The role of local government in the provision of training for volunteer grassroots sport administrators in Australia.

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ABSTRACT

This paper examines the potential for local government authorities (LGAs) to play a role in the delivery of training for volunteer grassroots sport administrators in Australia. A qualitative approach using focus groups of relevant local government representatives formed the foundation of the research design. The findings from these focus groups were supplemented with semi-structured, in-depth interviews (in person and by telephone) with the state local government coordinators and with additional urban and rural local government officers responsible for sport and recreation service provision. The research indicated that LGAs believed that the Australian Sport Commission’s direct interface with LGAs should be limited and that it be left to the State Departments of Sport and Recreation to maintain a working relationship with LGAs on a day-to-day basis. However, local government recognises the importance of volunteer grassroots sport administrator training and believes it has a role to play in the following areas:

- identifying local community needs
- promoting the need for volunteer sport administration training among community clubs
- facilitating volunteer sport administration courses.

A conceptual model is put forward that identifies the major components of a system for the training of volunteer grassroots sport administrators and associated key issues.

INTRODUCTION

Sport and recreation is one of the segments of the Australian nonprofit sector boasting the largest number of ‘highly committed volunteers’ who volunteer for over 300 hours per year (Lyons and Hocking 2000). Not surprisingly, volunteers have been described as the lifeblood of Australian sport, with the training of volunteer sport administrators at the grassroots level considered essential for the continuing development of sport organisations (Hylton, Bramham, Jackson and Nesti 2001). Ahmat (2002) used a simple analogy to highlight the importance of administration to sport development, suggesting that coaching, officiating and administration are the three legs supporting the stool of sport development.

A key component of the volunteer management process for any nonprofit organisation is training, which McQurley (1994) defined as ‘the process of instructing volunteers in the ... skills and behaviours they will need to perform their particular volunteer jobs’ (p527). In Australia, sporting associations have traditionally had responsibility for this training and it has often been conducted on an ad-hoc basis by these associations (Smith 1998). However, in recent years, fear of litigation has promoted an increased interest in volunteer training for many sport organisations (ACOSS 1996).
The advent of the Australian Society of Sport Administrators (ASSA) in 1983 was a positive development for volunteer club administrator training (MacDonald 1985). ASSA soon established the National Accreditation Scheme for Sport Administrators (NAS- SA) which encompassed two courses offering a structured approach to the training of volunteer administrators. The level one course was particularly aimed at club level administrators and covered topics such as marketing and public relations, planning for development and financial planning (ASSA 1994). The uptake of NASSA courses was, however, relatively small, with ASSA primarily relying on capital-city based state branches for course delivery. Consequently, the diffusion of volunteer sport administration courses into regional areas was limited.

Since the 1990s federal and state government agencies responsible for sport and recreation have taken a significant interest in the area of volunteer club administrator training. In 1991, the Australian Sports Commission (ASC) commissioned research into sport and recreation volunteers in South Australia which identified that training and recognition of volunteers needed improvement (Daly 1991). This research was the catalyst for the establishment of the Volunteer Involvement Program (VIP), a cooperative exercise between the ASC, state sport and recreation, ASSA and the Confederation of Australian Sport (now Sport Industry Australia) in 1993 (VIP manual 1994).

In addition to the recognition and promotion of volunteers, administrator training was a core component of the VIP. The VIP developed a range of training resources including a club administrator manual, as well as separate club administration modules on:

- recruiting, retaining and managing volunteers
- committee management
- financial management
- planning and management of an event
- how to market a club
- sponsorship and fundraising.

Around the same time as this heightened interest in volunteer club administrator training, the ASC and the state sport and recreation departments began seriously examining the role that local government played in sport development. It had long been recognised that local government authorities (LGAs) were a major provider of sporting infrastructure but there was an increasing interest in their potential to also deliver services (Shilbury and Deane 2001). A report funded by the ASC and completed in 1995 by Carroll examined the role of local government in sport and recreation provision.

One of the motivations for the report was ‘the increasing number of sport and recreation programs being developed at federal and state level which are suited to delivery at the local community level’ (Carroll 1995:2). Volunteer club administrator training was specifically identified as one of those programs with the report recommending that LGAs ‘help improve the standard of sport and recreation club management by facilitating relevant training courses through the Volunteer Involvement Program and ASSA’ (Carroll 1995:70). With local government Acts generally tending to be less prescriptive, such a proactive approach to volunteer education by LGAs was considered an achievable outcome (Rentschler 1997).

In 2000, the VIP evolved into two related programs: the Volunteer Management Program (VMP) and the Club/Association Management Program (CAMP) aimed at improving the management of volunteers and clubs respectively (Australian Sports Commission 2002, personal communication, 20 November 2002). State sport and recreation departments have taken the major role in coordinating the delivery of these programs.

While each state has had varying relationships with local government, there has been no systematic consideration of what role local government might specifically play in the provision of training for volunteer sport administrators. Given this, the aim of this research was twofold. First, it would seek to identify what role local government believed it should adopt in the provision of training for volunteer sport administrators. Second, based on the data collected, a conceptual model would be formulated that identifies the major components of a system for improving the training of volunteer grassroots sport administrators.

**METHODOLOGY**

**DATA COLLECTION INSTRUMENTS**

**Focus groups**

Given the aims of the study, the researchers felt that a qualitative research approach using focus groups...
of local government representatives responsible for sport and recreation service provision was appropriate. The findings from these focus groups were supplemented with semi-structured, in-depth interviews (in person and by telephone) with the state departments' local government coordinators/liaison officers for sport and recreation and additional urban and rural local government representatives charged with these responsibilities.

The researchers believed that the response rate to a questionnaire would have been low and that there was a need for probing of respondents to adequately achieve the aims of the research. It was felt that the interaction inherent in focus group discussion would generate additional ideas and solutions that would not be achieved with either a self-administered questionnaire or one-on-one interviews. As Krueger (1994) stated: 'People open up in focus groups and share insights that may not be available from individual interviews, questionnaires or other data sources' (p32).

Focus group locations The researchers identified five states in which to conduct focus groups. States were selected on the basis of the level of enthusiasm and interest expressed by local government coordinators/liaison officers to become involved. Additionally, practical considerations suggested that the focus groups needed to be conducted in capital cities. Accordingly, the locations selected were Sydney, Perth, Brisbane, Melbourne and Adelaide.

Focus Group Participants The number of participants at each focus group session was six in Sydney, seven in Perth, six in Brisbane, five in Melbourne and eight in Adelaide. Participants were a mix of relevant officers from Local Government Authorities (LGAs) with 'some direct involvement or a high level of direct involvement in sport and recreation provision' (see Carroll 1995:37). Additionally, it was important that focus group membership comprised a mix of members and non-members of the Australian Sports Commission's 'Local Government Active Australia Network' in order to attain a balanced opinion as to how effective previous strategies between the ASC and local government in volunteer sport administrator training had been.

The local government coordinators from the relevant state sport and recreation departments were asked to nominate a preliminary list of suitable participants with the researchers administering a screening questionnaire to ensure a mix of urban and rural participants in each group. The questionnaire also allowed the researchers to compare LGAs across certain benchmarks, such as financial resources dedicated to sport and recreation, the number of full-time sport and recreation staff, planning documents developed specifically for sport and recreation provision.

Focus Group Questions A 'pilot' focus group was conducted to test the suitability of the questions and format. Based on this, the researchers developed a format for each session, incorporating relevant questions that were designed to achieve the research aims. Prior to each session, the moderator contacted the participants to advise them of the purpose of the session and the general format.

Conduct of Focus Group Meetings The local government coordinators from the relevant state sport and recreation departments were asked to recommend a suitable time and venue for each session. Two researchers conducted each session. The researchers involved acted as a moderator and an assistant moderator and the session ran for 80-120 minutes. The moderator and assistant took notes during the session. For later analysis and review, the researchers also made a tape recording of each session.

Semi-Structured Interviews Sport and recreation officers or representatives from rural and remote communities were the primary source for semi-structured interviews. This was essential for providing further information on issues confronting the development and delivery of volunteer sport administrator training in these areas. In addition, other stakeholders were interviewed. These included State Sporting Organisations, major metropolitan councils employing sport and recreation officers, and other agencies involved in volunteer sport administrator training. This process allowed the researchers to differentiate the issues impacting on the various agencies and groups involved in sport administrator training. By following such a process the opinions of a broad cross-section of stakeholders were gathered.
In total, eighteen interviews were carried out either in person or via telephone, with interviewees demonstrating a willingness and openness in their responses to the questions posed. Note taking was permitted in interviews that were not audiotaped. Each interviewee was identified by a number and labelled as a respondent. This approach was taken to preserve confidentiality.

Validation Procedures
At the conclusion of each focus group session, the moderators prepared a preliminary summary of the session incorporating key findings, issues and recommendations. This summary was presented verbally to the focus group participants to ensure the main points arising from the session were noted. The focus group participants confirmed these summaries as precise and reflective of the discussion that occurred during the session.

To ensure the data collected were valid, triangulation was utilised. The researchers coded the data from the focus groups and semi-structured interviews individually. Following this process, triangulation between those involved in the research (focus group or interview) was used to determine if inferences drawn were consistent. This provided greater validity to the findings as all parties supported the conclusions drawn. This form of triangulation provided a means of checking consistency and congruence of the findings (Neuman 2000).

Results and Discussion
This section discusses the major themes that emerged from the data collected. Following this discussion a conceptual model for the delivery of volunteer sport administrator training is presented that highlights the specific roles that local government representatives believe are necessary if the provision of training for volunteer sport administrators is to be improved.

THEME ONE: THE DIFFICULTY IN DETERMINING THE ROLE OF LOCAL GOVERNMENT IN SPORT AND RECREATION PROVISION GENERALLY

There are approximately 700 local government authorities in Australia and each authority is unique in terms of its history, size, operating environment and priorities. They range from the Brisbane City Council, which has a population of nearly 800,000 and an annual expenditure of over $770 million, to smaller councils in Western Australia and the Northern Territory which only serve a few hundred people (Carter 2001).

The screening data indicated that in relation to sport and recreation provision, some LGAs have professional recreation staff and large recreation budgets while others have no recreation staff and little funding. Accordingly, LGAs indicated that specifying a role or roles that local government should adopt in relation to most aspects of sport and recreation provision is difficult for a number of reasons. These include:

- the fact that there are no clear guidelines within the state local government acts. The various local government acts relate predominantly to the regulation and management of land and facilities, leaving local government responsibilities in the area of sport and recreation (particularly service provision) as largely discretionary.
- the varying philosophical views of the role of government in the lives of people generally, ie, what degree of 'government intervention' is desirable, and whether local government is a provider, a facilitator or both. In relation to sport and recreation, because of its discretionary nature, many believe that the development of sport and recreation services and facilities should be community driven.
- whether sport and recreation is considered to be 'central' or a 'residual' area of concern for government. According to Mercer and Hamilton-Smith (1980) then the role of local government would be simply to fill the gaps left by commercial and voluntary interests.
- the role of local government, being dependent, like any organisation, on the environment in which it operates and being influenced by a number of differing factors including: the operation of other agencies and groups in the general area of sport and recreation, the resources (such as land) available to the community, the impact of broader social and economic forces such as rates of population growth and employment, and the community's attitude towards sport and recreation.

These views are supported by the work of Carroll
(1995) who noted that ‘there is no single role but rather a combination of roles that local government can adopt’ (p35) in the provision of sport and recreation. These general roles included:

- planner and policy-maker
- project manager
- initiator
- service provider
- community coordinator
- facility provider
- information provider
- advocate
- funder.

These generic roles, however, are not prescribed in state local government acts and the extent to which councils adopt these roles is dependent on their aspirations, priorities and resources. The data collected during this research suggested that those LGAs with professional recreation staff tended to adopt more of these general roles. Moreover, it was suggested that role ambiguity impacted on the provision of volunteer sport administration training. It was suggested that sport administration training varied across LGAs as the priority attached to it was primarily dependent on political and economic issues.

**THEME TWO: A RECOGNITION OF THE IMPORTANCE OF VOLUNTEER SPORT ADMINISTRATOR TRAINING BY LOCAL GOVERNMENT AUTHORITIES**

This research found consensus among local government respondents that volunteer sport administrator training is relatively important for their communities for a number of social and long-term economic reasons:

- Local government recognises the value of sport in building social capital by making communities more cohesive and improving the quality of life of residents. This is in accord with the Australian Local Government Association’s charter of roles and responsibilities for local government (ALGA 1997), which identifies securing community cohesion and facilitating community development as key roles and responsibilities.

- Volunteer sport administrators are faced with increasing demands to provide sport ‘in a safe, accessible manner, free from harassment and discrimination’ (Victorian Taskforce 2001:25). Concerns were also expressed about the turnover of volunteer sport administrators owing to the increasing demands they face. Consequently, local government considers the training of volunteer sport administrators as a way to reduce sport administrator turnover and minimise potential legal risks that are evolving because of changing government legislation.

- The data indicated that there is potential for volunteer sport administrator training to build the capacity of communities to be more self-sufficient. This view conforms with what Hylton et al. (2001) identified as the transition of local authorities from service providers to enablers, and is driven by the pressure on local governments to provide more services for their communities (Carroll 1995). Local government clearly considers that educating volunteer sport administrators is important in building the self-sufficiency of community clubs.

- Better training of volunteer sport administrators is seen as a means of improving the utilisation and management of expensive community facilities. As one Queensland focus group participant stated:

> We can assist the clubs to build their clubhouses or improve their fields ... but unless the club has got suitable management training ... these facilities are just going to fall into a state of disrepair.

The research, however, highlighted the varying capacities of LGAs to turn this desire for improved volunteer sport administration into reality. Consequently, smaller rural councils and those without dedicated sport and recreation staff believed that there was a need and desire for the state departments of sport and recreation to take a greater role in volunteer sport administrator training in their communities.

**THEME THREE: LOCAL GOVERNMENT AS A FACILITATOR OF TRAINING FOR SPORT ADMINISTRATORS**

The research respondents believed that LGAs should act as a facilitator rather than a direct deliverer of training for volunteer sport administrators. The
distinction between being a facilitator and a deliverer is important. It was felt that LGAs did not have a role in the direct delivery of administrator training using their own staff. Facilitating training by consulting with clubs to help identify their training needs, coordinating training courses to meet those needs (collecting registrations, providing venues, etc.), and promoting training courses was considered the main role of LGAs. As one local government respondent stated: 'I can see that [administrator training] is an area where local government could be involved in the organisation but not the actual delivery'.

Such a role for local government means that a volunteer sport administrator-training infrastructure must exist in order for local government authorities to have courses to facilitate. Importantly, a system of relevant courses, promotional material and skilled trainers must be in place. A model that addresses how this can be achieved, however, does not currently exist. Given this, a conceptual model will be presented that identifies the key components of such a system and suggests roles for local government and other key Australian sport agencies in the provision of sport administrator training.

A CONCEPTUAL MODEL OF VOLUNTEER SPORT ADMINISTRATOR TRAINING PROVISION

For the purposes of the remainder of the discussion in this section, the researchers have developed a Conceptual Model of Volunteer Sport Administrator Training Provision as shown in Figure One. The model identifies the major components of a system for the training of grassroots volunteer sport administrators and associated key issues that were raised throughout the research.

The system components are those items in the six shaded boxes plus feedback and output components as shown in the white boxes. For the system to achieve its objective of 'improved skill of volunteer sport administrators', each of the components needs to be in place and functioning effectively.

Seven key issues emanating from the research are shown on the right hand side of the diagram. In all cases these issues have been linked to one of the system components and to some extent they highlight gaps or deficiencies in the existing system. Those agencies that should have a primary role in dealing with each of these issues are also included in the model.

1. Identifying volunteer sport administrator training needs

As Figure 1 indicates, the starting point for any community volunteer sport administrator training system is a 'needs analysis'. While sporting associations, LGAs and state departments responsible for sport and recreation have some understanding of community sport administrator training needs, this understanding varies significantly and is by no means comprehensive. Similarly, on a national basis, there is no formal, coordinated mechanism or research foundation for identifying community sport administrator needs.

At a regional level, the Queensland State Department's Education and Training Advisory Group's (ETAG) model, which is currently on trial, appears to have great potential. This model, which may be considered a 'bottom-up' approach, involves developing a regional coordinating body to provide advice on training needs and issues, and includes LGAs, state departments responsible for sport and recreation and sporting associations as some of the relevant interest groups. Consequently, there is a focus on local input in the decision making process regarding volunteer sport administration needs. This in turn creates awareness and priority given to these needs (Sport and Recreation Queensland, personal Communication, 15 July 2002). Adopting such an approach is supported by the data collected, as LGAs believed helping identify volunteer sport administrator training needs is an area in which they have a role to play.

2. Developing volunteer sport administrator training resources

Developing relevant community sport administrator training resources is an essential component of a properly functioning system. LGAs suggested that in order to avoid duplication and inefficiency, this resource development should be undertaken in a coordinated manner on a national basis. Furthermore, they suggested that this does not necessarily mean that all resources are developed at the national level, but simply that federal and state government agencies responsible for sport and recreation and national sporting organisations (NSOs) are consulting with each other about the development of resources, and not operating in isolation.

In recent years, state departments of sport and
recreation have developed some excellent programs and resources (for example, the *It’s Your Business* publication in New South Wales, *Play by the Rules* website in South Australia, the *Smart Clubs* program in Western Australia) and LGAs indicated that their initiative and expertise should continue to be encouraged. However, they believed as many resources as possible should be available Australia-wide rather than in a single state. It was emphasised that resource development is an area where local government lacks both the will and the expertise to play a significant role.
3. Training volunteer sport administrator presenters

While identifying needs and developing appropriate training resources is important, the quality of how those resources is delivered was seen as an equally important consideration in any effective volunteer sport administrator training system. In this context, quality control refers to both the qualifications of presenters and the quality of delivery.

LGAs indicated that agreement is needed between federal and state government agencies responsible for sport and recreation and NSOs about standards expected of presenters. At present, it was suggested that the state government agencies responsible for sport and recreation appear to be in the best position for monitoring and enforcing those standards. Moreover, it was noted that an effective feedback mechanism, that incorporates feedback from course participants about the quality of presenters and the relevance of courses, also needs to be part of the volunteer administrator training system.

Despite recognising the need for quality control, LGAs indicated that they should not have a direct role in training presenters; however, they believed they could assist in the area of ‘quality control’ by collating relevant feedback about presenters from local community course participants.

4. Building awareness of volunteer sport administrator training resources

Building awareness of volunteer sport administrator training resources was an area LGAs believed was significantly lacking. In order to improve awareness of the training resources available, LGAs suggested that an approach that placed a greater emphasis on marketing and an increased utilisation of information systems should be developed. The marketing of training for coaches and officials has been greatly assisted by the combined efforts of sporting organisations and government sport agencies at a federal and state level. Programs operating through the National Coaching Accreditation Scheme and the National Officiating Accreditation Scheme are two examples of this. Similarly, awareness campaigns such as the ‘Year of the Coach’, ‘Thanks Coach. Thanks Official’ and ‘Fair Go for Officials’ have greatly assisted.

With no formal accreditation scheme and no high-profile national promotional campaign since the Volunteer Involvement Program in the mid-1990s, awareness marketing for volunteer administrators has, in contrast, been comparatively neglected in Australia. This is an area where the federal and state government agencies responsible for sport and recreation need to take the lead. LGAs indicated that the role of local government in any national marketing strategy should then be to promote training courses, and the need for training, in their local community as part of their community development activities.

In addition to marketing activities, information systems can play a key role in building awareness of volunteer sport administrator training resources. LGAs noted that an effective volunteer sport administrator information system should have easily accessible information about available resources, course offerings, and potential course and seminar presenters, as well as giving feedback to relevant agencies about course quality and course completions. Although LGAs acknowledged that the Australian Sport and Recreation Courses database contained information about upcoming courses they suggested that it was difficult to find on the web and the general awareness of this resource in their communities was low. Despite this, LGAs believed that local government should not be responsible for establishing suitable information systems, indicating, however, that they should have a role in ensuring that relevant local information is available on any national system.

5. Ensuring availability of volunteer sport administrator training

Respondents from LGAs believed that federal and state departments responsible for sport and recreation should ensure nationwide access to volunteer sport administrator training courses. ‘I see that they [the ASC] have an obligation to work with state governments, making sure that there is a consistent service delivery across Australia,’ stated one respondent. As a result, it was suggested that federal and state departments need to have a system in place where courses are available either on a face-to-face basis, through distance education, or through the use of videoconferencing or internet technology. It was also indicated that the network of state government regional offices of sport and recreation should play an important part in ensuring this access. Consequently, it was suggested that LGAs should merely
be aware of what access is available and ensure this information is communicated to relevant local sporting organisations.

6. Delivering volunteer sport administrator training resources

LGAs suggested that in order for volunteer sport administrator training to reach a maximum number of people, a range of delivery agencies needs to be utilised. Although the use of technology provides an alternative to face-to-face delivery, given the infrastructure requirements of this education medium, LGAs recognised that it is not always possible.

The ASC has also established an accreditation system for agencies wanting to deliver the VMP/CAMP courses as part of its broader sport education activities (encompassing coach, official and administrator education). While LGAs do not want to be accredited agencies themselves, they believed they have the ability to identify and encourage potential delivery agencies in their local community.

CONCLUSION

This paper has highlighted the finding that an effective national system for grassroots volunteer sport administrator training in Australia requires input and coordination from many agencies. The conceptual model put forward in this paper identifies federal and state agencies responsible for sport and recreation, national sport organisations and local government as all having roles to play in such a system.

Determining the broader role of local government in sport and recreation provision is difficult owing to the lack of a clear legislative direction and the varied geography, constituencies and resource bases of LGAs. However, local government recognised the importance of grassroots volunteer sport administrator training and believed it should be involved as a facilitator of such training. More specifically, this paper has identified that local government has a role to play in the following areas:

- identifying local community needs
- promoting the need for volunteer sport administration training among community clubs
- facilitating volunteer sport administration courses.

It was also noted that local government has little interest in, or capacity to, develop training resources, train course presenters or directly deliver courses.

If all the components of the conceptual model are in place and working well, with local government playing a role, then the result should be the improved skill levels of volunteer sport administrators.

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