA, WGNZ and NZG annual reports. Over the years, government investment into the golf sector has increased from \$339,375 in 1995 to \$765,000 in 2014 (the highest was \$821,217 in 2013).<sup>227</sup>

### ***Hillary Commission and NZ Sports Foundation grants (1995-2001)***

As reported in the annual reports of NZGA and WGNZ, the organisations received government grants through the Hillary Commission from \$339,375 (NZGA \$229,000 and WGNZ \$110,375) in 1995 which reduced to \$320,000 (NZGA \$210,000 and WGNZ \$110,000) in 2001. These had supported a number of initiatives relating to the New Zealand Professional Golfers Association (NZPGA), New Zealand Māori Golf Association, Turf Research, AMP NZ Golf Foundation, International and Asia Pacific Events and Administration. From 1995, the Hillary Commission's new long-term arrangement placed responsibility on NSOs to disseminate funds to the golf organisations. This change was a result for a greater need for efficiency in the allocations to sports organisations.

NZGA and WGNZ received grants from the New Zealand Sports Foundation. The annual reports show that grants from the Foundation amounted to \$121,772 (NZGA \$74,000 and \$47,772) in 1995 and peaked at \$251,046 (NZGA \$150,960 and WGNZ \$100,086) in 1997 before dropping to \$165,240 (NZGA \$40,167 and WGNZ \$125,073) in 2001. Grants received from the New Zealand Sports Foundation have assisted the Titleist Academy and representative teams in international events. The financial support mainly contributed towards enabling New Zealand

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<sup>227</sup> 2014 New Zealand Golf Annual Report and Statement of Accounts; 2013 New Zealand Golf Annual Report and Statement of Accounts, (2013), <http://www.golf.co.nz/uploads/90490458NZGolfAnnualReportDecember2013LR.pdf>.

players to attend more international events and to be better prepared for competitions.<sup>228</sup> While there was government interest in primarily investing in medal-winning Olympic sports, golf received support despite being a non-Olympic sport.

### ***SPARC grants (2002-2012)***

Government grants to NZGA and WGNZ through the agency SPARC were \$793,601 (NZGA \$506,250 and WGNZ \$287,351) in 2003 increasing to \$946,000 in 2012.<sup>229</sup> While it is not clear to which areas the grants were allocated, some was linked to elite sport through the support of the New Zealand Academy of Sport, with the funding of new technologies to support performance, including “high speed digital cameras, which... coaches...were able to utilise in individual swing assessments”.<sup>230</sup>

NZGA was included as a priority sport under SPARC’s new contestable targeted investment from 2002, to which NZGA stated in its annual report, “it was pleasing, though well justified to see golf included as one of the seven sports entitled to ‘priority’ funds”.<sup>231</sup> The justification made for this targeted investment was that these sports were most capable of supporting SPARC’s strategic priorities in providing the desired return on investment. SPARC’s investment criteria for sports organisations points to the notion of performance contracts involving formal performance measures, targets and indicators between SPARC and NSOs.

### ***Sport NZ grants (2013- present)***

NZG received government grants of \$821,217 in 2013<sup>232</sup> and \$765,000 in 2014, having been categorised as a targeted sport in community sports.<sup>233</sup>

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<sup>228</sup> New Zealand Golf Association (NZGA), "90th Annual Report and Statement of Accounts of the New Zealand Golf Association (Inc.)," (1993).

<sup>229</sup> New Zealand Golf (NZG), *New Zealand Golf Annual Report & Statement of Accounts*, (2012), <http://www.golf.co.nz/uploads/Final%20adjusted.pdf>.

<sup>230</sup> New Zealand Golf Association (NZGA), "2003 Annual Report and Statement of Accounts," (2003).

<sup>231</sup> "2002 Annual Report and Statement of Accounts," (2002).

<sup>232</sup> New Zealand Golf (NZG), *2013 New Zealand Golf Annual Report and Statement of Accounts*.

<sup>233</sup> *2014 New Zealand Golf Annual Report and Statement of Accounts*.

It is regularly assessed against the performance measures as set out by Sport NZ. As for High Performance, NZG was classed as a campaign sport in which one athlete, Lydia Ko, was eligible. HPSNZ investment to support Ko's campaign towards the Rio Olympics was established in 2012. As stated in HPSNZ press release, "NZG received \$300,000 in investment for its high performance programme in 2012, and \$185,000 in 2013, to specifically support Lydia's campaign".<sup>234</sup> HPSNZ supported this on the grounds that Ko has the potential to win a medal for New Zealand at the Olympic Games. Investment, however, was prematurely ceased after it was concluded that Ko no longer needed the financial support given her early success as a professional.

### ***Major Events Development Fund***

Of the \$10 million annual appropriation, the golf sector has received funds for the NZPGA Championship in 2005, 2006, and 2012 and the NZ Open in 2005, 2006, 2007, 2009, 2011, 2015 and 2016.<sup>235</sup> The Government is investing \$700,000 into each of the next two BMW NZ Open events in 2015 and 2016, with additional investment for television production and distribution to support live broadcast of the event so that it can viewed in key tourism markets. As stated, "The Major Events Investment Panel believes that the New Zealand Golf Open is making good progress in becoming one of those high-profile events".<sup>236</sup> This reflects government priorities and the discourses on economic development.

In summary, the government has provided grants to the golf sector for a number of years through different central government agencies responsible for sport, from the Hillary Commission to the current Sport NZ and HPSNZ. Overall, the grants given to golf have steadily increased, but have been matched by stricter application criteria and performance measures. At the same time, as government priorities have changed, it

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<sup>234</sup> High Performance Sport New Zealand (HPSNZ), "HPSNZ Campaign Support for Lydia Ko," press release, April 11, 2014, <http://hpsnz.org.nz/news-events/hpsnz-campaign-support-lydia-ko>.

<sup>235</sup> "Major Events Development Fund Recipients," New Zealand Major Events, last modified October 31, 2014, <http://www.med.govt.nz/majorevents/investment-process/major-events/major-events-development-fund-recipients>.

<sup>236</sup> Joyce, "Major Events Fund Invests in BMW NZ Golf Open."

has paved way for new interests and is seen with its additional investment in golf, particularly through the Major Events Development Fund.

### **Community trusts grants and sponsorships in golf**

The contestability of government grants has seen the growing importance of community trust grants and sponsorships, which are a significant source of revenue for NZG. Charitable trusts are set up for philanthropic purposes for distributing money as grants for charitable causes or organisations, or as scholarships to individuals who meet the eligibility criteria. Trusts often have a regional focus and only make grants to community organisations operating within a specific regional area or to national organisations that cover all areas in New Zealand. Sponsorship, on the other hand, is from an individual or group that supports an event, activity, person or organisation financially or through the provision of products or services. Corporate sponsorships are typically associated with events that have the potential to have an impact on consumer audiences. Over the years, NZG has been funded by a number of gaming trusts and sponsors. Many have been short-term, while a few have been long-term partnerships.

### ***Community Trusts***

In New Zealand, there are four major societies that distribute the majority of grants to the sport and recreation sector – the New Zealand Community Trust (NZCT), Southern Trust, Pub Charity and the Lion Foundation. These are classed as Class 4 Gaming Societies under the *Gambling Act 2003*, which means that they are a corporate society that may run gaming machines in pubs and clubs only to raise money for an authorised (e.g. community and non-commercial) purpose. Grants to sports organisations are contestable as Trusts are required to annually review the criteria, methods, systems and policies used for distributing the net proceeds.

According to *Gaming Funding into Sport and Physical Activity/Recreation Sector 2012* report, the total value of the grants distributed by all Class 4

Gaming societies to sport was roughly \$70 million.<sup>237</sup> The total number of grants for 2012 was 7,996, of which 6,941 were for sport (219 grants for golf).<sup>238</sup> The Waikato region received the fifth highest for sport which was \$6,151,274.<sup>239</sup> Based on the top 20 sports recipients, golf decreased in ranking from 2007 to 2012. Golf was the 5<sup>th</sup> ranked sport that received the most funding in 2007 at \$4,342,060, but this dramatically dropped to 9<sup>th</sup> in 2010 at \$2,030,887 and then 10<sup>th</sup> in 2012 at \$1,832,961. This reflects the view that Trusts may not be able to maximise their investment in the golf community, especially with the decrease in participation numbers. Moreover, the highest funded purpose of funding for golf in 2007 was maintenance, while in 2010 it was facilities,<sup>240</sup> which illustrates the drive towards improving the golfing environment to attract new players.

NZG, district associations and golf clubs, have received annual trust grants from NZCT and the Lion Foundation. The NZCT and the Lion Foundation provide grants to community groups for sporting, education, cultural, artistic, health, and community services. About 95 percent of the grants benefit the community where the funds were generated, usually within the region, while the rest goes towards national organisations that service the wider community.<sup>241</sup> During the 2013/14 financial year, NZCT generated \$38.2 million for the benefit of local communities, of which 80 percent of the grants were given to sports.<sup>242</sup> Similarly, during the 2013/2014, the Lion Foundation donated \$41 million in grants to local community groups across New Zealand, of which \$18 million went directly to sport. These show that sport is considered a significant community area. The trusts have contributed to golf for the purposes of facility,

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<sup>237</sup> Litmus, *Gaming Funding into the Sport and Physical Activity/Recreation Sector 2012*, (2014), <http://www.srknowledge.org.nz/wp-content/uploads/2014/07/Gaming-Funding-20121.pdf>. 25.

<sup>238</sup> *Gaming Funding into the Sport and Physical Activity/Recreation Sector 2012*. 15,17.

<sup>239</sup> *Gaming Funding into the Sport and Physical Activity/Recreation Sector 2012*. 10.

<sup>240</sup> *Gaming Funding into the Sport and Physical Activity/Recreation Sector 2012*. 32.

<sup>241</sup> "About Us," New Zealand Community Trust (NZCT), accessed February 28, 2015, <http://www.nzct.org.nz/about-nzct/where-our-funds-go/>.

<sup>242</sup> New Zealand Community Trust (NZCT), *Annual Report 2013/2014*.



maintenance, salaries, event/tournament, operating costs and sports equipment.<sup>243</sup>

According to NZCT, it funds sport because of the many positive benefits it offers communities: crime reduction and community safety; economic impact and regeneration of local communities; education and lifelong learning; participation; physical fitness and health; psychological health and well-being; and social capital and cohesion.<sup>244</sup> These reflect the dominant discourses in economic development, health and wellbeing, and social inclusion.

### ***Sponsorship***

From 1995 to the present, NZG has been supported by a number of sponsors, including AMP Foundation, BMW, Holden, Titleist and Srixon who have supported the NZ Golf Foundation, the New Zealand Men's and Women's Open, national events and the High Performance Academy.

AMP Limited, a financial services company based in Australia, has invested in the community since 1992 through its AMP Foundation. The Foundation focuses on two areas: community involvement and capacity building. AMP had long-term investment in the NZ Golf Foundation, which focused on junior golf and was part of the government Kiwisport initiative, which introduced a modified game of golf to primary school and secondary school students.<sup>245</sup> As an insurance company, AMP involvement can be interpreted as an exercise in branding and promoting its corporate values of stability and safety. This implies financial security for the communities that it invests in, and also promotes a favourable image for AMP to support increased insurance sales and profits for the company.

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<sup>243</sup> Litmus, *Gaming Funding into the Sport and Physical Activity/Recreation Sector 2012*. 20.

<sup>244</sup> "Where Our Funds Go," New Zealand Community Trust (NZCT), accessed February 28, 2015, <http://www.nzct.org.nz/about-nzct/where-our-funds-go/>.

<sup>245</sup> New Zealand Golf Association (NZGA), "Annual Report and Statement of Accounts," (2000), 4.

Holden, previously an Australian automaker that operated in Australasia, has supported NZG through the Holden NZPGA Championship and The Holden Cheeky9. It has been a sponsor since 1997 when it launched nine-hole golf for women and has continued to support in this area. In recent years, it has stated that it is “looking forward to taking golf to every corner of New Zealand, engaging golfers and enthusiasts in a series of fun golf activities”.<sup>246</sup> This implies that Holden expects to establish itself within the wider market to attract consumers across all social sectors. This coincides with NZG’s priority in engaging people at all levels to participate in golf.

BMW, the German automobile, motorcycle and engine manufacturing company, has been one of the main sponsors of events in NZG, most notably as the main sponsor of the New Zealand Men’s Open from 2011. BMW has also created BMW Golfsports: the BMW Golf Cup International Qualifying Tournaments that are hosted annually by BMW dealers throughout New Zealand, in which the winners participate in the World Final at prestigious resorts. The BMW Golf Club is held in partnership with NZG and states that it is dedicated to improving the performance of local golfers at every level.<sup>247</sup> However, as a luxury brand, BMW has targeted specific social sectors through its partnership with NZG and promoted values of excellence and affluence that are connected to the sport of golf. Through this relationship, NZG’s priority is to increase BMW’s brand visibility among its membership to implicitly generate sales for BMW. At the same time, this privileges specific social classes within NZG’s membership itself and could be interpreted as contradicting NZG’s priority of social inclusion.

Titleist and Srixon have been official suppliers for the High Performance Academy. Titleist is an American brand name of golf equipment and apparel products, golf balls, custom-fit clubs and putters. From 1995 to 2007, the High Performance Academy was known as the Titleist

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<sup>246</sup> “Proud Sponsors,” Holden NZPGA Championship, accessed March 1, 2015, <http://www.holdenpgachampionship.co.nz/>.

<sup>247</sup> “BMW Golfsport,” BMW New Zealand, accessed March 1, 2015, [http://www.bmw.co.nz/com/en/insights/events\\_and\\_sponsorship/Events/bmw\\_golfsport.html](http://www.bmw.co.nz/com/en/insights/events_and_sponsorship/Events/bmw_golfsport.html).

Academy. Srixon is owned by SRI Sports Limited, a subsidiary of Sumitomo Rubber Industries Ltd., specialising in golf and tennis. It too is known globally for its golf balls, golf clubs and accessories. From 2008 to 2013, the Academy became known as the Srixon Academy. Titleist and Srixon have well-known professional players under contract which has allowed them to be recognised as high-performance manufacturers. Its partnership with NZG's High Performance Academy elicits values of excellence and performance, in which the success of the players projects visibility and higher sales for the companies. At the same time, NZG in return receives supplies and enhanced image and value through its link with these higher-end brands. This potentially contributes to more players aspiring to become part of NZG's High Performance.

In summary, these trust grants and sponsorships have become crucial sources of revenue for NZG as they enable the organisation to implement a number of initiatives.<sup>248</sup> Trust grants have invested in sports organisations through the provision of gaming profits, primarily for community projects, while sponsors have invested in sports events or initiatives, primarily for brand visibility and specific corporate returns. In exchange for the financial contributions, NZG's priorities have supported or contradicted to the expectations from investment by different trusts and sponsors. The desired returns have further reflected the dominant discourses of social inclusion, health and wellbeing, and business.

### **Membership levy revenue in golf**

For any sports organisation, the membership levy is one of the most important avenues of revenue. For NZG, it has accounted for roughly 50 percent of the annual revenue and was increasing at a steady rate before 2006 (see Table 4). The annual reports show that the revenue from membership levies was \$941,599 in 1995 and increased to \$1,795,293 in 2005. However, after the amalgamation of NZGA and WGNZ in 2005, the reports show that the numbers dropped steadily from \$2,987,122 in 2006

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<sup>248</sup> New Zealand Golf (NZG), *2005 Annual Report and Statement of Accounts*. 6.

to \$2,454,882 in 2013.<sup>249 250</sup> Membership levy has been apportioned to the areas of community golf, tournament and high performance, administration and marketing and promotion.<sup>251</sup>

**Table 4: Income from membership levy**

<b>Membership levy</b>	
<b>Year</b>	<b>Revenue</b>
<b>NZGA/WGNZ</b>	
<b>1995</b>	\$941,599 <sup>252</sup>
<b>2005</b>	\$1,795,293 <sup>253</sup>
<b>NZG</b>	
<b>2006</b>	\$2,987,122
<b>2013</b>	\$2,454,882

The decrease in revenue from the membership levy is a direct consequence of the declining number of golf club memberships nationally. This is not only detrimental to NZG, but also to district associations and golf clubs. As reported, “Traditional golf club membership is ageing and declining. This puts considerable amount of financial pressure on golf clubs that have yet to adapt or position themselves better to become more relevant to changing market demands”.<sup>254</sup> However, this is not a new challenge for NZG; concerns over membership decline were noted in the 1993, 2003, 2004, and 2007 to 2009, and 2011 to 2014 annual reports. Membership decline has been an ongoing issue that is affected by the wider changes in the economy and society. This is expressed in NZG annual report in 2010, which drew strong links between the global financial crisis and membership trends: “The year under review was always going

<sup>249</sup> The figure for 2006 presents the consolidated membership levy revenue of NZGA and WGNZ after the amalgamation in 2005.

<sup>250</sup> New Zealand Golf (NZG), *2013 New Zealand Golf Annual Report and Statement of Accounts*. 18.

<sup>251</sup> *New Zealand's Community Golf Plan: Towards 2018*.

<sup>252</sup> NZGA \$648,411 and WGNZ \$293,188

<sup>253</sup> NZGA \$1,293,811 and WGNZ \$501,482

<sup>254</sup> New Zealand Golf (NZG), *New Zealand's Community Golf Plan: Towards 2018*. 22.

to be challenging for golf as the world and New Zealand faced the worst economic crisis since the Great Depression".<sup>255</sup>

To attract new members and retain existing numbers, NZG have made adjustments to the membership levy fee. Attached to the fee are underlying costs and benefits which reflected the discourses in business and economic development. The annual reports show that annual membership levy fees (including GST) had increased steadily from \$10.95 in 1995 to roughly \$28.70 in 2006 (the rate of \$25+GST as revised in 2006 has been constant to date).<sup>256</sup> The incremental adjustments highlight the business and economic considerations that went into achieving a balanced revenue. Since this fee may be absorbed into the total annual subscription fee for a membership at a golf club,<sup>257</sup> it becomes trivial or unnoticeable to members.

Moreover, the Mutual Assistance Plan (MAP) was introduced by NZGA in 1995 as a separate fee that is now integrated into the levy fee. It was \$35,000 in 1995 and increased to \$201,140 in 2014. The plan provides benefits to participating members through the cover of golfing personal effects and equipment and through the provision of public liability insurance cover. This is another economic and marketing tool used by NZG to increase levy revenue. It has been easily accepted by the membership as it is a small charge and surpluses from this scheme have supported district associations and women's golf. Similarly, turf culture fees, a small fee paid to the New Zealand Sports Turf Institute (NZSTI) for turf maintenance and management, was another tool used by NZG. This has naturally been accepted by the membership as this service is indispensable to golf courses. However, NZSTI is an implicit business investment made by NZG. NZSTI was established in 1949, in which NZG

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<sup>255</sup> 2010 Annual Report & Statement of Accounts, (2010), <http://www.golf.co.nz/uploads/NZ%20Golf%20Annual%20Report%202010%20FINAL.pdf>.

<sup>256</sup> New Zealand Golf Association (NZGA), "92nd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)," (1995); New Zealand Golf (NZG), *2013 New Zealand Golf Annual Report and Statement of Accounts*. 24.

<sup>257</sup> The annual subscription fee for a membership at a golf club may include subscription, playing right and extra fees, plus NZG's membership levy fee.

was one of the two members. In December 2010, NZSTI sold its business and became a limited company. NZG has received a contractual right to free turf culture services from NZSTI for a period of five years as consideration for the transaction, beginning in April 2011.<sup>258</sup>

In summary, the declining membership numbers have resulted in reduced membership levy revenue which has prompted NZG to adopt different financial incentives to address this issue. However, the financial adjustments to the levy fee and the implementation of MAP and turf culture fees have highlighted the underlying discourses in business and economic development that are attached to the financial decisions of NZG.

## **Implications**

The financial review of NZG shows that the organisation has both historically and in contemporary times received annual revenue from four main sources, namely, membership levy, government grants, community trust grants and sponsorship, although the proportion of funding from each has changed. These revenue sources are made available for specific purposes, requiring NZG to prioritise the allocation of resources to meet organisational objectives and stakeholders' needs. In doing so, specific decisions are made on the distribution of these resources, which might be seen to reflect the power of discourses and these are inherently tied to dominant modes of governance and mechanisms for public accountability.

This is currently tied to the preference for a neo-liberal or liberal economic mode of thinking that informs and shapes the financial decision-making process across government and sports organisations.<sup>259</sup> The analysis in this chapter thus focuses on this framework. The following provides a brief description of the framework, and discusses the way the dominant discourses are placed within this framework and how they are manifested in the changes to sports financial decisions.

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<sup>258</sup> New Zealand Golf (NZG), *2014 New Zealand Golf Annual Report and Statement of Accounts*.

<sup>259</sup> Neo-liberalism or economic liberalism is basically the belief in free market capitalism and the rights of the individual. This is intended to limit the responsibilities of the state, particularly in the economy with its sole legitimate purpose as to safeguard those rights.

## **Investment**

The analysis shows that sports funding has come to be viewed as investment by different stakeholders. The government, trusts and sponsors are investing in sports organisations for specific purposes and are effectively seeking the returns on their investment. The returns are not necessarily direct financial returns but may constitute diverse tangible and intangible values. This is usually framed within partnerships where the focus on mutual or personal interests are a consequence of a typical relationship between two entities. Moreover, NZG is increasingly dependent on external revenue sources, since the decrease in annual revenue from membership fees has driven the organisation to be receptive to this form of financial support.

The financial patterns show that government investment into sport has been targeted for varying government priorities. In recent years, while investment priorities have included community participation, elite success and social cohesion, they have expanded to health and economic development. While these appear to be mostly intangible returns, they are, however, attached to financial values. The dominant 'sport as economic development' discourse posits that investment in sports-related events or infrastructure results in objectives that are inherently linked to financial benefits. For example, the government investment into sport and health is an implicit intention to reduce the national health-related costs.

Similarly, community trusts invest in sport to market themselves within the communities by supporting community activities. Ironically, the revenue source for trusts can be contrasted to the sporting values they seemingly espouse, as most trust funds are received through profits from gaming machines and gaming activities. In recognising the undesirable image as a gambling entity, the trusts are investing in their image in sport and portraying themselves as a positive community organisation. This relationship perhaps is a compromise for trusts and sports organisations as both revenues are mutually dependent. Furthermore, sponsors invest in sport for varying interests, but primarily to develop brand association and

awareness to have an impact on consumer audience and increase their profits. The prevalence of financial investment by trusts and sponsors into sport are features of the 'sport as business' discourse. For example, financial investment is essentially business investment. However, this is not to be confused with corporate investment into professional sports teams, in which the teams are owned, managed and commoditised by a private individual or entity.

Moreover, the analysis shows that some sponsors invest in sports primarily for social benefits, which is explicitly linked to the 'sport as social inclusion' discourse. For example, the International Sports Promotion Society (ISPS), commonly known as ISPS Handa, which sponsors the New Zealand Women's Open, states its purpose is to "foster partnerships with golf governing bodies worldwide to help develop the game at every level and promote blind and disabled golf".<sup>260</sup> The organisation in cooperation with the global golf organisations support and manage the golf tours in Japan, the United Kingdom, the United States, Australia, China and New Zealand. Its prominence therefore enables it to influence sports organisations and society through its investment in the "power of sport". In addition, the partnerships with associated bodies, including golfing societies have allowed both entities to achieve mutual benefits.<sup>261</sup> For example, the Eagles Golfing Society is one of the leading organisation that supports golf through charitable measures. The Society has over the years raised funds by hosting golfing events, to support the Murray Halberg Trust for disabled children and junior golfing activities at the national and provincial level.<sup>262</sup>

## **Competition**

The emphasis on sports investment and the higher expectations for the large number of organisations vying for limited financial resources from

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<sup>260</sup> "About ISPS Golf," ISPS, accessed May 5, 2015, [http://www.ispsgolf.com/about\\_isps\\_golf.htm](http://www.ispsgolf.com/about_isps_golf.htm).

<sup>261</sup> New Zealand Golf Association (NZGA), "93rd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)," 5.

<sup>262</sup> "93rd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)," 5.



external sources have highlighted the dominating ethos of competition between organisations in different sporting codes and within the same sports. Ganesh and Zorn note that “the centrality of competition to economic theory has a parallel, and a source, in evolutionary biology, where the ‘survival of the fittest’ presumes competition for resources”.<sup>263</sup> Sports competition in this sense is no longer restricted to the sports ground but is apparent in political, economic and policy settings. Competition has “under neoliberal regimes, been a significant part of efforts to deregulate, privatise and liberalise economic and social policies”,<sup>264</sup> and can be viewed as a hegemonic strategy in economics. This is reflected in sports organisations with revenue decreases, contestable application processes, and financial vulnerability.

This analysis has shown that the reduction in revenue, particularly from trusts (or gaming trusts), has had significant financial effects for sports organisations, including NZG. According to a Sport NZ study in 2012, the amount of funding provided by gaming societies to sport and recreation have dropped from \$81 million in 2010 to \$78 million in 2012. The findings further indicate that in contrast to the decrease in total funding, NZCT and Pub Charity slightly increased their funding for sport. However, Lion Foundation and Southern Trust continued their reduction in funding. The Lion Foundation and Pub Charity granted 40 percent of sport funding requested in 2012. This suggests that some sport organisations may be unable to provide the services and support needed. Moreover, the decrease in gaming grants and the nature of the short-term funding cycle will put pressure on sports organisations’ finances which will require the organisations to be better prepared and to secure other external revenue sources. This is predominantly influenced by the increase in competition from other organisations seeking *and* providing gaming grants.

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<sup>263</sup> Shiv Ganesh and Theodore E. Zorn, "Running the Race: Competition Discourse and Broadband Growth in Aotearoa New Zealand," *Media, Culture & Society* 33, no. 5 (2011): 728.

<sup>264</sup> "Running the Race: Competition Discourse and Broadband Growth in Aotearoa New Zealand," 728.

Statements made in regards to government grants have reinforced the contested nature of the application process. For example, the Hillary Commission emerged from the reorganisation of government departments which preferred corporate and management systems. The Hillary Commission “reinforced the existing emphasis on efficiency in sport administration where grants were either delayed or withdrawn depending on the soundness of their management practices”,<sup>265</sup> which required NZG to have effective business practices in place. In addition, NZG had greater responsibility in the development of its applications. As stated in NZGA annual report in 1996, “applications to the Hillary Commission and Sports Foundation are subject to very close scrutiny as they should be, and consequently are voluminous and extremely time consuming”.<sup>266</sup> Similarly, sponsorship invests only in organisations that are able to meet its requirements, including events that are exclusively high profile or potentially profitable. For example, “New Zealand Golf has been extremely fortunate to maintain an excellent relationship with its sponsors during a time when demands on sponsorship monies for events with significant profiles have never been higher. The Americas Cup is just one of a number of examples”,<sup>267</sup> which points to competition for sponsorships where the competitors extend to the government for disparate sporting events. Nevertheless, the worthwhile benefits of these grants from external sources have been well documented in NZG.<sup>268</sup>

Overall, the changes to the investment criteria (or policy) can have detrimental effects on sports organisations as this limits opportunities previously available.<sup>269</sup> This points to the power dynamics that exist between sports organisations and external investors. For example, NZG is vulnerable to investment changes in government grants. As stated in the annual report in 2006, “The deficit of \$345,539 from normal operations

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<sup>265</sup> Sam, "New Zealand," 244.

<sup>266</sup> New Zealand Golf Association (NZGA), "93rd Annual Report and Statements of Accounts of the New Zealand Golf Association (Inc.)," 3.

<sup>267</sup> "95th Annual Report and Statement of Accounts of the New Zealand Golf Association (Inc.)," (1998), 6.

<sup>268</sup> "Annual Report and Statement of Accounts," 4.

<sup>269</sup> "Annual Report and Statement of Accounts," 4.

was mainly as a result of reduced SPARC funding. We had budgeted to receive this funding and did not anticipate the change in direction so had developed and run programmes accordingly”.<sup>270</sup>

This all points to the competitive context of government grants. All sports are vulnerable to changes to government investment in sports organisations where performance is a key measure for the increase or decrease in grants received. Again, this reflects the ‘sport as business’ discourse in which grants decisions are based on business values and considerations. Importantly, government investment remains undoubtedly the most stable source of funds when compared to trust grants and sponsorships, and this in turn makes it very competitive for sports organisations. Nonetheless, the vulnerability of sports organisations to its external sources, particularly government, allows external actors to exert power and dominant models over sports organisations.

## **Chapter Summary**

The state budget reforms and NPM from the 1980s have shaped the financial patterns and budgeting processes in government departments and sports organisations. These inform the changes in NZG’s financial patterns, particularly in the grants received from government, trust grants, sponsorship and membership. It reveals that these financial decisions are informed by dominant discourses that are linked to business and economics, which reflect neo-liberalism and economic liberalism. The discussion thus identifies the implications for the dominant discourses and the neo-liberalism and economics ideologies which inform financial decisions through the lens of sports investment and competition. These findings present the financial implications and establish the framework as the dominant model that informs this analysis, providing the basis for further examination into the wider implications in the following chapter.

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<sup>270</sup> New Zealand Golf (NZG), *2006 Annual Report and Statement of Accounts*. 6.

## **Chapter Six: Wider Implications of Sports**

### **Investment**

Budgeting is often seen as a technical exercise, but it can also be seen as essentially political in the way that it involves decisions about the allocation of funds to different priorities. This also applies within sports, notably in terms of the way funding sources, and the conditions associated with receiving funds, have significant implications for priorities within sports organisations. This chapter focuses on this issue in three areas: 1) professionalisation in sports administration and its effects on community volunteerism and opportunities for democratic governance; 2) sponsorship and the ramifications of partnerships with business organisations whose goals typically include branding and marketing; and 3) marketing and publicity, and the underlying economic significance to government and sports organisations. The findings reveal the ongoing struggle between competing discourses in sports organisation.

### **Professionalisation**

Sports organisations today are primarily focused on the improvement of performance in sports governance and management. This is underpinned by business principles of accountability, transparency and ethical behaviour in sports organisations and the greater organisational competitiveness across the sector.<sup>271</sup> Such a move towards the professionalisation of sports organisations has been informed by the Policy Governance model, developed by John Carver in the 1970s, which established a set of criteria for effective boards, and provided a differentiation between governance and management responsibilities in organisations. In New Zealand, Policy Governance principles are adapted by key government agencies including Sport NZ and the Ministry of Health. Sport NZ, in particular, has developed a document, “Nine Steps to

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<sup>271</sup> Leigh Robinson and Richard Palmer, *Managing Voluntary Sport Organisations* (New York: Routledge, 2011).

Effective Governance”, that is strongly influenced by this model.<sup>272</sup> While the principles as set out in the document are argued to not be rigid,<sup>273</sup> it is a universalistic, standard system that Sport NZ has imposed on sports organisations. This is expected to lead to effective decision-making processes that dictate ‘good’ governance practices. However, the definition of ‘good’ practice is contestable and vague – it is not strictly applicable across different sports organisations. Thus, the attempt to impose this corporate-style model across the sports sector has implications for community volunteerism and democratic governance.

### **Volunteers and Professional Experts**

The New Zealand sport sector was traditionally delivered by volunteers with a focus on community ethos and practices. Many sports trusts, boards and societies were delivering sport services with very few staff and capacity. However, given broader social and economic changes over the past several decades, there have been a number of issues confronting sports volunteers and sports organisations. There have been fewer people prepared to volunteer in sports clubs and organisations due to the lack of time, greater expectations for higher standards of service delivery by the members of sports organisations, and stricter requirements and initiatives from central government with regards to sports delivery. While the role of volunteers remains critical to the success of sports organisations and clubs, the increased need for professionalism has had a significant impact on the voluntary tradition of sports boards. It has put pressures on volunteer board members to be appropriately skilled and experienced to deal with a complex array of issues. The priorities accorded to these demands can have repercussions for broader community objectives.

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<sup>272</sup> Sandy Brinsdon, "Policy Governance in New Zealand," *Board Leadership: Policy Governance in Action*, no. 101 (January - February 2009), <http://boardclarity.co.nz/wp-content/uploads/2010/10/A-kiwi-perspective-on-Policy-Governance2.pdf>.

<sup>273</sup> Sport New Zealand (Sport NZ), *Nine Steps to Effective Governance: Building High Performance Organisations*, (2014), <http://www.sportnz.org.nz/assets/Uploads/attachments/managing-sport/strong-organisations/Nine-Steps-to-Effective-Governance-Building-High-Performing-Organisations.pdf>.

According to Sport NZ's policy governance guide, core directorial skills include strategic thinking, understanding of organisational structure and systems, knowledge of the business of the organisation and financial management. These skills have become a regulatory standard across the sport sector which impinges on the value of volunteers. As reflected in NZG's current board composition, the current President and the seven members of the Board of Directors are experienced in administration, governance, corporate and commercial law, finance and marketing. All members share an extensive background in sport and nearly all are current or past directors on the boards of other sporting agencies or organisations.<sup>274</sup> Such expectations of required skills can act as a deterrent to attracting individuals to governance positions, and volunteer recruitment and retention have been adversely affected by increased reporting and accountability requirements. This is further evident in the composition of management staff.

As noted by Smith and Westerbeek, it is likely that "fewer volunteers will engage in sport business activities in the future, marginalised by money and the demand for accountability".<sup>275</sup> The new norm for sports organisations has been the preference for paid staff, particularly in hierarchical positions, with corporate skills and expertise. In NZG, there are staff working at different levels of the organisation who provide business support and services, and they include, a Chief Executive, General Manager, Marketing Manager, High Performance Manager, Golf Manager, National Community Golf Manager, and Finance Manager.<sup>276</sup> The people employed in these roles have extensive skills and expertise in a number of positions, including sales and marketing, management, coach development, sport development and finance. The individuals who were employed for these roles have an in-depth background in sport development and have worked in sport and community development roles

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<sup>274</sup> Personnel," New Zealand Golf (NZG).

<sup>275</sup> A.C.T. Smith and H. Westerbeek, *The Sport Business Future* (Palgrave Macmillan, 2004), 64.

<sup>276</sup> "Personnel," New Zealand Golf (NZG).

in RSTs.<sup>277</sup> The knowledge that these individuals possess include management, business development, resource allocation and budget control.<sup>278</sup>

Some of the work that is given to paid staff can be argued to be work that was once done by volunteers. However, the increase in the complexity of activities and the need for compliance and accountability has meant that paid staff are preferred as they have contractual expectations. For volunteers, they can also be expected to assume responsibility for their activities and are accountable to perform according to professional standards which effectively discourage people from volunteering. This is ironic when sports organisations, including NZG, are trying to increase the voluntary workforce.

Sports organisations are also confronted with expectations from stakeholders for increased transparency and accountability. The board of a sports organisation is expected to be able to govern in the best interest of the organisation and its key stakeholders. The shift has seen an increase in the number of contracts, mutual obligations and partnerships between sports organisations and other entities. Sport organisations, in particular, have entered into contractual arrangements to deliver services on behalf of the government in exchange for funding.<sup>279</sup> In receiving government funding, sports organisations are responsible for delivering both high performance programmes for elite athletes and sport development initiatives to increase community participation. The implications for sports organisations is that while increased government funding may support a number of initiatives, it also carries with it increased reporting and accountability requirements that indirectly shape the way governance and management are enacted within the organisation. As stated by Hoye and Cuskelly, “the governing boards have therefore had to

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<sup>277</sup> Interview with New Zealand Golf member, October 22, 2014.

<sup>278</sup> New Zealand Golf (NZG), "NZ Golf: Two New Staff Members Added to Community Golf," press release, April 9, 2014, <http://www.golf.co.nz/NewsMedia/Article.aspx?id=2240>.

<sup>279</sup> Hoye and Cuskelly, *Sport Governance*, 20.

appoint more paid staff, oversee larger funding pools, monitor a greater range of compliance and reporting requirements and arguably find more appropriately skilled and experienced people to govern their organisation".<sup>280</sup>

### **Governance and Democratic Structures**

As mentioned, Sport NZ's governance document has been an effort by government to improve the standard of governance in sports organisations. This may be seen as a way to ensure that government can protect its investment in sports organisations. As a result, the notion of excellence in sport management and governance has become a significant part of government policy in sport. The shift towards governance best practices and high performing organisations reflects the government's tendency to integrate corporate governance principles into sport management. Sport NZ's governance guidelines resemble corporate governance as the document was prepared in partnership with the New Zealand Institute of Company Directors. However, the principles of sports organisations are arguably more similar to non-profit organisations (particularly on the aspect of voluntary boards) than to corporate bodies.

Research on non-profit governance is strongly influenced by research on corporate governance.<sup>281</sup> However, there have been little research on the link between non-profit governance and democratic practice. Democratic governance is governed by principles of stakeholder representation and participation.<sup>282</sup> 'Representation' implies that the views of stakeholders and the wider community are included within an organisational governance structure and processes. The board of directors, then, is responsible for representing the community interests, to mediate between

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<sup>280</sup> *Sport Governance*, 25.

<sup>281</sup> C. Cornforth and W.A. Brown, *Nonprofit Governance: Innovative Perspectives and Approaches* (Taylor & Francis, 2013); Judith L. Miller-Millesen, "Understanding the Behavior of Nonprofit Boards of Directors: A Theory-Based Approach," *Nonprofit and Voluntary Sector Quarterly* 32, no. 4 (2003).

<sup>282</sup> Chao Guo and Juliet A. Musso, "Representation in Nonprofit and Voluntary Organizations: A Conceptual Framework," *ibid.* 36, no. 2 (2007).



interests of different groups and to set the overall policy direction for the organisation.

However, Guo has argued that “the board may be characterised by having strong community representation in terms of board composition but representation may be reduced to tokenism and patronization if the board is weak and dominated by certain individuals”.<sup>283</sup> Moreover, reduced board size can actually mean less engagement with the community at the grassroots level which can have consequences for community objectives. The board of NZG was previously known as the New Zealand Golf Council (or Council) and had representatives from each of the 14 District Associations. However, increased professionalism and the amalgamation of NZGA and WGNZ had led to a review of the governance structure in 2008 which resulted in the changes to the constitution. As stated in the 2008 NZG Annual Report, “The Board want to ensure our governance model suits the modern day sporting environment. We believe the changes proposed... will provide better governance [and] will strengthen our ability to engage more readily with our member districts and associated clubs”.<sup>284</sup> Some of the main changes include the new composition of the Board of Directors (six elected by postal ballot and two appointed), the disestablishment of the New Zealand Golf Council and of the two Vice President roles. This leads to questions about the contemporary governance structure and processes in sports organisations, and particularly about the embedded power dynamics that influence decision-making.

‘Participation’ refers to the extent to which stakeholders can engage in dialogue within the organisation and contribute to deliberation about important matters, and thus have partial control over the direction taken. This is clearly seen in elections and voting rights at the club level. While there is no linear voting systems across golf clubs, there are similarities in

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<sup>283</sup> Chao Guo, "The Road Less Traveled: Establishing the Link between Nonprofit Governance and Democracy," *The Nonprofit Quarterly* 2012.

<sup>284</sup> New Zealand Golf (NZG), 2008 Annual Report and Statement of Accounts, (2008), <http://www.golf.co.nz/uploads/NZ%20Golf%202008.pdf>. 9.

terms of the election process through which, in most cases, the board members are the elected at the Annual General Meeting (AGM). The difference is mostly seen with voting rights. Within the Waikato region, there are some golf clubs with full or partial voting rights. Full voting rights mean that all members have the rights to voice their opinion at the annual AGM while partial voting rights mean that some members (which can be based on gender) do not have the right to express their concerns at the annual AGM. Partial voting rights constrain the ability of some classes of membership, such as women who play nine-hole golf, to voice their opinion on matters that affect them. For example, the Hamilton Golf Club constitution states that only Full Playing Members and Life Members may be nominated for election to any office within the club and are permitted to vote on all matters that adjourn in the Annual General Meeting.<sup>285</sup> The Classes of Membership in the Hamilton Golf Club, however, include a much wider range of membership, such as Country Members, Weekday Members, Junior Members, Schoolpersons, Honorary Members, Social Members, Nine Hole Members and Corporate Members. The Board has the power to determine the rate of entrance fee, annual subscription, and limitation of entitlement of play on the course of any class of membership, but may from time to time give particular and individual consideration. This means that a certain membership class or particular members with concerns about issues that have a direct impact on them may not have the rights to be heard or given full consideration due to the exclusionary constitution and powers of the Board. This points to the power relations that exist within the governance structure of sports clubs and the intentional exclusion of members.

Lastly, the impacts of globalisation have resulted in changes to the way major international sports events have been governed. The response to commercial forces and the demand for specific economic activities by leading international governing bodies points to their growing influence. This means that the governance of NSOs needs to be able to withstand

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<sup>285</sup> Refer to Hamilton Golf Club Inc., "The Hamilton Golf Club Incorporated Constitution 9<sup>th</sup> Day of September 1996".

the demands of the more powerful organisations and be able to provide 'good' governing decisions in the context of competing interests.

In summary, professionalisation in sports administration has had an impact on community volunteerism and on opportunities for democratic governance that reflects the tensions between competing ideologies in business and social inclusion discourses. Hoye, Smith, Nicholson and Stewart support this notion when they identify the trends towards the expansion of the global sports industry, paid staff and sports management or professional career as the drivers for the professionalisation in the management of sports organisations.<sup>286</sup> These highlight the ways sports organisations at national, regional and local levels are depicted as service providers rather than as participatory organisations and clubs.

## **Sponsorship**

Sponsorship is an increasingly important revenue stream for many sports, and is the fastest growing source of money, while sponsors have continued to be attracted to sport to maximise their brand visibility, manage public perception and generate global recognition. This raises development questions about the way stakeholders' business and marketing ideologies shape sports financial decisions and the effects on the capacity of sports organisations and membership to meet those priorities.

## **Partnerships and Mutual Advantages**

Sports sponsorship is based on the principle of reciprocity. In most cases a sport entity will receive financial support from its sponsors and in return provide commercial services. The services may include, but are not limited to signage, print, multimedia, community programs and special events.<sup>287</sup> Sponsorship can be a short-term or long-term contractual agreement between both parties. In the past, a short-term or transactional agreement was an attractive way for the sponsor and the sport entity to fulfil a short-

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<sup>286</sup> R. Hoye et al., *Sport Management: Principles and Applications* (Taylor & Francis, 2015).

<sup>287</sup> André Bühler and Gerd Nufer, *Relationship Marketing in Sports* (Amsterdam; London: Butterworth-Heinemann, 2010).

term goal. However, the modern view presents a situation in which most sports sponsorship are now long-term agreements or partnerships in which both sides trade off advantages and reach for mutual benefits which reflect a typical business strategy.<sup>288</sup> The shift towards this modern arrangement has been influenced by the fact that companies have realised that the sports environment provides a commercial advantage over competitors as it allows companies to enhance branding efforts through an uncluttered space and access existing worldwide audiences and loyal fan bases.<sup>289</sup>

For example, FedEx sponsors a number of global sports, including the PGA Tour and the Champions Tour. It seeks to capitalise on its brand association, particularly through its relationship with the FedEx Cup, which was introduced as the PGA Tour's first-ever playoff system. Davis and Hilbert note, "Sponsors are typically companies that wish to be associated with a given sports entity... sponsors pay a fee for this right".<sup>290</sup> This is clearly shown in NZG's partnerships with the sponsors' naming rights. The BMW and Toro have naming rights to the New Zealand Men's Open and the Men's and Women's interprovincial, respectively. The sponsoring entity, in this way, can increase brand visibility through the sports event. BMW has been the naming rights sponsor for the New Zealand Open for numerous years and also the "Official Vehicle Partner" of the event.<sup>291</sup> This makes it an attractive and preferred partnership for both parties as numerous benefits are easily attainable through the relationship.

### **Branding, Engagement and Class**

While the rationale for company decisions to invest in sports sponsorship varies widely, it is apparent that the motivation for sports sponsorship is "no longer just about maximising brand image and awareness, but also about gaining a deeper and more emotional engagement with the [audience] and

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<sup>288</sup> John Amis and T. Bettina Cornwell, *Global Sport Sponsorship* (New York, NY: Berg, 2005).

<sup>289</sup> Bühler and Nufer, *Relationship Marketing in Sports*.

<sup>290</sup> John A. Davis and Jessica Zutz Hilbert, *Sports Marketing: Creating Long Term Value* (Cheltenham, UK: Edward Elgar, 2013), 17.

<sup>291</sup> "BMW Golfsport", BMW New Zealand.

managing the perception of the sponsoring [entity]”.<sup>292</sup> This reflects the rationale of corporations when promoting social inclusion incentives through business strategies. BMW is also known for the annual BMW Golf Cup International which is one of the largest international tournament series for amateur players. It runs in conjunction with the BMW Golf Cup International Qualifying Tournaments hosted annually by BMW Dealers throughout New Zealand which the Winners can ultimately progress to the World Final. Alongside this, BMW has a partnership with NZG to engage local players through its BMW Golf Club. Brand awareness is further enhanced by the existing status of the sponsored entity. BMW, in particular, is an entity that already has prestige in the global automobile industry, having been the top-selling luxury brand in the United States in 2014.<sup>293</sup> The partnership mutually elevates the status and recognition of both the sponsor and the sport entity as luxury entities. Tribou describes this in terms of the notion of ‘image similarity’ which refers to “a similarity between the sponsor and the target audience, representative of the socio-demographic characteristic [of the sport]”.<sup>294</sup> However, to be eligible for the BMW Golfsport, the player must own a BMW vehicle. This points to existing notions of class and prestige in the partnership between sponsors and sports. It can inadvertently (or deliberately) promote or reinforce the ‘class’ exclusion that exists within the traditions of golf that NZG, ironically, is trying to change.

### **Media Rights, Entertainment and Participation**

Sports sponsorship today is dependent on the media. For the sponsors, the media enable the companies to reach a wider audience through a number of mediums, including newspaper, magazines, television, radio and the internet – with increasing preference for mobile communication. The shift towards the digital platform for sports live screening is seen with the new

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<sup>292</sup> PricewaterhouseCoopers (PwC), *Changing the Game: Outlook for the Global Sports Market to 2015*, (2011), [https://www.pwc.com/en\\_GX/gx/hospitality-leisure/pdf/changing-the-game-outlook-for-the-global-sports-market-to-2015.pdf](https://www.pwc.com/en_GX/gx/hospitality-leisure/pdf/changing-the-game-outlook-for-the-global-sports-market-to-2015.pdf). 20.

<sup>293</sup> Bernie Woodall, "BMW Retakes U.S. Luxury Auto Sales Crown from Mercedes-Benz," *Reuters*, January 5, 2015, <http://www.reuters.com/article/2015/01/05/us-usa-autos-luxury-idUSKBN0KE1RG20150105>.

<sup>294</sup> Gary Tribou, "Sponsorship: Associating Image Attributes with Specific Sports and Particular Teams," *International Journal of Sports Marketing & Sponsorship* 12, no. 2 (2011): 143.

live broadcasting rights for golf in New Zealand. In 2014, Coliseum Sports Media secured the live broadcasting rights for the PGA Tour, which was previously aired on Sky Television.<sup>295</sup> From 2015, Coliseum offers international live golf coverage, through a partner platform of the PGA Tour live service, for the LPGA Tour, European Tour, Asian Tour, Ryder Cup, PGA Championship, the Web.Com tour, Champions Tour, Presidents Cup and EurAsia Cup.<sup>296</sup> This is a world-first for the PGA Tour, with New Zealand the first overseas territory to gain access to the PGA Tour Live system. The new partnership with Coliseum for NZG is regarded as positive for the sport, “We are pleased to see ... Coliseum Sports Media is leading the digital sports movement here in New Zealand and we are delighted to be able to partner with them for the benefit of our affiliated members and clubs”.<sup>297</sup>

The media can enhance or shape the way people participate in sport. As stated by Dean Murphy, chief executive of NZG, “[s]eeing the world's best players compete on the world stage is a great way to inspire New Zealanders to participate in the sport”.<sup>298</sup> However, the way people ‘participate’ in sport today extends from physical or active participation to more passive participation as fans – followers, viewers or spectators. Sport is seen as a form of accessible entertainment subject to the real-time dynamics of sport as it is played. It, ultimately, has the potential to intensify fan aspirations – as people watch top athletes perform, there is a sense of shared exertion and exhilaration in the efforts and accomplishments. Sport tends to inspire short bursts of emotion in fans that lasts during the competition or days following the event. Moreover, while fans may not play the sport, or not at the same level as dedicated professionals, they gain a solid understanding of the game and engage vocally in the assessment of play. In addition, “sports research consistently shows that fans derive both individual and social/group benefits from being followers”.<sup>299</sup> Sport can

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<sup>295</sup> Simon Plumb, "Coliseum Take PGA Tour Coverage Online in NZ," *Stuff*, October 2, 2014, <http://www.stuff.co.nz/sport/golf/10567548/Coliseum-take-PGA-Tour-coverage-online-in-NZ>.

<sup>296</sup> "Coliseum Sports Media Releases Online Golf Package," *Stuff*, December 5, 2014, <http://www.stuff.co.nz/sport/golf/63854464/coliseum-sports-media-releases-online-golf-package>.

<sup>297</sup> "Coliseum Sports Media Releases Online Golf Package."

<sup>298</sup> "Coliseum Sports Media Releases Online Golf Package."

<sup>299</sup> Davis and Hilbert, *Sports Marketing: Creating Long Term Value*, 116.

enhance individual identity or provide a measure of relief or escape from daily life pressures. Similarly, sport can foster social affiliation and group identity based on the shared experience multiple fans have in supporting the same sport, club or athlete. In this sense, sponsors and providers are keenly interested in having a deeper understanding of the appeal of sports to fans by aligning themselves with sports entities and building relationships using marketing tools in traditional and digital media to create memorable experiences and develop loyalty that could potentially attract new customers.

In summary, partnerships between sports organisations and sponsors have been based on the preference for mutual advantages, typically seen in the way sponsors capitalise on sport marketability to increase brand visibility, in exchange for financial resources. However, as seen in NZG, sports partnerships overlook the adverse consequences that the relationship with specific sponsors can have to other strategies or objectives in sports organisations. This was particularly evident with some sponsors that depict unfavourable image attributes and the effects on public perception and participation in the sport.

## **Marketing and Publicity**

To compete in the global market, it is apparent that sport entities need to increase their profile. High-profile sports and events have a competitive advantage in terms of financial opportunities, membership and participation numbers, fan base and revenue. Golf has become a high-profile sport through the popularity of its high-profile athletes, major sporting events and development of lucrative markets and destinations which has been evidenced both overseas and in New Zealand. The drive towards increasing the profile of sports entities has been promoted by business and economic development priorities in government and sports organisations. However, this has implications for the value of high-profile athletes and elite athletes as financial investment into the sports sector becomes marginalised by marketing and economic considerations.

## High-Profile Sportspeople, Capital and Economics

The implications of financial investment into the sport sector that is informed by business considerations are evident in the way actors capitalise on high profile-athletes. The most recent high-profile athlete and professional golfer in New Zealand is Lydia Ko. In 2015, she became the youngest golfer – male or female – to be ranked No.1 (breaking the record set by Tiger Woods).<sup>300</sup> Her prominent golfing success started in 2012 when she won a professional event, the CN Canadian Women's Open as an amateur, and consequently became the youngest winner in LPGA history. Within the first 10 months as a professional, she has won several events (see Table 5).<sup>301</sup> In July 2014, Ko claimed the Marathon Classic and became the youngest player to make the US\$1million mark in LPGA Tour earnings.<sup>302</sup>

According to the New Zealand Herald, in 2014, Ko was the 8<sup>th</sup> richest sports player in New Zealand at NZ \$2.1 million.<sup>303</sup> In the same year, she was named in *Time's* 100 Most Influential Teens.<sup>304</sup> Her record-breaking successes and maturity reflect her reputation and portrayal in the media. Similar to Tiger Woods's 'Tiger-Effect', she has become a sensation among golfers and non-golfers alike, particularly in New Zealand. This has seen many stakeholders eager to capitalise on her popularity and successes. For example, New Zealand Prime Minister John Key was reportedly amongst the gallery who watched Ko's final round at the 2015 New Zealand's Women's Open. He was seen wearing #GoKo merchandise and was photographed with Ko after she won the event.<sup>305</sup> The #GoKo merchandise is a marketing campaign from which NZG has capitalised with the co-launch of the LOVE Golf campaign and Ko's

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<sup>300</sup> Patrick McKendry, "Lydia Ko Number 1 in the World," *New Zealand Herald*, February 1, 2015, [http://www.nzherald.co.nz/sport/news/article.cfm?c\\_id=4&objectid=11394885](http://www.nzherald.co.nz/sport/news/article.cfm?c_id=4&objectid=11394885).

<sup>301</sup> "Lydia Ko - Bio," LPGA, accessed March 15, 2015, <http://www.lpga.com/players/lydia-ko/98109/bio>.

<sup>302</sup> New Zealand Herald, "Top 20 Sporting Rich List: Part 3," October 1, 2014, [http://www.nzherald.co.nz/business/news/article.cfm?c\\_id=3&objectid=11334382](http://www.nzherald.co.nz/business/news/article.cfm?c_id=3&objectid=11334382).

<sup>303</sup> "Top 20 Sporting Rich List: Part 3."

<sup>304</sup> Annika Sorenstam, "The 100 Most Influential People - Lydia Ko," *Time*, April 23, 2014, <http://time.com/70884/lydia-ko-2014-time-100/>.

<sup>305</sup> Fred Woodcock, "Lydia Ko Gets a 'Little Power' Off the PM, Jets Off for Next Golf Challenge," *Stuff*, March 2, 2015, <http://www.stuff.co.nz/sport/golf/66821045/lydia-ko-gets-a-little-power-off-the-pm-jets-off-for-next-golf-challenge>.



professional career. The campaign was initiated with LOVE Golf Ambassadors Ko and All Black Israel Dagg's #Kogoespro video.

**Table 5: Profile of professional golfer Lydia Ko**

<b>Profile</b>	
<b>Name</b>	Lydia Ko
<b>Date of Birth</b>	April 24, 1997
<b>Place of Birth</b>	Seoul, South Korea
<b>Nationality</b>	New Zealand
<b>Rookie Year on LPGA</b>	2014
<b>Current World Ranking</b>	1
<b>Career Earnings</b>	Over \$2.5 million (as of March 2015)
<b>LPGA Tour Victories</b>	<ul style="list-style-type: none"> <li>• 2012 CN Canadian Women's Open*</li> <li>• 2013 CN Canadian Women's Open*</li> <li>• 2014 Swinging Skirts LPGA Classic, Marathon Classic, CME Group Tour Championship</li> <li>• 2015 ISPS Handa Women's Australian Open</li> </ul> *as an amateur and non-member (as of March 2015)
<b>Major Achievements</b>	<ul style="list-style-type: none"> <li>• Became the youngest winner in LPGA history on Aug. 19, 2012 at the CN Canadian Women's Open at the age of 15 years, 4 months, 2 days.</li> <li>• Won the 2012 U.S. Women's Amateur (second youngest winner in history) and Australian Women's Amateur.</li> </ul>

Similarly, some companies quickly took action in offering sponsorship deals to Ko, informed by explicit business and marketing strategies. When she turned professional in late 2013, Ko quickly signed sponsorship deals with IMG, a global sports and media business, for management and

marketing, which represents many high-profile professional golfers on the PGA Tour and the LPGA Tour.<sup>306</sup> At the time, despite Ko being a rookie on the professional circuit, companies like IMG saw her potential marketability. As stated by IMG, “IMG Golf will assist in all aspects of Lydia's career with a focus on global marketing. We feel that the resources we possess across all continents will offer her a professional advantage from a business perspective”. IMG further stated, “We feel that Lydia can be a dominant player in the women’s golf for decades”.<sup>307</sup> In 2013, ANZ Bank New Zealand also signed with Ko, and became the first New Zealand company sponsor. ANZ stated in a press release, “As a brand that’s in every corner of the New Zealand, and with a global reach across Asia and beyond, it’s great to help someone as talented as Lydia as she competes in the LPGA Tour”.<sup>308</sup> In early 2014, Ko signed with Callaway Golf and joined other Callaway professionals on the LPGA. In 2015, Ko signed with another New Zealand company, 1Above, a maker of anti-jetlag pills and potions, which aims to use this sponsorship as a marketing strategy for global expansion. As stated, “The deal allows the company to use Ko's image with her permission, while the teen sporting sensation is likely to plug 1Above's products on social media”.<sup>309</sup>

Ko’s marketability is driven by the fact that she is media savvy and has built up a strong public appeal. She had made numerous headlines prior to turning professional, leading to high public interest in the potential earnings from her success at professional events. Her media presence continued when she turned professional and her subsequent wins and rapid progression to the world No.1 ranking. Ko has since become more

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<sup>306</sup> Fred Woodcock and Matt Richens, "Major Global Sponsors Is Lined up for Lydia Ko," *Fairfax Media*, December 14, 2013, <http://www.stuff.co.nz/sport/golf/9515677/Major-global-sponsor-is-lined-up-for-Lydia-Ko>.

<sup>307</sup> "Major Global Sponsors Is Lined up for Lydia Ko."

<sup>308</sup> ANZ, "ANZ Gets Behind Lydia Ko as She Takes on the World," press release, December 19, 2013, <http://www.anz.co.nz/resources/b/5/b5ab7656-0d11-49fd-bd2c-729785abf43e/Golfer-+LydiaKo.pdf?CACHEID=b5ab7656-0d11-49fd-bd2c-729785abf43e>.

<sup>309</sup> Richard Meadows, "Kiwi Startup 1Above Signs Golf No 1 Lydia Ko," *Stuff*, March 4, 2015, <http://www.stuff.co.nz/business/better-business/66933821/kiwi-startup-1above-signs-golf-no-1-lydia-ko>.

selective in accepting interviews in order to manage her time.<sup>310</sup> Nevertheless, her public appeal has had a significant impact on the golf sector which is in support of social inclusion objectives. Dean Murphy, the chief executive of New Zealand Golf, summarised this in a statement, "A lot of young players have been inspired by Lydia. There is a huge boom. The number of young girls as club members has increased by 20 per cent in the past year. The number of women members remained flat last year, reversing a trend of 1 per cent decline. New Zealand is really proud of Lydia. She's engaging and people identify with her".<sup>311</sup> Ko's appeal is also evidenced in the number of international players who participated in the 2015 New Zealand Women's Open. Despite being a low-tier event, Ko chose to play in her home country and this in turn was attributed to the increased interest in recognising the Open as a major event. Furthermore, Lydia Ko has, in part, helped make New Zealand an attractive golfing destination which reflects economic development objectives. As stated in several media reports and the New Zealand Tourism website, "She also credits living in New Zealand as having impacted on her golfing career and says the country is perfect for golf".<sup>312</sup> The sportswriter David Leggat commented, "The spinoffs are all positive. Tourism New Zealand has a special golf section for visitors to the country. The Government has put in a significant investment".<sup>313</sup> In recent years, golf has become a 'special interest' for Tourism New Zealand which has seen New Zealand courses being marketed to international tourists as a golfing destination.

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<sup>310</sup> Simon Plumb and Felicity Reid, "The Private Life of Lydia Ko," *Sunday Star Times*, March 3, 2013, <http://www.stuff.co.nz/sport/golf/8370287/The-private-life-of-Lydia-Ko>; Liam Hyslop, "All You Need to Know About Lydia Ko," *Stuff*, November 24, 2014, <http://www.stuff.co.nz/sport/golf/63480354/All-you-need-to-know-about-Kiwi-golfer-Lydia-Ko>.

<sup>311</sup> Mark Reason, "Reason: John Key Should Start Investing in National Treasure Lydia Ko," *ibid.*, March 8, 2015, <http://www.stuff.co.nz/sport/opinion/67083978/reason-john-key-should-start-investing-in-national-treasure-lydia-ko>.

<sup>312</sup> "New Zealand Golfer: Lydia Ko," Tourism New Zealand (TNZ), accessed March 15, 2015, <http://media.newzealand.com/en/story-ideas/new-zealand-golfer-lydia-ko/>.

<sup>313</sup> David Leggat, "Golf: Drive for Change on the Courses as Numbers Fall," *New Zealand Herald*, December 18, 2014, [http://www.nzherald.co.nz/sport/news/article.cfm?c\\_id=4&objectid=11375807](http://www.nzherald.co.nz/sport/news/article.cfm?c_id=4&objectid=11375807).

## High-Profile Athlete Investment and Tension

With the exception of Ko, there has been minimal government interest in developing future high-profile golfers despite the significant impact the sport has had in recent years which highlights return-on-investment ideologies. In terms of high performance, golf is not among HPSNZ Targeted Sports, and nor is it a part of the Campaign Sports (although Ko previously received campaign investment). The main reason for this exclusion is that current players do not meet the HPSNZ investment criteria which targets sports and athletes who have medal potential at the Olympic Games and Paralympic Games (Summer and Winter) and Non-Olympic targeted sports that can win at World Championships.<sup>314</sup>

However, this is a challenge for sports like golf in which investments are often targeted at the developmental stages. NZG's philosophy is based on the LTAD model which is focused on long-term player development (in contrast to Pathway to Podium). This means that NZG supports players who are not necessarily highly-ranked at the international level, but have the potential to become successful players. This philosophy is somewhat contradictory in relation to the HPSNZ investment criteria which supports those who are already succeeding in their sport at the international level. This means that there is no adequate support from government for players progressing through the ranks and this may inadvertently exclude potentially-successful players, thereby undermining the social inclusion objectives.

The investment criteria reflects performance and accountability measures as stated in the HPSNZ Overall Investment Principles, "Our goal is a performance-based system that is accountable for outcomes".<sup>315</sup> NSOs undergo an annual performance review process and may be subject to annual investment adjustments during a funding cycle. This means that

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<sup>314</sup> High Performance Sport New Zealand (HPSNZ), "Targets Set with Release of High Performance Sport New Zealand Strategy," press release, September 27, 2012, <http://hpsnz.org.nz/news-events/targets-set-release-high-performance-sport-new-zealand-strategy>.

<sup>315</sup> "High Performance Campaign Investment Application Process for 2016," (2015), [http://hpsnz.org.nz/sites/all/modules/filemanager/files/Funding/HP\\_Campaign\\_Investment\\_Application\\_Process\\_2016\\_FINAL.pdf](http://hpsnz.org.nz/sites/all/modules/filemanager/files/Funding/HP_Campaign_Investment_Application_Process_2016_FINAL.pdf).

sports and athletes risk funding cuts if their performance does not meet the expected outcomes, as evidenced by recent cuts to some sports for the 2015 HPSNZ investment. As reported, "There are noticeable winners and losers from the announcement with the sports that performed consistently getting the backing and those that have failed to perform, the opposite".<sup>316</sup> For golf, this was concerned with investment in individual athletes, "Golf, as forecasted, has forsaken the \$185,000 it has received for each of the past two years to help the development of Lydia Ko now that the teenager has firmly established herself in the professional ranks".<sup>317</sup> In contrast, the government invests in major sporting events through the Major Events Development Fund, which is additional government investment in the sport sector.

In summary, the government investment into high-profile athletes has been justified by the need to increase New Zealand's profile in international sports competition, events and tourism which is informed by discourses of business and economic development. Athletes are considered to drive global recognition and the substantial investment into this sector has been legitimised by strict investment requirements. However, this is seen to be in contrast to the principles of NZG, particularly its High Performance programmes and underlying social inclusion objectives. Government support to the programme has, thus, been strikingly reduced or non-existent in recent years.

## **Chapter Summary**

The wider implications that sports investments have had on the golf sector are complex – they have been informed and shaped by key discourses. Professionalisation has impacted on voluntarism and democratisation which has been linked to greater accountability demands from key stakeholders, and this has led to changes in traditional values. Sponsorship in sports has been aimed at return-on-investment exchanges

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<sup>316</sup> Stuff, "HPSNZ Allocates New Zealand Sports Funding for 2015," *Stuff*, December 11, 2014, <http://www.stuff.co.nz/sport/other-sports/64045322/hpsnz-allocates-new-zealand-sports-funding-for-2015>.

<sup>317</sup> "HPSNZ Allocates New Zealand Sports Funding for 2015."

in which sport is effectively a profit-making enterprise and driven by the media for entertainment rather than for the intrinsic benefits that sport traditionally has had. This is further emphasised by the need for marketing and publicity for stakeholders to create a higher-profile in and through sport, by taking advantage of the globalisation effects and the economic potential of sports. These point to the ways the diverse priorities and discourses in sports are in competition with one another, rather than complementary.

## Conclusion and Recommendations

This study examined the dominant discourses in sports policy to uncover the underlying politics associated with sports investment by government, sports organisations, sponsors and community trusts through the case of NZG. The aim was to understand the values and ideologies that underpin key discourses and the way they shape or justify past and current strategies, specifically focusing on how discourses inform sports financial decisions. The analysis of sports budgeting has pointed to the underlying struggles between competing discourses, and the implications for some activities being given preference over others. It has also pointed to the crucial role that language and argumentation play in the justifications for actions or priorities within sports organisations. The analysis, thus, reveals the significant implications that dominant discourses have in shaping sports budgeting, and for priorities within sports organisations.

A CDA framework, drawing on the work of van Dijk and Fairclough, informed the methodology for this study. The notion of discourse was used to capture the way actors use language in different contexts to invoke knowledge for policy. Policy decisions were viewed as a consequence of the struggle for power and dominance over that knowledge for policy within and between different stakeholders in the sports policy arena. The analysis adopted Fairclough's three-dimensional framework where texts, discourse and social practices overlapped, as this recognised the crucial interrelationships between text and talk. The framework informed the document analysis of scholarly literature and official documents, and the analysis of semi-structured interviews with key individuals from government, Sport NZ, HPSNZ, NZG, Sport Waikato and Waikato Golf, complemented by media coverage. These methods gave insight into the understandings, values and ideologies of key stakeholders that have shaped and informed the direction of sports policy.

The study revealed, first, that discourses shaping the direction of national sports policies privileged a business approach, which positioned sport as a

means to economic development, although alongside this were discourses that emphasised the value of sport as a means to social inclusion and health and wellbeing. The prevalent use of business-like structures and practices, and related preference for professionals and experts at the organisational level within the sports sector, demonstrated how priorities within sports organisations have increasingly been informed by business considerations. Similarly, the emphasis on economic development has been analogous to business concepts but more directed at 'return on investment' where sport was promoted as the means to achieving immediate and long-term government objectives. This was most evident with investment through the Major Events Development Fund and Tourism New Zealand.

The emphasis on the role of sport in promoting health and wellbeing was informed by the inherent link between physical activities in sport and health. Government policies have privileged this link, explicitly in terms of the apparent need to address the child obesity 'pandemic' through physical education in schools, and other national health programmes, such as the Green Prescription, which demonstrated the ways sports objectives have intersected in other policy areas. Similarly, the emphasis on the role of sport as a means to social inclusion was evident in the way sport was understood in terms of the potential to promote stronger communities and tackle specific issues like the exclusion of young people, people with disabilities and women. These intrinsic values were further emphasised by NZG, Sport Waikato and Waikato Golf, these being organisations with a closer connection to the communities. However, these organisations were also informed by the sport as business discourse, values and processes, which have been imposed by external funding agencies, namely government and sponsors.

Notably, discourses across national, regional and local sports policies have positioned sport as olympism – influenced by the principles and values in the Olympic Movement and Games. Within the Olympic setting, sport has been another form of competition within international politics. The modern nature of sport has been shaped by these trends, particularly



in the shift from amateur to professional codes, the higher status of Olympic sports, and the increased attention on the success of elite athletes and teams at the Games. Significantly, these values are driving the justifications for government investment in sport, particularly in terms of the pursuit of national glory or international prestige.

Second, the analysis revealed that NPM and public sector reforms in the 1980s and 1990s have shaped the contemporary sports budgeting process. It showed that the budgeting process has increasingly been driven by a concern with operational efficiency and accountability for investment to key stakeholders. Budgeting processes are inherently political as they involve specific decisions on the allocation of financial resources. The analysis of the financial patterns in NZG showed that government grants to NZG have been a significant source of revenue, and investment into the golf sector has recently expanded to major sporting events and tourism, driven by the economic objectives of the current government. Additionally, the reduction in government grants has forced NZG to seek other revenue sources, namely community trusts and sponsorship. Trusts, particularly gaming trusts, as obligated, have supported community sports projects through regional and local providers, while sponsors have financed a number of national and international events in conjunction with NZG and the government. The analysis further revealed that while the membership levy has been the most crucial revenue source for NZG, it has been susceptible to changes in membership numbers, which required NZG to balance the deficiency.

The analysis of these financial patterns has demonstrated that dominant discourses have shaped financial decisions in sports, particularly investment for specific tangible and intangible returns, and as competition between sports, external providers and corporations for vested interests. It showed that the government has justified sports as a national investment that deserves significant appropriations within the state budget. Similarly, sports organisations have invested in sport for the benefit of the game, affiliated clubs and members. Conversely, sport has been explicitly viewed by sponsors as exclusively a financial and marketing investment. Sport

has been seen as an advantageous marketing space and as a tool in competition with other corporations. However, the concept of investment has been restricted to communities for gaming trusts, but competition between different trust providers has become a prevalent concern. These financial implications for sports organisations and external stakeholders have showed that power and dominance were expressed by different actors through budgeting measures. This is reflected in the justification or criticism of actions or priorities that used budget pressures to override other considerations, which may or may not be in the best interests of organisations or the stakeholders.

Third, the analysis has revealed that financial decisions have had significant implications for priorities within sports organisations. The findings showed that these have paved way for professionalisation in sports administration, sports sponsorship by corporate organisations, and marketing and publicity by key stakeholders for economic purposes. The findings revealed that while these reflected the contemporary changes across government sectors, the imposed standards had adverse effects on traditional structures and processes within sports organisations. The preference for paid professional experts and standards had devalued the traditional roles of volunteers within sports administration, while the increased measures in performance and accountability had damaged the efforts of sports organisations to retain the volunteering workforce. In addition, the voluntary board structures and processes had been undervalued by the integration of corporate governing practices, leading to a deterioration of democratic processes. Overall, the effects had impeded current strategic objectives or outcomes.

The findings further indicated that sports financial decisions were concerned with sponsorship, publicity and marketing of sports organisations as the means to achieving other objectives. Sponsorship was shown to provide the necessary revenue for the sports sector, while publicity enabled those opportunities. Sponsorship in particular was in the form of partnerships between sports organisations and the sponsors for mutual advantages. Sponsors entered into partnerships to increase brand

visibility and engage with the target markets, in exchange for financial resources or media and broadcasting exposure. Sports organisations took advantage of the financial resources or media rights to deliver its services as entertainment to engage with its consumers. However, these resulted in a number of consequences, such as the participation of people in physically inactive ways as passive viewers, which may not match the objectives of sports organisations.

The findings showed that marketing and publicity in sport was an underlying feature deemed necessary by government and sports organisations. This was shown through the investment in high-profile athletes. Publicity was depicted as having the potential to elevate New Zealand's reputation in the world which would help drive short-term and long-term economic activities and returns. However, government investment into elite golf athletes has dwindled or become non-existent and was shown to be in contrast to NZG's high performance objectives. These contrary ideals were seen to impede the development of future talented, high-performance athletes, who are marginalised by the need for direct, immediate and effective results by government.

The next section of this chapter explores the significance of the study, particularly the relevance of CDA and the specific contributions this makes to other policy areas and to research on NZG. It concludes with reflections on the limitations of the study and suggestions for further research.

### **Significance of the Study**

This study builds on and extends previous research on discourse and sports policy by critically examining the way dominant discourses in sports policy shape or inform sports financial decisions in sport organisations in New Zealand. It adds to knowledge on the way government, corporations and the public understand, value and engage in sport; it demonstrates how current national, regional and local sports policy position sport and the way these are expressed through the sports budgeting process; and it points to the way specific actions and priorities within sports organisations

are inherently political as decisions are determined by key stakeholders who have varying power and dominance over sports values and practices. It contributes to the theoretical framework of CDA that explores the concepts of power, dominance and ideology at the macro and sub-text levels. It is the first study of NZG from a wider social science perspective that integrates a critical analysis of sports policy.

### **Relevance of critical discourse analysis**

The objective of this study has been centrally focused on uncovering the hidden politics of sports funding. Politics, within the context of the allocation of financial resources in sport, is concerned with “who gets what, when, where and how”.<sup>318</sup> This is concentrated on the varying factors that inform decisions on financial resources and the values and priorities accorded by different stakeholders. Most importantly, it examines “who” receives the financial resources and “how” these resources are given. Using a CDA approach that is informed by Fairclough and van Dijk, it has provided a way of revealing the underlying assumptions that inform financial decisions in sport as it involves, specifically, the examination of key discourses in text and talk from a politically motivated level. Often viewed as a ‘critical’ form of discourse analysis, it investigates dominant discourses from a broader perspective that integrates aspects of power, dominance and ideologies in the analysis. CDA as a discourse-sensitive form of policy analysis is appropriate for the study on sports policy, as analysis of policy inherently involves examining goals and strategies within the public sector or political institutions. Policy analysis needs to recognise the contextual factors of the policy process, including the political, economic and socio-cultural factors that influence decision-making, and in this respect the CDA framework can contribute to the analytical perspective that is required in answering the research questions in this study.

This study was concerned, first, with the way key stakeholders in sports policy understand the nature of sport today and how this translates into

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<sup>318</sup> Lasswell, *Politics: Who Gets What, When, How*.

policy. A stakeholder analysis of actors involved in sports policy relating to NZG, provided a systematic means by which to identify the key stakeholders at international, government, national, regional and local levels. The analysis of stakeholders' values, attitudes, objectives, salience and power highlighted the ways they understood sport today and showed that different stakeholders have different or similar values and ideas in their understanding of sport and these were influenced by the purpose, values and networks within those sectors and organisations. In addition, document analysis helped identify the policies and strategic plans in sport which portrayed how some of these understandings were translated into policy. However, a deeper, more critical analysis was required to uncover the underlying assumptions that inform these understandings and CDA, which looked at the way language is used in texts and talk, was appropriate to revealing these aspects within policy.

Second, the study focused on the discourses that were evident in sports policy and official documents. CDA helped identify the key discourses in texts and talk within the social, cultural and political context. The findings showed that, while there were multiple discourses on sport, there were five dominant discourses relating to business, economic development, health and wellbeing, social inclusion and olympism that derived in national, regional and local policies relating to sport. The findings, further, showed that while these key discourses were distinct, they overlapped when converged with other policy areas, this being evident in the way the business discourse was inherent in policy areas where social inclusion or health discourses were dominant. This revealed that these discourses were informed or shaped by the underlying social, cultural, economic and political ideologies of key stakeholders.

Third, the study focused on how discourses were used to shape or justify past and current strategic directions. CDA recognised that discourses exist because people use language to frame policies and strategic plans and these are inherently political. Past and current strategic directions have been justified on varying grounds by different actors and the arguments for these had been shaped and informed by the way language was used in

context. The findings showed that while different discourses were used to shape or justify strategic directions in sports policy, one or a few discourses were promoted explicitly and vigorously at different periods. This is linked to societal changes and depended on the political objectives of the government in power. CDA allowed the analysis to be situated in the social and political contexts to understand the way discourses were promoted or marginalised within sports policy, and specifically NZG policy.

Fourth, the study focused on how the identified discourses informed sports funding decisions, and the broader implications of this. The analysis of discourses through a CDA perspective revealed the values, power and ideologies of key stakeholders who informed sports financial decisions. With this in mind, the analysis looked at the way discourses were reflected in the financial patterns of NZG. The analysis of documents and interviews identified the impact of the sports budgeting process and of the financial decisions of sports organisations. The sports budgeting process was revealed as inherently a political process which warranted further examination. The findings revealed that dominant discourses were the drivers in sports financial decisions, and this had implications for sports organisations. The implications were that sports funding has come to be seen as 'investment' by key stakeholders and as 'competition' between different providers. These in fact contributed to wider implications for sports investment which have affected the priorities within sports organisations. Priorities in terms of the professionalisation of sports administration, sponsorship in sports organisations, and marketing and publicity of sports entities and athletes have adversely affected the volunteers and democratic processes in sports organisations, the intrinsic values of sports and the relationships with communities, and the 'price' of elite athletes to government, sports organisations and the public.

### **Importance of the study to other policy areas**

Sports policy concerns national, regional and local bodies and provides a context where decisions intersect or affect other policy areas. The study of sports policy through a discourse framework allowed the integration of other policy objectives including health, education and economic

development within the wider national, regional and local contexts, which provided insights into the way varying decisions have affected or been affected by different sectors. Therefore, policymakers from any of the integrated sectors, when considering this study, may find the insights that this study has provided illuminating the task at hand. Furthermore, this study may contribute to other organisations or sub-sectors, for example, other programmes within Sport Waikato, as the research involved diverse stakeholders, or broader sports policy research within other sports organisations in New Zealand and overseas.

### **Contribution to research on NZG**

Previous research on NZG has been focused on uncovering and addressing the issues facing the sector, particularly on financial viability and environmental sustainability that were conducted by NZG, golf clubs and independent contractors. This is the first academic study on NZG that critically examined the sector from a wider political science and public policy perspective. It is the first that explicitly examined the policies, strategies and financial patterns of NZG through a discourse-sensitive lens. In fact, the golf sector provided a suitable context for this study.

Golf is a sport that is considered to involve considerable financial resources with mass participation and established governing structures across the globe. However, there has been little research into the sport that integrates aspects of sports policy, discourse and politics, despite its roots and development in powerful, developed nations and historical, social connotations that is inherently attached to politics. In New Zealand, NZG has received increased government interest (as shown by the investments for varying government objectives), it is a sport that is linked to sponsors of luxury brands and it is a game that has continually been supported by a number of providers, trusts and societies. NZG is a sport organisation that has a rich history and tradition in New Zealand and despite its low-key public interest among New Zealand's high-profile sports, it has been given considerable priorities by key stakeholders. For these reasons, a critical analysis on the golf sector through a study on

discourse that focuses on the relationship between language, power and ideology, has proven to be fruitful.

### **Limitations and Directions for Future Research**

The 18 month period of data collection, analysis and thesis completion was limited by time and the availability, accessibility and format of data. Time was restricted in the data collection phase, particularly in terms of the policies that were used in the analysis. Data, particularly from NZG, was restricted to the number of documents available and accessible in terms of the format. Some older document collections were unable to be retrieved or were handwritten and were difficult to decipher. Moreover, NZG's financial statements contained inconsistencies in their categorisations which potentially weakened the thoroughness of the comparisons in the analysis and the ability to effectively answer the research questions.

Furthermore, data gathered in qualitative research through a sample that was limited to one NSO and one particular region is partial and relative. This limits the ability to make broader generalisations from the findings as they do not represent other sports organisations in New Zealand, nor do they account for any differentiation in other regions. It is further recognised that the entire range of discourses that contributed to the entire corpus of sports policy rhetoric could not be covered. However, the scope of this study has expanded the research on discourse in sports policy within the New Zealand context and has provided greater insights into the way these reveal the underlying power and politics within the priorities of sports organisations. The study on NZG has shown that the sport is indeed located in the wider political context and as it develops more media exposure and government interest, it will have more stakeholders involved, resulting in more complex relationships. This study has allowed stakeholders in NZG to become aware of these dynamics and to question its significance in future policy decisions.

This suggests four potential areas of research. First, there is potential for comparative studies on sports policy discourses, since there appears to be



a homogenising of these discourses in national and international sport. Second, further studies that compare the findings in NZG with other nations that have both established sports policies and golf governing systems (e.g. the United States or the United Kingdom) could expand this research and provide a richer analysis. Third, it is apparent that the concrete nature of power becomes visible when exploring at the grassroots level which highlights the potential for future analysis that is principally located at the local level. Fourth, further studies can expand on the dominant discourses identified, particularly on the role of social inclusion in sports policy, whereby additional data on ethnicity and disabilities in the membership database in sports organisations or specifically in NZG, can provide a deeper analysis.

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## Appendices

### Appendix A: District Associations

<b>District Associations</b>	<b>Affiliated Clubs</b>	<b>Memberships</b>
<b>North Island</b>		
Auckland	26	14,518
Bay of Plenty	27	9,527
Hawkes Bay Poverty Bay Women	17	4,201
Manawatu/Wanganui	22	5,810
North Harbour	22	10,016
Northland	22	5,896
Poverty Bay/East Coast	22	780
Taranaki	22	4,143
Waikato	22	10,834
Wellington	22	12,150
<b>Total North Island</b>	<b>224</b>	<b>77,875</b>
<b>South Island</b>		
Aorangi South Canterbury	20	3,986
Canterbury	38	11,567
Otago	48	9,507
Southland	25	2,819
Tasman	25	4,405
<b>Total South Island</b>	<b>156</b>	<b>32,284</b>
<b>2014 TOTAL</b>	<b>389</b>	<b>110,159</b>

## Appendix B: Participant Letter of Introduction

### Letter of Introduction



Faculty of Arts and Social Sciences

**Organisation's Name**  
Address

**Date**

**Dear Recipient,**

My name is Tidavadee Tongdethsri. I am a Masters student in the Political Science and Public Policy programme at the University of Waikato, working under the supervision of Dr Patrick Barrett and Associate Professor Priya Kurian. I would like to invite you to participate in a study I am undertaking entitled *Sport Policy in New Zealand: A Case Study of New Zealand Golf*.

The purpose of the study is to examine the allocation of funding by NZ Golf and Sport NZ, and explore the tension between high performance and community sport programmes and how this is managed. The reason you have been contacted is that your role, knowledge and expertise in the field will be most valuable to this study. An information sheet providing details of the study has been included for your perusal. Please read the enclosed information carefully before deciding whether to accept the invitation to participate in this research.

If you are interested in participating in this research, please confirm by replying to me by phone or email. I can then arrange a suitable time and location with you to conduct the interview. If you have any questions, please do not hesitate to contact me.

Thank you for taking the time to consider participating in this study.

**Yours sincerely,**

**Tidavadee Tongdethsri**  
BA (Hons)



# Appendix C: Participant Information Sheet

## Participant Information Sheet



Faculty of Arts and Social Sciences

### Sport Policy in New Zealand – A Case Study of New Zealand Golf

#### Semi-structured Interview

I am a Political Science & Public Policy graduate student at the University of Waikato. As part of my Master of Arts degree, I am doing research on **sport policy in New Zealand with a case study on New Zealand Golf**. The purpose of this study is to examine the factors taken into account in the allocation of funding by NZ Golf and Sport NZ. It explores the tension between high performance and community sport programmes and how this is managed.

I would like to invite you to participate in a semi-structured interview. I would also like to **audio record** the interview so I will have an accurate account of your statements. The interview will take approximately 60 minutes.

#### What are your rights as a participant?

If you choose to participate in my research, you have the right to:

- Refuse to answer any particular question(s)
- Withdraw from the research up to 3 weeks after the interview
- Request that any material be erased
- Ask any questions about the research at any time during your participation

*This research project has been approved by the Human Research Ethics Committee of the Faculty of Arts and Social Sciences. Any questions about the ethical conduct of this research may be sent to the Secretary of the Committee, email [fass-ethics@waikato.ac.nz](mailto:fass-ethics@waikato.ac.nz), postal address, Faculty of Arts and Social Sciences, Te Kura Kete Aronui, University of Waikato, Te Whare Wānanga o Waikato, Private Bag 3105, Hamilton 3240*

### **Confidentiality**

All information including audio records will be confidential and anonymous. I may use excerpts from the interviews, but you will not be named or identified in any way, and I will take care to present the information in a way that minimise the chance you will be identified. If you have any concerns regarding your contribution to the final report, you may request to receive a copy of the interview transcript and/or the report of my findings.

All written notes and transcripts will be kept in a locked cupboard in my office at home. Any information stored on a computer will only be accessible through a secure password. All information will kept for up to 5 years.

### **The results**

The results of my research will be used as part of my Masters thesis. As such, four copies of my thesis will be produced, three hard copies and one accessible online. The findings may also be used in presentations and journal publications.

### **What next?**

If you would like to take part in this interview, I will contact you in the next week so we can arrange a time to meet. If you have any questions about the research, please feel free to contact me or my supervisor.

**Tidavadee Tongdethsri (researcher)**

t.tongdethsri@gmail.com

**Dr. Patrick Barrett (co-supervisor)**

pbarrett@waikato.ac.nz

**Assoc. Prof. Priya Kurian (co-supervisor)**

pkurian@waikato.ac.nz

*This research project has been approved by the Human Research Ethics Committee of the Faculty of Arts and Social Sciences. Any questions about the ethical conduct of this research may be sent to the Secretary of the Committee, email [fass-ethics@waikato.ac.nz](mailto:fass-ethics@waikato.ac.nz), postal address, Faculty of Arts and Social Sciences, Te Kura Kete Aronui, University of Waikato, Te Whare Wananga o Waikato, Private Bag 3105, Hamilton 3240*

# Appendix D: Participant Consent Form

## Consent Form for Participants



Faculty of Arts and Social Sciences

### Sport Policy in New Zealand – A Case Study of NZ Golf

I have read the **Participant Information Sheet** and understand that:

- The interview will be audio recorded
- I am free to decline to answer any question, stop the interview and withdraw from the study up to a 3 weeks after the interview
- All information will remain confidential
- My identity will remain anonymous
- All information collected will remain secure in a locked cupboard or on a computer accessible by a secure password
- Information will be used for a Masters thesis, presentations and journal articles

Please complete the following checklist. Tick [✓] the appropriate box for each.	YES	NO
I wish to view a copy of the interview transcript		
I wish to receive a copy of the findings		
I wish to remain anonymous		
I consent to being named		

I agree to participate in this study and acknowledge receipt of a copy of this **Consent Form** and the **Participation Information Sheet**.

Participant:

Researcher:

\_\_\_\_\_

Tidavadee Tongdethsri

Signed: \_\_\_\_\_

Signed: \_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_

This research project has been approved by the Human Research Ethics Committee of the Faculty of Arts and Social Sciences. Any questions about the ethical conduct of this research may be sent to the Secretary of the Committee, email [fass-ethics@waikato.ac.nz](mailto:fass-ethics@waikato.ac.nz), postal address, Faculty of Arts and Social Sciences, Te Kura Kete Aronui, University of Waikato, Te Whare Wananga o Waikato, Private Bag 3105, Hamilton 3240

# Appendix E: Interview Guide

## Interview Guide



Faculty of Arts and Social Sciences

### Study: Sport policy in New Zealand – A case study of NZ Golf

#### 1. Introduction

- Chat. Build rapport.
- Inform about nature, length and format of interview.
- Explain confidentiality and anonymity. Storage and tapes will be destroyed.
- Interview will be a conversation – explain audio recorder.

#### 2. Position - Role and Responsibilities

- What is your role and what responsibilities do you have?
- Who do you liaise with? (e.g. Sport NZ)
- Within your role, what other support do you provide?
- How do you think your role can effectively achieve the objective(s) of...?

##### If organisational change occurred:

- Since when has the new organisational structure been implemented/occurred? Why?
- Has it affected your role? Has it changed how you deliver your services?

#### 3. Policy Direction and Funding

- Do your policies align with Sport NZ strategic direction? What are the reasons for this?
- How does this impact on the mission, values and objectives of your organisation?
- Does policy change influence on how you deliver your services?
- How are funding decisions developed and implemented? By who?
- What is the basis for your decision for supporting high performance? Community sport?
- What do you take into account when you decide to fund individual athletes rather than groups?

#### **4. Performance Measures**

- Do you use performance measures to assess your performance?
- [If yes] What measures do you use to assess your performance? Explain.
- How will it effectively lead you to identify what further actions need to be taken?
- Do you have guidelines in determining how much support is given to grassroots/ community programmes and elite development programmes? Different or restricted?
- Do you have any examples? How are they effective?
- How do you choose to support one activity over another?

#### **5. Other Challenges**

- What are some of the challenges you are facing? (elite, community sport, strategic direction etc.)
- Why are golf clubs shutting down?
  - a) Broad social trends? New sporting forms?
  - b) Participate vs. spectate?
- Are these trends gradual trends or dramatic trends?
- How are you addressing these issues?
- Golf has been considered exclusive or a sport for the elite. Do you think this is a challenge? An ongoing challenge?

#### **Probes**

- Can you tell me more about that?
- In what way was that a good/bad experience?
- What happened next?
- You said earlier that... can we talk a bit more about that?
- How do you mean?
- In what way?

#### **Checks & Reminders**

## Appendix F: Strategic Thinking

The following table summarises the key components of New Zealand Golf's' Strategic Thinking:

NZG Strategic Thinking		
The Value of Golf	The game of golf provides <b>unique</b> and <b>lifelong enrichment</b> .	This defines the purpose and value of the game of golf. It is what sets golf apart from other sports and provides the basis for <u>WHY</u> our organisations wish to see golf grow and prosper.
Vision for Golf	Golf is New Zealand's <b>Favourite Pastime</b> .	This vision statement defines our ideal future state – the position we would like golf to achieve in New Zealand. It defines <u>WHERE</u> we are heading and <u>WHERE</u> we aspire to be.
Our Mission Statement	To Grow the <b>Love of Golf</b> .	This statement defines the daily purpose of our organisations. It answers the question of <u>WHAT</u> we exist to do.
Strategic Priorities	<ol style="list-style-type: none"> <li>1. <b>Growing</b> the Game of Golf.</li> <li>2. <b>Supporting</b> the Game of Golf.</li> </ol>	These are the Strategic Priorities that provide direction for our day to day operations. It is <u>HOW</u> we organise our activities, initiatives and resources in order drive our organisation to achieve its vision.

<p>Strategic Objectives</p>	<p><u>Growing the Game of Golf:</u></p> <ol style="list-style-type: none"> <li>1. Increased Participation.</li> <li>2. Increased New Club Membership and Existing Member Retention.</li> <li>3. An Increased Profile and Positive Perception of the Game.</li> <li>4. More Kiwis who are Winning on the World Stage.</li> </ol> <p><u>Supporting the Game of Golf:</u></p> <ol style="list-style-type: none"> <li>1. Improved Club Capability and Financial Health.</li> <li>2. An Increased Number of Career and Education Opportunities for a Growing Number of PGA Professionals, Golf Industry Trained Professionals and Volunteers.</li> <li>3. A Redeveloped Administration Support Structure that is Appropriately Meeting the Needs of the Game.</li> <li>4. Enhancing the History, Legacy and Tradition of the Game.</li> </ol>	
<p>Desired Outcomes</p>	<ol style="list-style-type: none"> <li>a) Strong Golf Clubs and Healthy Golf Communities;</li> <li>b) Competitive Success at All Levels; and</li> <li>c) An Industry that Offers Well Remunerated Careers and is Recognised for its Economic Contribution.</li> </ol>	<p>These are the outcomes that progress in the golfing sector can be measured on. If our strategic initiatives and programmes are successful, this is what will be measured.</p>