

**Joe Walding and Labour's Physical  
Welfare Ideal: The Establishment of  
the Ministry of Recreation and Sport  
1972-5.**

Thesis presented in partial fulfilment of the  
requirements for the degree of Masters of Arts  
in History at Massey University

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1998

## Acknowledgements

This thesis would not have been able to be completed without the support and help of a number of people.

I would like to thank the Massey University History Department for allowing me the opportunity to do this research and provide me with an opportunity to broaden my horizons, especially in the search for a suitable wife. In particular I would like to thank my supervisor, Dr James Watson for his express draft editing and for seeing within my verbosity what I wanted to say.

I am grateful for the assistance of Barbara Olsen at the Palmerston North Library Archives and the staff at the National Library, the Alexander Turnbull Library and the National Archives in Wellington.

For his contribution to my requests for information, I would like to thank Professor J. Grant Cushman, Lecturer in the Human and Leisure Sciences Department at Lincoln University.

It is also imperative that I thank Phil, Esther, Carol, Arthur, Heather, Dean, Debbie, Luella and many others who listened, despite their better judgment.

Roderick J. Simmons  
March 1999

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## List of Abbreviations

<i>AJHR</i>	<i>Appendices to the Journal of the House of Representatives.</i>
ARA	Auckland Regional Authority.
CARE	Citizens Association for Racial Equality.
COGOC	Commonwealth and Olympic Games Organising Committee.
DIA	Department of Internal Affairs.
FOS	Federation of Sport.
HART	Halt All Racist Tours.
<i>JHR</i>	<i>Journal of the House of Representatives.</i>
MP	Member of Parliament.
MRS	Ministry of Recreation and Sport.
NA	National Archives, Wellington.
NPS	National Projects Scheme.
NZCRS	New Zealand Council for Recreation and Sport.
<i>NZPD</i>	<i>New Zealand Parliamentary Debates (Hansard).</i>
<i>NZRS</i>	<i>New Zealand Recreation Survey</i>
NZRFU	New Zealand Rugby Football Union.
NZRU	New Zealand Rugby Union.
PWR Affairs).	Physical Welfare and Recreation (Branch of Department of Internal Affairs).
SARB	South African Rugby Board.
YMCA	Young Men's Christian Association.
YWCA	Young Women's Christian Association.

## Foreword

*The Welfare State does not imprison people - it sets them free. It does not compel a uniformity - it opens the door to a wide range of richly varied opportunities. It does not sap self-reliance - it strengthens confidence from removing fear and insecurity. It is not simply a narrow range of pensions and payments, it is the wide spectrum of education, housing, better cities, economic development - planning: of better houses and secure healthy families. It does not create a favoured class - it exists to ensure social justice for all.*

- Norman Kirk, 1969.

Gratitude is a rare quality in an academic history and its requirements give little room for the writer to become personally involved. It is sometimes difficult to be appreciative for the deeds of those from the past whether they are seen as negative or positive. Readers of this study may find that it follows its subject in a partisan way, nevertheless, I wish to present a fair-minded depiction of the passion and the vision of the people who participated in this chapter of history. I wish to show my gratitude to all those people in my history who served their country and influenced the way in which we live.

R.J.S.

# Introduction

This thesis examines the events surrounding the establishment of a government agency in New Zealand, the Ministry of Recreation and Sport and its advisory Council for Recreation and Sport under the third Labour Government 1972 to 1975. It seeks to place the initiative in the broader context of the social issues that were highlighted by the Ministry's establishment. Those issues included the role of politics in sport, the belief that recreation belonged to the private rather than public domain, the relevance of mass national recreation, and the appropriate public financial assistance for national, regional and local sports organisations.

The Labour Party had a long-standing belief that part of government's social welfare responsibilities was to assist voluntary organisations in the promotion and administration of physical fitness. This physical welfare ideal reached back at least to the Savage Government which established the Physical Welfare and Recreation Branch of the Department of Internal Affairs. In the years between Labour administrations, the National Party, opted for a much more limited commitment to recreation and sport, based on its belief that politics and sport should remain separate. National Governments between 1949 and 1972 made very restricted use of the Physical Welfare and Recreation Branch.

A Ministry of Recreation and Sport was promoted in Labour's 1972 election manifesto as a part of its commitment to physical welfare. The Kirk Government proceeded to pass the Recreation and Sport Act which created the Ministry, the Council and also gave the Government the power to appoint a Minister to the portfolio of Recreation and Sport within the Department of Internal Affairs. The Prime Minister selected Palmerston North MP Joseph Albert Walding to be that Minister. Walding was an experienced local government politician with particular abilities in commerce, recreation and cultural administration.

Walding's 1973 legislation aimed at reviving Labour's physical welfare ideal and promoting community involvement in recreational activities as a part of the Government's wide-reaching social welfare reforms. This initiative raised public questions about political involvement in sport, particularly in the light of the Government's effective cancellation of the South African Rugby Tour to New Zealand in 1973. The establishment of the Ministry was received by sports administrators with a significant amount of suspicion. The National Party in Opposition were able to create a great deal of political capital from these suspicions in debate on the Recreation and Sport Bill.

However, The Minister and the embryonic Ministry acted rapidly on the powers given in the Act, to set up the Council and to develop enthusiastically broad policies and programmes

aimed at revitalising community involvement in recreation and sport. The Ministry instituted education and research programmes, promotional activities and a fitness campaign, as well as providing large grants and subsidies to local and regional authorities. The programmes were supported by a significant, and increasing amount of public money through the Internal Affairs budget.

The change that the Ministry was able to effect while in office was limited by a number of factors, not least the political shadow cast by the cancellation of the rugby tour. The Ministry suffered from lingering perceptions that it was an agency of state control of sport. A further factor was the perception that Labour's funding was misplaced and wasted, particularly in the context of an ailing economy in 1974-5. The Ministry's detractors also pointed to administrative problems that resulted from the multiple structures of the Ministry, Council and Department of Internal Affairs. The alleged inability of the Ministry to capture the public imagination with its programmes was raised, as was the performance of Walding as Minister. He was portrayed at times as preoccupied with his other roles as Minister of Overseas Trade and Associate Minister of Foreign Affairs.

This study follows the events that led to the establishment of the Ministry emphasising the strength of Labour's physical welfare ideal. It also evaluates the significance that the issue of political involvement in sport played in the evolution of the



Ministry and it studies the effect the perception of political interference in sport had on the performance of the Ministry. The role of the cancelled Springbok rugby tour of 1973 as a negative impact on the Ministry's policies and activities is highlighted.

This study also assesses the extent to which the Ministry was successful in fulfilling Labour's long-standing physical welfare ideal. It seeks to isolate the factors that contributed to the limitation of the Ministry's accomplishments and assesses the extent to which its establishment represented a landmark in the development of community recreation within New Zealand.

The thesis draws from general secondary work on the history of the third Labour Government such as Michael Bassett's *The Third Labour Government: A Personal History*, Mike Moore's, *Hard Labour*, Sir Robert Muldoon's *Muldoon*, Ray Goldstein and Rod Alley's *Labour in Power: Promise and Performance* and John Henderson's *Rowling: The Man and The Myth*. It also utilises histories of sporting bodies such as the New Zealand Rugby Football Union.

A significant source for research into the activities of the Council was an unpublished history by Donald Glennie, 'Working for Leisure: The History of the NZCRS', two drafts of which were located in the National Archives in Wellington. It's treatment of the first three years of the Council gave excellent evidence of the high hopes and early problems,

including the more mundane realities of the establishment of the agency. Other primary sources used include the *New Zealand Parliamentary Debates*, the *Journal of the House of Representatives*, and the *Appendices to the Journal of the House of Representatives*.

The files of the Ministry 1971-75 within the Department of Internal Affairs records provided a great deal of useful information regarding the political climate surrounding the establishment of the Ministry and its operations. Official records from the Council 1973-8 were seemingly destroyed, as the National Archives holds material from 1978-85 only, excepting some administrative correspondence between Council members 1973-5.

Records of the Palmerston North City Council from 1959-68 helped to establish the experience and involvement of Walding in local government administration of recreation and sport. Articles from contemporary and later recreation journals provided the viewpoints of recreation professionals and academics to the establishment of the Ministry. Of particular significance was the New Zealand Association of Health, Physical Education and Recreation's journal and the *Parks and Reserves* (later *Parks and Recreation*) Journals.

Newspaper items such as *New Zealand Herald* and *The Press* editorials and letters to the editor gave a broad picture of public response to the establishment of the Ministry.

Information on Walding was also gathered from *Manawatu Evening Standard* articles held in the Palmerston North City Library.

Chapter One introduces the development of the Physical Welfare Ideal and the way in which successive governments pursued policies towards the Physical Welfare and Recreation Branch between 1937 and 1972. The role of recreation and sport in New Zealand society during the twentieth century is also examined in this chapter. Chapter Two recounts the way in which the Labour Party defined and developed its policy towards sport and recreation in 1972 and the role it played in the election campaign of that year. Chapter Three follows the path of the recreation and sport legislation through Parliament and examines the powers it bestowed on the government and the impact it had on the perception of the Government's involvement in sport. Chapter Four examines the activities of the Ministry and Council during 1973-5 in order to evaluate the significance of the policies, activities and political patronage involved with these agencies. Chapter Five assesses the problems that the Ministry and Council dealt with in their establishing years. It also assesses the extent to which the Government suffered politically for their policy of direct involvement in sport.

This thesis concludes that the physical welfare ideal, as a traditional Labour belief in supporting national fitness, was a significant part of the third Labour Government's plan for

reforms during its term in office. It establishes that the political debate surrounding the Government's recreation and sport initiative was significant and largely divisive. It argues that the Government aspirations were broad and far-reaching and aimed to make significant changes to the organisation of recreation and sport and to increase awareness and participation at a community level.

The study concludes that the cancelled rugby tour was instrumental in raising suspicion over political involvement sport and had an underlying impact on early misunderstandings of the function of the Ministry. Nevertheless, it argues that the Ministry and Council did achieve remarkable results in stimulating recreational participation, funding research and the development of recreation. It is the view of this study that, while the Ministry experienced significant difficulties which limited its operation and impaired its ability to completely fulfil Labour's aspiration for its physical welfare ideal, the Ministry cannot be regarded simply, as a waste of public money. This study concludes that the creation of the Ministry was significant because of its major contribution to the development of recreation as a profession and as an integral part of local and regional government in New Zealand. The 1973 Recreation and Sport Act therefore represented a significant landmark, the legacy of which continued past the demise of the third Labour Government and Labour's physical welfare ideal.

# Chapter One

## The Origins of a Physical Welfare Ideal

The idea that sport and recreation could create a better society, particularly through participation in local clubs and voluntary associations, has long been popular in New Zealand. It has also been widely accepted that the Government and local authorities shared some responsibility with individuals to provide such services to the community.

In order to encourage healthy pursuits in recreation and sport, political assistance in promoting national fitness and youth activities received support from both the major parties from the 1930s to 1972, however, they interpreted the level of legislative, financial, and bureaucratic involvement quite differently. The National Party tended to support a more limited involvement than Labour. It aimed to preserve the independence of those organisations by supporting a 'non-interference' policy, preferring to promote a sense of self-help.

This chapter traces the development of the two interpretations of physical welfare policy, particularly as regards the levels of support given to the Physical Welfare and Recreation Branch of the Department of Internal Affairs. It is asserted that recreation and sport policy became a significant issue for both parties over this time period regarding the extent to which each party was

committed to involve government in the affairs of sports and recreation organisations in the country.

The idea of sport being a vital part of the national culture extends back past the turn of the century. New Zealanders have always had a wide interest in sporting and recreational endeavours, whether playing on the rugby field, fishing on the plentiful rivers, or in mountain climbing. Political interest in recreation was not restricted to the last quarter of the century either. As early as 1905, Prime Minister Richard Seddon was nicknamed the 'Minister of Football' because of his avid interest in the national rugby team.<sup>1</sup>

Rugby was the prominent sport in New Zealand and it came to be seen by the middle class as a form of moral training in schools in the early years of the twentieth century.<sup>2</sup> Sport was also viewed as offering social mobility for less fortunate members of society. The lower classes and ethnic minorities with sporting ability were able to gain recognition and status.<sup>3</sup> Such status acquisition was seen to apply to New Zealand as a nation with sport providing recognition in the international

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<sup>1</sup> J. Nauright, 'Race, Rugby and Politics: New Zealand and South Africa 1921-1992', *Journal of Physical Education in New Zealand*, 26:3 (1993) p. 19.

<sup>2</sup> J. Phillips, *A Man's Country?: The Image of the Pakeha Male - A History*, Auckland: Penguin, 1987, p. 103.

<sup>3</sup> K. Pearson, 'The Good, the Bad and the Ugly of Sport' in J. Shallgrass, B. Larkin and B. Stothart (eds), *Recreation Reconsidered into the Eighties*, Auckland: Auckland Regional Authority and the NZCRS, 1980, p. 29.

arena.<sup>4</sup> The nation's love of sport has developed to such an extent that its value to society has become ingrained in the 'dominant culture'.

Yet the involvement of government in sport was perceived to be at odds with the nobility of playing sport for sport's sake, an ideal originating from the British ideal of amateur sport.

Our British heritage largely determines our method of sports operation, an assumption that the game is the thing, a stern distinction between amateurism and professionalism, that sport and money have dubious associations. It is also plain that, traditionally, we have grave doubts about the association between sport and politics.<sup>5</sup>

This sense of purity in sport had been influenced by the colonial ideal of creating a new society, based on, but apart from the mother country<sup>6</sup> and with the development of sports associations in New Zealand, administrators and sports persons who had grown up with the amateur ideal were suspicious of political interference in sport.<sup>7</sup>

Sport therefore became a significant social ideal that represented all that was good about New Zealand and being a responsible New Zealander: 'New Zealand sport, like society,

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<sup>4</sup> J. Cameron, 'The Sociology of Sport', in H.C. Perkins and G. Cushman (eds), *Leisure, Recreation and Tourism*, Auckland: Longman Paul, 1993, p. 172.

<sup>5</sup> V. Wright, 'The Politics of Sport', *Listener* 85:1935 (1977), p. 10.

<sup>6</sup> J. Barclay, 'An Analysis of Trends in New Zealand Sport from 1840 - 1900, MA Thesis in History, Massey University, 1977, p. 6.

<sup>7</sup> B.H. Kerr, 'The Commonwealth in Sport' in *New Zealand, South Africa and Sport: Background Papers*, Wellington: New Zealand Institute of International Affairs, 1976, p. 70.

represents an unusual strain of rugged individualism and a belief in "do-it-yourself" coupled with perceived pressure not to go beyond a basically conforming conservatism.<sup>8</sup>

Despite the perception that political involvement in sport was out of place in a society supportive of individualism, sport as a social ritual was regarded as providing a 'hegemonic role' in reproducing the values and practices which maintain social order.<sup>9</sup> By the turn of the century, sport, society and politics were linked in the public perception through the concept of physical fitness and sporting discipline being a welfare ideal requiring social and political responsibility to achieve. There was a popular social ideal of manhood personified by the All Blacks that developed after their victory over the British in 1905 and continued almost throughout the century.<sup>10</sup>

The educated classes were impressed by the perception that recreational activities like playing rugby could ameliorate the existing problems of hooliganism, immorality and criminality.

Although such views were not explicitly expressed many statements maintained that rugby relieved in a wholesome way adolescent energies that might otherwise have found unhealthy outlets. There was an overt recognition that rugby and other outdoor games could help sublimate sexuality.<sup>11</sup>

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<sup>8</sup> S. Jones, 'Sport and Leisure in New Zealand: the Myth of Equal Opportunity.' *New Zealand Journal of Health, Physical Education and Recreation*, 13:2 (1980), p. 40.

<sup>9</sup> J. Cameron, p. 181.

<sup>10</sup> J. Phillips, p. 118.

<sup>11</sup> *Ibid*, p. 100.



The nation as a whole would benefit as the social order, according to this perception, was more likely to be preserved. This helped to maintain the 'vigour of colonial manhood' which in turn maintained the strength of the Empire.<sup>12</sup> This ideal which supported the production of fit, healthy moral young men was intensified as a result of the outbreak of World War One, as men were called on to serve their country, King and Empire. As a result there was renewed interest in the well-being of the nation. Watson claims that 'the First World War gave added force to calls for improvements in public health, more efficiency and greater personal discipline.'<sup>13</sup>

In the early part of the century and after the First World War, recreational activities increased in popularity with large masses congregating at events beaches, racecourses, agricultural and pastoral shows, and industrial fairs and exhibitions.<sup>14</sup> The increase in recreational interest was provided for by local governments which built parks, pools, museums, libraries, and halls for entertainment during the period 1900 to 1930.<sup>15</sup>

Government played a relatively minor part in the early development of recreational facilities. It was the emergence of the Physical Welfare and Recreation Branch in the first Labour

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<sup>12</sup> J. Watson, 'The History of Leisure, Recreation and Tourism' in H.C. Perkins and G. Cushman, *Leisure, Recreation and Tourism*, Auckland, Longman Paul, 1993, p. 19.

<sup>13</sup> J. Watson, 'From the Frontier to Cyberspace: A History of Leisure, Recreation and Tourism in New Zealand' in H.C. Perkins and G. Cushman, *Time Out? Leisure, Recreation and Tourism in New Zealand and Australia*, Auckland: Longman, 1998, p. 25.

<sup>14</sup> J. Watson, 'The History of Leisure, Recreation and Tourism', p. 21.

<sup>15</sup> *Ibid*, p. 22.

Government that emphasised the prominence of the Physical Welfare Ideal.

The social welfare reforms instituted by the Savage Government were partly a response to the perception that increased urbanisation had brought increased social problems. The problem of taming the 'new urban frontier' was that while the structure of society was urban, the ethos remained 'rigidly rural'.<sup>16</sup> The rapid urbanisation with its compact housing developments seemed at odds with the rural ethos which promoted healthy, vigorous outdoor pursuits for the urban youth. The growing urban youth influenced the Labour Government to direct activity towards fitness in schools. The Internal Affairs Minister, William Parry claimed in 1937 that 'the foundation of physical fitness should be laid in the schools'<sup>17</sup>

As a result of the Labour Government's vision for developing fitness and recreation programmes in addition to their other social welfare reforms, they introduced the Physical Welfare and Recreation Act in 1937.<sup>18</sup> In enacting the legislation, Parry emphasised the importance that the Government placed on physical welfare:

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<sup>16</sup> M. Fairburn, 'The Rural Myth and the New Urban Frontier', *New Zealand Journal of History* 9:1, (1975), p. 3.

<sup>17</sup> *NZPD*, 249 (1937), p. 415.

<sup>18</sup> R.A. Stothart, *History of the Physical Education Advisory Service*, np, 1996, p. 12.

The most precious jewel in life is good health and physical fitness. Good physical and mental health should be the foundation of a good life, besides making the individual profitable to the nation to which he belongs.... Physical well-being is the best legacy we can leave to the future generation. Physical fitness give confidence to the individual; its absence weakens the moral fibre of the nation.<sup>19</sup>

The Act provided for the capital needs of recreational organisations in the community, 'to provide for the development of facilities for, and the encouragement of, physical training, exercise, sport, and recreation, and to facilitate the establishment of centres for social activities related thereto.'<sup>20</sup> The specific objective of the Act to assist the country districts with building their facilities was pointed out by Parry in November 1937: 'The country districts in the past have been sadly neglected, and the idea of the Bill is to create centres in those districts where all forms of recreation can be engaged in.'<sup>21</sup> Also provided by central government through the PWR Act were grants to be awarded to local authorities towards expenses of facilities, equipment for physical training, exercise, sport, and recreation; for the training and supply of instructors and leaders; and for adding to funds of any voluntary organisation.<sup>22</sup>

The PWR Act created a Physical Welfare and Recreation Branch of the Department of Internal Affairs (DIA), to be

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<sup>19</sup> *NZPD*, 249 (1937), p. 415.

<sup>20</sup> Physical Welfare and Recreation Act, *New Zealand Statutes*, 1937 No. 14, Preamble, p. 53.

<sup>21</sup> *NZPD*, 249 (1937), p. 419.

<sup>22</sup> PWR Act, *New Zealand Statutes*, 1937 No. 14, Clause 11(1) (b), p. 58.

administered by the Internal Affairs Minister.<sup>23</sup> The Department handled many local government issues, and therefore was seen as practical for the development of policies regarding national recreation. In support of the Ministry, the Act established the National Council of Physical Welfare and Recreation.<sup>24</sup> The Council was made up of five ex-officio members, the Internal Affairs Minister as Chairman, The Internal Affairs Under-Secretary as Deputy Chairman, The Director-General of Health, the Director of Education, an appointee of Minister of Defence and 10 councillors as appointed by the Minister.<sup>25</sup> The first Meeting of the National Council for Physical Welfare and Recreation was held in 1938.

Parry was enthusiastic about the establishment of the PWR Branch, perceiving the extent to which the PWR Act involved government in the development of sport and recreation. He spoke on behalf of the Government proclaiming: 'We are treading upon new territory. Indeed, it is one of the most important works that this nation, or any other, can engage in at the present time.'<sup>26</sup> In addition to government initiatives in the area of physical welfare, the first New Zealand Council of Sport was formed in 1943.

The National Party, in Opposition at the passing of the 1937 PWR Act, were less supportive of direct government

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<sup>23</sup> Ibid, Clause 2, p. 54.

<sup>24</sup> Ibid, Clause 3, p. 54.

<sup>25</sup> Ibid, Clause 3 (1) (f), p. 54.

<sup>26</sup> *NZPD*, 249 (1937), p. 415.

involvement in recreation. In fact it has been claimed that 'National did not support a governmental role in leisure and recreation and was concerned about state interference in the affairs of national sporting bodies.'<sup>27</sup> The Opposition member for Awarua, Colonel James Hargest labeled Parry, the 'Minister for Sport.'<sup>28</sup> and revealed that the National Party limited its support to the development of military-style fitness training.<sup>29</sup> He suggested to Parry that the Government should keep out of sport: 'If he were to devote his energies to such training and leave the playing of tennis, hockey, football, and cricket to the individual enterprise of the people who desire to play the respective game, he would be on the right lines.'<sup>30</sup>

The years between the Savage and Nash Governments was a period where the Holland National Government perceived the role of the PWR Branch in a considerably diminished capacity from that of the Government which had established it. The direct financial assistance for specific organisations was largely curtailed. The level of grants dropped, the staffing of the Branch was decreased and the main thrust of financial assistance was in the area of water safety.<sup>31</sup> The availability of transport to the seaside, rivers and lakes saw an increase in drownings during this period. The National Government felt,

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<sup>27</sup> B. Gidlow, H.C. Perkins, G. Cushman, C. Simpson, 'Leisure and Recreation' in P. Spoonley, D. Pearson, I. Shirley (eds), *New Zealand Society: A Sociological Introduction*, Palmerston North: Dunmore Press, 1994, p. 256.

<sup>28</sup> *NZPD*, 249 (1937), p. 425.

<sup>29</sup> *Ibid*, p. 422.

<sup>30</sup> *Ibid*, p. 423.

<sup>31</sup> *AJHR*, 1954, (S.3) H.22, p. 16.

understandably, that there was a need, not only to support water safety organisations but to make funds available to build and maintain country swimming pools.

Nevertheless, by 1952, allocation of funds by the PWR Branch under National had dropped to £10, 000<sup>32</sup> from the 1948 Labour Government allocation of £50, 000.<sup>33</sup> In the years leading up to the 1957 election, the PWR Branch allocated between £13, 000 and £15, 000 in total each year to water safety organisations.<sup>34</sup> The National Government had justified the drop in expenditure by claiming that such capital expenditure was no longer necessary.

The Government considers that most sports organisations had rehabilitated themselves well enough since the end of the war to warrant discontinuing the grant of moneys previously available for buying equipment and reconditioning courts and playing-fields etc. fallen into disrepair.<sup>35</sup>

The National Government had also pursued a policy of downsizing the staff of the PWR Branch, decreasing it by as many as ten workers in 1954. This policy was perceived by the Branch as significantly weakening its ability to assist organisations.<sup>36</sup>

The Nash Labour Government came to power at the end of 1957 with no obvious public agenda to increase the profile of the PWR Branch. The Labour policy of providing for the

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<sup>32</sup> *AJHR* , 1952, (S.3) H.22, p. 8.

<sup>33</sup> *AJHR* , 1948, (S.4) H.22, p. 10.

<sup>34</sup> *AJHR* s, 1955, (S.2),H.22, p. 39, 1956, (S.4) H.22, p. 48, 1957, (S.4) H.22, p. 50.

<sup>35</sup> *AJHR* , 1951, (S.3) H.22, p. 10.

<sup>36</sup> *AJHR* , 1953, (S.4) H.22, p. 9.

country's physical welfare was continued, however, through the efforts of the Internal Affairs Minister, William Anderton. He acknowledged the legacy of the physical welfare reforms from the Savage era in his own vision for a revitalisation of the PWR Branch. Under Anderton's ministry, the activities of the Branch did not change significantly, but the allocation of grants more than doubled to £33, 000 in 1958<sup>37</sup>, then dropped somewhat to £27, 500 in 1959<sup>38</sup> before increasing to £42, 000 in 1960.<sup>39</sup>

Anderton emphasised Labour's vision of promoting national fitness through the education system, stating that 'physical welfare would commence in the kindergarten and continue in the schools, and in the various clubs and institutions.'<sup>40</sup> He felt that it was the Government's responsibility to provide physical welfare from the cradle to the grave. His objective was to make New Zealand 'one of the healthiest nations in the world.'<sup>41</sup> He also reiterated that physical welfare's social and moral benefits to youth were essential and necessary in New Zealand.

I believe there is some undeveloped good in everyone. If children are obstreperous, if they are not socially conscious, or if they are disturbed in their minds, the proper way to deal with the problem is to create an avenue through which they can express themselves to the full.<sup>42</sup>

In a time of increasing economic instability at the end of the 1950s, Anderton maintained to his colleagues that welfare responsibilities remained as essential as that of the economy, a

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<sup>37</sup> *AJHR*, 1958, (S.3) H.22, p. 52.

<sup>38</sup> *AJHR*, 1959, (S.3) H.22, pp. 65-6.

<sup>39</sup> *AJHR*, 1960, (S.3) H.22, pp. 62-3.

<sup>40</sup> *NZPD*, 320 (1959), p. 1022.

<sup>41</sup> *Ibid*, p. 1022.

<sup>42</sup> *Ibid*, p. 1023.

priority that received general support from within the Labour Party.

It is our duty as a Government and a Parliament to provide them with the opportunity. We should build a nation of people with strong, healthy bodies and healthy minds. We want a community physically fit in the best sense of the word. It is as much our duty to do that as it is to build a big bank balance.<sup>43</sup>

The Nash Government had not reached the ideal envisioned in the Physical Welfare and Recreation Act but remained supportive of its principle.<sup>44</sup> Financial reasons were a major factor in the level of financial assistance available to the PWR Branch. Arnold Nordmeyer's so-called 'Black Budget' of 1958 had been the focus of much criticism of Government expenditure and Anderton referred to the Government's economic preoccupation as a factor in not being able to ask for still more money to support the work of the PWR Branch.<sup>45</sup>

The PWR Branch, despite its financial constraints, continued to assist the development of water safety. It initiated 'a comprehensive water safety campaign in schools' while continuing to support the newly-formed National Water Safety Council.<sup>46</sup> This activity owed as much to the policies of the National Government between 1949 and 1957 as it did to Anderton's desire to revitalise the PWR Branch.

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<sup>43</sup> *Ibid.*

<sup>44</sup> *NZPD*, 324 (1960), p. 2730 (W.T. Anderton).

<sup>45</sup> *NZPD*, 320 (1959), p. 1023.

<sup>46</sup> *NZPD*, 318 (1958), p. 1423 (J.B.F. Cotterill).



Government policy on the PWR Branch returned to the pre-Nash era during the twelve years of the Holyoake National Government to 1972. Grants to recreational organisations failed to reach the levels seen between 1957 and 1960. The policy of direct funding was viewed as misplaced and there was an overt disregard for the traditional work of the PWR Branch. One National member, Thomas Murray believed that its direction was out of place and physical welfare was better served by other means. In 1960 he called the PWR Branch 'a flop', claiming that any money available 'should be spent in the direction of military training rather than the provision of athletic coaches.'<sup>47</sup>

The National Government developed a system for assisting physical welfare by introducing the Golden Kiwi Lottery in 1962. This provided funds for recreation, sports and the arts and was used by the DIA to fund grants to applicant organisations. The Queen Elizabeth II Arts Council, formed originally in 1961, added to the recipients of Golden Kiwi funds. During the 1960s there was significant development in the professionalisation of recreation, with local authorities and organisations demanding experts for recreational planning. Numbers of recreation officers employed by councils increased, particularly in the rapidly expanding Auckland district where by 1972 there were 18 officers employed.<sup>48</sup> In 1969, the Auckland Regional Authority

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<sup>47</sup> NZPD , 324 (1960), p. 2727.

<sup>48</sup> C. Smith and R.A. Stothart, 'A Growing Profession', *New Zealand Journal of Health, Physical Education and Recreation* 16:1 (1983), p. 7.

appointed the influential recreation professional Bob Larkin as its Community Activities Advisor.<sup>49</sup> In the late 1960s and early 1970s, community and urban planning were common aspects of local authority activities.<sup>50</sup>

Despite the tradition of the National Party of keeping politics out of sport, the Holyoake Government did become involved in the affairs of international sport. Holyoake asserted that New Zealand sports persons were ambassadors for their country when playing overseas.<sup>51</sup> The Government advised the New Zealand Rugby Football Union (NZRFU) that it was disturbed by the Rugby Union's relationship with the racially selected Springbok rugby team. As a result, the 1970 South African tour saw the NZRFU disregard the South African Rugby Board (SARB) request that no Maori players be selected.<sup>52</sup> The Government stood firmly in support of the 'No Maori, No Tour' slogan.

Political representation in international sports was prevalent during this period. The Marshall Government's Minister of Internal Affairs, Allan Highet, used a Government reception for the visiting Chinese table tennis team in 1972 to promote the

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<sup>49</sup> R.A. Stothart, 'A History of the Physical Education Advisory Service', p. 23.

<sup>50</sup> P.J. Jew, 'Regional Recreation - Its Importance to Urban Areas', *New Zealand Parks and Reserves* 5:3 (1977), p. 95.

<sup>51</sup> R. Thompson, 'No Politics in Sport', *New Zealand Monthly Review* 12:129 (1972), p. 15.

<sup>52</sup> *Ibid*, p. 15.

political advantages of contact between nations competing in sports.

After this visit we hope that we can meet again on many more occasions, perhaps over the table tennis net or in some other sporting field. And perhaps the time is right for us to investigate the possible advantages to us both that could come from more regular channels of communication.<sup>53</sup>

Further developments in the national organisation of sport occurred during the early 1970s. The Federation of Sport was organised, bringing many sports under a national mantle. This assisted regional organisations when applying for Golden Kiwi funds. In 1971 staff at the DIA researched the possibility of introducing a Ministry of Sport along similar lines to the British and Canadian ministries. In November of that year, then Internal Affairs Minister, David Seath sent a paper not discussed by the Government to Bert Walker, the Minister of Tourism, with the suggestion that a Ministry of Sport could be developed in consultation with other departments.<sup>54</sup>

The Marshall Government was preparing for a general election and was not prepared to set up such a Ministry. However, Hight sent a letter to the Cabinet Committee in September 1972 saying: 'I have stated publicly, and also in the draft of the National Party 1972 election policy, my intention to strengthen the Youth Services Branch of the Department of Internal Affairs.'<sup>55</sup>

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<sup>53</sup> 'Chinese Table Tennis Delegation's Visit', *New Zealand Foreign Affairs Review* 22:7 (1972), pp. 47-8.

<sup>54</sup> Correspondence between D. Seath and H. Walker, November 1971, Department of Internal Affairs files, IA, W2042, NA.

<sup>55</sup> D.A. Hight to Cabinet Committee, September 1972, Department of Internal Affairs files, IA, W2042, NA.

In the years between 1937 and 1972, the Physical Welfare Ideal had become an important concept by which the Government strove to effect social development. The Labour Party had built a strong welfare tradition which included a significant financial commitment to this ideal. The National Party had sought to limit this financial commitment, using its resources elsewhere, while supporting the development of sport and recreation organisations in a more independent manner. This resulted in long period in which the PWR Branch as an agent for general physical welfare remained largely dormant. The Physical Welfare Ideal was again to become prominent in political conversation during the 1972 election due to the Labour Party promise to overhaul the PWR Branch by creating a new Ministry of Recreation and Sport.

## Chapter Two

### Walding and the 'Ministry of Sport'

During the Labour Party's term in Opposition from 1960 to 1972, the party had developed a vision for New Zealand's future. This vision was driven primarily by its charismatic leader Norman Kirk who drew increasing support from within Labour ranks. The election campaign in 1972 indicated the significance that the Labour Party placed on the development of sport and recreation, and the triumph of election day inspired a mood of seeming invincibility and an apparently overwhelming mandate to put their policy into legislation. Walding's appointment to the Environment, Overseas Trade, and Recreation and Sport portfolios made him the key administrator of government policy on recreation and sport, with the responsibility for translating Labour's physical welfare ideal into tangible achievements in the wide field of recreation.

The 1960s had uncovered elements within society that concerned many mainstream New Zealanders. Young people around the country protested against participation in the conflict in Vietnam. They became involved in the 'hippie' movements and the counterculture, including sometimes anti-social 'bikie' gang activities. These social concerns contributed to Labour's conviction that government involvement in

providing positive activities for youth was necessary and vital. It invested energy in promoting the physical welfare ideal adopted by the previous Labour governments and made it a significant component in their campaign for the 1972 general election.

The perception that social change had contributed to social problems in the 1960s can be traced back to the 1940s. 'The post-war 'baby boom' and full employment created a big market for entertainment directed at this age group, often exploiting adolescent rebelliousness.'<sup>1</sup> Concern about teenagers indulging in antisocial activities was reflected in the 1954 report of Parliament's Special Committee on Moral Delinquency in Children and Adolescents, commonly known as the Mazengarb Report. The Report found that increasing urbanisation had contributed to a lack of provision for health recreations. 'It is known that many cases have occurred in new settlements where the building of state houses has gone far ahead of the ability of the community to arrange for the provision of playing fields, halls and clubs.'<sup>2</sup>

The Report also confirmed the perception that delinquency was linked to the lack of facilities, but stopped short of declaring

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<sup>1</sup> J. Watson, 'The History of Leisure, Recreation and Tourism in New Zealand.' in H.C. Perkins and G. Cushman (eds), *Leisure, Recreation and Tourism*, Auckland: Longman Paul, 1993, p. 26.

<sup>2</sup> *AJHR*, 1954, (S.4) H. 47, p. 35.

recreation as a panacea for such antisocial behaviour.<sup>3</sup> As a part of its recommendations, the Report directed the Education Department to consider 'the possibility of making schools' grounds and buildings available to responsible organisations<sup>4</sup> in areas which lacked facilities.

The sort of thinking embodied in the Mazengarb Report seemed to be incorporated by the Labour Party in its policies for the 1963 election manifesto. In a section under 'Physical Fitness', the Party promised the following:

A physical fitness campaign will be inaugurated, under the direction of the Education Department. Government assistance will be provided to -

- (a) Encourage, co-ordinate and develop existing youth organisations.
- (b) Recruit and train leaders.
- (c) Initiate new recreation activities.
- (d) Build gymnasiums in post-primary schools for use by the scholars and those who have left school.

Labour will, in approved cases, contribute £1 for £1 subsidy to local authorities for the building of gymnasiums to meet the needs of the community for these facilities.<sup>5</sup>

These promised programmes bore a close resemblance to Labour's PWR Branch activities of the 1940s. There seems to be no specific plans for physical welfare, fitness or assistance

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<sup>3</sup> Ibid, p. 35.

<sup>4</sup> Ibid, p. 68.

<sup>5</sup>*The 1963 General Election Manifesto*, np: New Zealand Labour Party, 1963, p. 47.

for recreation in Labour policy between 1963 and 1969. The 1969 manifesto under 'Social Welfare' promised that 'Labour will institute a physical fitness campaign, with assistance to youth organisations and provision for gymnasia in post-primary schools for the use both of students and those who have left school.'<sup>6</sup> Even though it may have received a lower profile, the manifesto continued Labour's emphasis on assisting youth recreation, building more facilities and physical welfare for all.

The policies of Labour in 1969 may well have been informed by the increase in local authority activities in recreation, particularly in Auckland, where a significant need was seen in catering for the growing migrant population.<sup>7</sup> In an Auckland Regional Authority publication, John Hutchinson appealed to central government to support a national coordination of recreation:

I would like to see Government establish a stable administrative structure for national recreational services - to provide a national co-ordinating and advisory service, to undertake research, to review the policy of financial assistance, to sponsor advanced leadership training and national coaching clinics to a greater degree, and to promote a more general use of school facilities for recreational use... Any country which prides itself on its social

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<sup>6</sup>*Towards Nationhood With Labour the New Zealand Party*, Auckland: News Media, 1969, p. 42.

<sup>7</sup> P.F. McKimney, 'Local Authorities and Recreation - The Legislative Situation' in *Recreation in New Zealand Volume 2*, Auckland: Auckland Regional Authority, 1972, p. 46.



services must be concerned with the opportunity for all to make worthwhile use of leisure time.<sup>8</sup>

The National Government, continued to follow a more 'hands-off' policy than Labour. Nevertheless, the establishment of the Federation of Sport, Golden Kiwi Lottery, the Recreation and Youth Activities Distribution Committee, and continuing DIA grants to organisations with available money were significant achievements for a government whose policies advocated more sensitivity to political interference in sport. Under National, youth organisations such as the YMCA and YWCA, National Youth Council, National Council of Churches, Scouts, Girl Guides, Girl's Life Brigade, Salvation Army, Cadet Corp, and church groups flourished.<sup>9</sup>

The Labour Party's physical welfare policy, however, had developed into a broader vision. It aimed at reinventing the PWR Branch with a new Ministry for Recreation and Sport, an institution intended to be more difficult to let languish than its predecessor. The vision was a small, but significant part of Kirk's personal vision for a new vibrant New Zealand. His vision was simple, broad reaching and Labour. His secretary, Margaret Hayward recorded that his aim was for 'World peace, a sense of nationhood with everyone working together for the good of the country, and opportunity for all to realise their

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<sup>8</sup> J.G. Hutchinson, 'Government Involvement' in *Recreation in New Zealand Volume 1*, Auckland: Auckland Regional Authority, 1971, p. 13.

<sup>9</sup> J.G. Hutchinson, 'Government Involvement', p. 12.

potential.<sup>10</sup> He also wanted to redefine and broaden New Zealand's international status:

A favourable national image abroad, especially in multilateral organisations and conferences, is more than ordinarily important. The Labour Government specially cultivated this side of foreign policy and its more independent line paid dividends in the standing New Zealand enjoyed abroad. New Zealand, a small power always vulnerable in international relations, needed this reputation if it was to widen its policy options.<sup>11</sup>

To his colleagues, Kirk's breadth of vision, coupled with his tireless energy and leadership, brought him a special status within Parliament. The Labour candidate for Waitemata in 1972, Dr Michael Bassett, later described him as being 'more radical than most of us suspected', and 'the conscience of the caucus'.<sup>12</sup> Kirk's vision included change in almost every area of New Zealand society.

Labour promised something for everyone. The main emphasis was on policies to get the economy moving, to give health and social welfare services a complete shake up, to encourage industrial development especially outside the main centres, to create a pleasant environment and to put Parliament more closely in touch with the people.<sup>13</sup>

It was by no means insignificant that Labour's physical welfare proposals were developed leading up to the 1972 election by Joe Walding, the Member for Palmerston North. Walding was

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<sup>10</sup> M. Hayward, *Diary of the Kirk Years*, Wellington: Reed, 1981, p. 317.

<sup>11</sup> L. Trainor, 'Sport and foreign policy', *New Zealand International Review* 1:3 (1976), p. 6.

<sup>12</sup> M. Bassett, *The Third Labour Government: A Personal History*, Palmerston North: Dunmore Press, 1976, p. 65.

<sup>13</sup> Eagles, Jim and James, Colin, *The Making of a New Zealand Prime Minister*, Wellington: Cheshire, 1973, p. 149.

a close friend of Kirk and at times a confidant.<sup>14</sup> He shared Kirk's vision for a new and independent New Zealand. Four years before Kirk adapted the Australian Labor Party campaign slogan 'It's Time', Walding voiced his opinion on New Zealand's future potential as a nation:

We are no longer a colony, no one expects us to be one nor to act as one. It is time we stopped thinking as one. It is time we started believing in ourselves, believing in New Zealand as an independent nation because we have much to offer this troubled world.<sup>15</sup>

As an experienced exporter, Walding supported Kirk's vision for a more independent, post-colonial nation. He advocated increased government assistance and responsibility for the expansion of New Zealand's overseas trade.<sup>16</sup>

Born Joseph Albert Walding in Christchurch in 1926, he received a limited education at Christian Brothers in Dunedin before entering the Merchant Navy as a cabin boy at the age of 15. He served in the Atlantic, France, Germany, Belgium and in the Pacific until the end of the Second World War in 1945. He later maintained that this period informed his beliefs: 'I saw poverty and degradation in many countries. I formed my political outlook for life from that.'<sup>17</sup> During this period he joined the Labour Party, aged 18. After the War he trained as a carpenter, building rehabilitation housing in Wellington. He

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<sup>14</sup> M. Bassett, p. 24.

<sup>15</sup> *NZPD*, 355 (1968), p. 288.

<sup>16</sup> *NZPD*, 356 (1968), p. 725.

<sup>17</sup> *Tribune*, 19 November 1978.

later moved to Palmerston North to work with his brother Charlie in the family's catering business and married Eileen Paul of Feilding in 1950 at the age of 24. He became the Director of Smith and Walding in 1954 and this led to the formation of his own food export businesses, Prepared Foods Ltd. and J. A.. Walding Ltd. While working in Palmerston North, he pursued an active interest in the Jaycees, supporting the establishment of the child welfare organisation Birthright in the city. He became the President of the Palmerston North Branch and later the Regional Governor.

Walding entered local politics at the age of 33, serving as a member of the Palmerston North City Council from 1959 until 1968 when he resigned because of his responsibilities in Wellington. He gained the seat of Palmerston North in the 1967 by-election caused by the death of National's Bill Brown, after being defeated in his first attempt in the 1966 general election. He narrowly regained his seat by 121 votes in 1969.

Walding developed a wide experience as a member of Norman Kirk's Labour Opposition, speaking on overseas trade and environment issues. As the Member for Palmerston North he was a vocal supporter of constituency issues such as regional development and the expansion of Massey University. He also gained valuable political experience as a member of a number of select committees. From 1968 to 1971 he was on the

Petitions Committee, and from 1969 to 1972 he was on the House Committee. He served on the External and Commonwealth Affairs and the Foreign Affairs Committees in 1971 as well as the Statutes Revision Committee in 1972. Walding was a popular figure amongst his colleagues, well known for his affable nature and love of food. His health was certainly affected during his second term as a Member from 1979-81, but he was a celebrated figure at late night fish-and-chips discussions hosted by future prime ministers, David Lange and Mike Moore. Moore recalled a clandestine meeting when Walding 'looked quite put out when he went to our fridge one night and discovered it was empty.'<sup>18</sup> Also recognised as a regular at Bellamys, Walding mixed his responsibilities in Wellington with his constituency work, but admitted regretting time spent away from his wife and six daughters.<sup>19</sup> Walding was respected as a good constituency MP and built his reputation on loyalty to traditional Labour ideals.

Walding's political career was in the ascendancy at the time of the 1972 general election. He became the Opposition Spokesman for the Environment in 1972 and received public support in promoting Labour's conservation policies during the election campaign. He received valuable media exposure due to the fact that Kirk launched the campaign in Palmerston

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<sup>18</sup> M. Moore, *Hard Labour*, Auckland: Penguin, 1987, p. 67.

<sup>19</sup> *NZPD*, 442 (1981), p. 4368.

North, including Labour's plan to introduce a Ministry of Recreation and Sport.<sup>20</sup> During the campaign, Walding supported the proposed Ministry. Denying that it was a 'spur-of-the-moment election year promise', he emphasised that 'the Labour Party clearly sees the need for more Government participation and help.'<sup>21</sup>

Walding's involvement, as the Spokesman for the Environment, in the promotion of the proposed Ministry was significant as the initiative was included as a part of Labour's Environment and Tourism policies in the 1972 Election Manifesto:

It was promised that 'Labour will establish a Ministry of Recreation and Sport responsible for the promotion of physical and mental health, and the encouragement of a more meaningful use of leisure for all New Zealanders.' The functions of the proposed Ministry were the 'encouragement, fostering, promotion and development of physical fitness, sport and recreation in New Zealand.' ... A second function was that the Ministry would make "recommendations to the Ministry of Tourism on the need for accommodation as an adjunct to recreational facilities.'<sup>22</sup>

Labour's vision once again returned to the promotion of physical welfare to remedy the threat of the breakdown in the social and moral fabric of society which was not surprising in

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<sup>20</sup> M. Bassett, p. 15.

<sup>21</sup> *Evening Post*, 5 October 1972.

<sup>22</sup> T. Garrett, 'Government - Its Role in Recreation' in J. Shallgrass, B. Larkin, B. Stothart (eds), *Recreation Reconsidered into the Eighties*, Wellington: NZCRS, 1980, p. 41.

an era dominated by a youth culture that was beginning to see the decline of the traditional values of nation and empire.<sup>23</sup>

The Labour proposal for a Ministry of Recreation and Sport was received suspiciously by the National Party and in the media. The *New Zealand Herald* debated the purposes of such a ministry: 'Is the aim of sport ... to ensure that as many gold medals as possible are gained at an Olympiad.... If that is the purpose of a Ministry of Sport - and the pattern is seen in some overseas countries - then may we never have such a ministry here.'<sup>24</sup> Similarly, the *Dominion* was suspicious of political interference in sport:

It is a moot point whether the 800,000 sportsmen and women want to be obligated to a high-sounding Ministry of Sport whose bestowals of blessing and largesse could open the way for Government intrusion in sporting affairs which would nowhere be welcome.<sup>25</sup>

The National Deputy Prime Minister, Muldoon emphasised the dangers of establishing a 'Ministry of Sport', during the campaign in which he was sidelined for a time with hepatitis. He insisted that the proposal 'means more interference', but admitted that there remained a case for 'ad hoc' assistance to sporting organisations.<sup>26</sup> Walding replied the following day by arguing the value of the ministry to national health:

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<sup>23</sup> J. Watson, 'The History of leisure, recreation and tourism in New Zealand.', p. 24.

<sup>24</sup> *New Zealand Herald*, 16 October 1972.

<sup>25</sup> *Dominion*, 6 October 1972.

<sup>26</sup> *Press*, 23 October 1972.

It is better to spend \$16 million a year building fences at the top of the cliff rather than spending increasing hundreds of millions rushing ambulances to the cliff bottom....Voluntary organisations should be given a share of the increased taxation Mr Muldoon grabs each year.<sup>27</sup>

Throughout the campaign and even after its establishment, the proposed Ministry of Recreation and Sport, suffered from the perception of being primarily for sport and from the suspicion that Labour intended to bring sport under the direction of the State.

The election brought the personal victory of an increased majority for Walding and a decisive victory for the Labour Party. The landslide Labour victory in November 1972 suggested that its reform package of promises was widely embraced by New Zealanders. 'Not even Norman Kirk, who had come nearest of anyone to predicting the outcome, had expected such a large mandate.'<sup>28</sup> Labour received 85,614 more votes than in 1969, 48.37% of the vote, up 4.19% on 1969; National received 24,538 less votes than in 1969, 45.0% of the vote, down 3.72% on 1969.<sup>29</sup> Labour's landslide victory suggested that a mandate for radical change was justified. The election success was translated into confidence in their vision for action during what was perceived as the first term of a long-term era of Labour Government.

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<sup>27</sup> *Press*, 24 October 1972.

<sup>28</sup> M. Bassett, p. 16.

<sup>29</sup> J. Eagles and C. James, pp. 202-3.



The 1972 general election would appear to have moved New Zealand quite decisively into a long period of Labour control. Unless Kirk and his men make a succession of disastrous blunders or unless they have a run of terrible luck, it is unlikely that they will be defeated in 1975 or for that matter in 1978.<sup>30</sup>

The mood of confidence was reflected at the first caucus meeting on November 30 when veteran members endeavoured to recognise the many new faces, and additional chairs had to be commandeered to fit all into the caucus room. The laborious procedure for electing cabinet members began and Walding waited to see if his previous political experience was to be rewarded by Labour's largest and youngest Caucus to that time. Walding was selected as the seventeenth cabinet member out of twenty, the Prime Minister Kirk and his Deputy, Hugh Watt receiving *ex-officio* positions.

In the week following the selection of cabinet members, Kirk allocated portfolios to his Ministers. Walding received a mixed bag of responsibilities, being appointed Minister for the Environment, Minister for Overseas Trade, Minister for Recreation and Sport and Associate Minister to Kirk's senior portfolio of Foreign Affairs. Walding's selection as a Minister, and appointment to the Recreation and Sport portfolio may have come as something of a surprise to those unaware of his

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<sup>30</sup> Ibid, p. 212.

involvement in recreation and sport at a local level.<sup>31</sup> Walding had sat on a number of committees of the Palmerston North City Council which served the needs of recreation and leisure. He was a member of the Library Committee from 1959-68, the Opera House Committee 1962-68, the Reserves and Cemeteries Committee 1959-68, the Recreation and Sports Committee 1965-68 and the Baths Committee 1962-68. Walding also served as a Council representative to the Agricultural and Pastoral Association and as an Art Gallery Trustee, establishing the Manawatu Art Gallery.<sup>32</sup> As Chairman of the Baths Committee in 1965, he had presided over the Council contract to build the new Lido pool complex in Palmerston North which was unfulfilled until a dispute with the contractors was settled in favour of the Council, allowing the complex to be opened in 1966.<sup>33</sup>

With a wealth of experience in local government, particularly in recreational matters, Walding rose to the task of fulfilling

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<sup>31</sup> Dr Michael Bassett in *The Third Labour Government*, p. 24, wrote that Walding's selection in cabinet was something of a surprise, while Donald Glennie in his manuscript 'Working for Leisure: A History of the NZCRS', p. 5, seemed uncertain as to his qualifications for appointment.

<sup>32</sup> *Palmerston North Council Minute Book, Volumes 30-36, 1959-68, Series 1/1/1, Palmerston North City Council Archives.* It should be noted that some of these committees sat in different combinations at various times during Walding's 3 terms on the Council.

<sup>33</sup> *Palmerston North City Council Committee Minutes Book, Volume 41, 1966, Series 1/1/2, Palmerston North City Council Archives.*

the election promises. He issued a challenge to the National members in his opening speech as a minister:

I invite members opposite to keep their little red books and tick off the promises the Labour Party gave in its election manifesto as they are fulfilled. In the closing days of this Parliament they can see what is left and you can bet your bottom dollar that they will not be waving too many of their little red books round then. They will be ashamed to bring them out because we kept our promises when they failed so dismally.<sup>34</sup>

A week later he introduced the legislation to create the Recreation and Sport Ministry and within the fortnight left New Zealand on a comprehensive overseas trade mission. Walding's busy agenda in 1973 marked his political maturity, he established the Ministry of Recreation and Sport while travelling to Asia, Europe and America.

The establishment of the Ministry of Recreation and Sport was largely due to the extent to which Kirk and the Labour Party saw the need in New Zealand society for an overhaul of the existing provisions for recreation. The vision that Kirk had for the country involved reforms aimed at remedying the social problems that were seen to exist at the beginning of the 1970s. The physical welfare ideal, a concept reinforced by the previous Labour governments, was a significant component in Labour's election campaign.

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<sup>34</sup> *NZPD*, 382 (1973), p. 668.

Joe Walding played a significant part in drawing attention to the proposed Ministry because of his role as Labour Spokesman for the Environment. He shared the same vision of New Zealand's social needs as his leader and played an important part in the election campaign. He promoted the revitalisation of the PWR Branch's activities, not only recollecting the physical welfare visions of past Labour politicians but expanding Government's role by replacing the PWR Branch with a new ministry devoted to assisting and developing recreation and sport.

The landslide election victory of 1972 was widely perceived to endorse Labour's broad programme for social change, and Walding's selection as the Minister for Recreation and Sport confirmed the Government's commitment to its broad physical welfare vision. Having been swept into office so convincingly, the Cabinet was eager to match their election success by bringing to fruition the programmes offered in the hefty raft of their election promises.

## Chapter Three

### The Blueprint: The 1973 Recreation and Sports Act

The Physical Welfare Ideal was reborn in the Kirk Labour Government's first year in power through the introduction of the Recreation and Sport Bill to Parliament. Joe Walding, the Minister for Recreation and Sport was responsible for the Bill, which established the Ministry of Recreation and Sport (MRS). Apart from creating the Ministry, the Bill proposed a statutory body, the New Zealand Council for Recreation and Sport (NZCRS), to be appointed by the Minister to advise him and staff at the Ministry. The Bill proposed greater power for the Government to apply its welfare ideal than the Bill's predecessor, the 1937 PWR Act. It also had more far reaching aims and proposed to create a comprehensive central coordination of existing schemes and organisations for recreation and sport.

The timing of the Bill's introduction was no doubt significant to the way in which its provisions were interpreted by both parties as well as sport and recreation leaders and members of the general public. The political controversy following Kirk's negotiations with the New Zealand Rugby Football Union and then cancellation of the 1973 Springbok Rugby Tour of New

Zealand overshadowed much of the proceedings in Parliament in connection with the Recreation and Sport Bill. The establishment of the MRS was widely linked with the Government's anti-apartheid sports ban on South Africa as evidence of further political interference in sport. Suspicion was cast on the Government's motives for introducing measures that could be interpreted to threaten the independence of sports and recreation organisations.

Debate on the Bill revealed a growing division between the ways in which the Labour and the National Parties viewed the responsibility of Government to support the national development of recreation and sport. The National Party viewed the Bill as the means by which the Labour Government could gain state control over individual organisations by its political patronage. The Government continually fought this impression by emphasising the value of providing public funds, on application, to support equitable assistance to the country's voluntary organisations. The MRS and NZCRS were set up to carry through these Government policies to achieve its physical welfare ideal. The structure of these agencies was intended to provide an efficient flow of activity from the remoter areas involved in recreation to the top of government administration. The Bill embodied a broad definition that was applied to the term recreation, to a certain extent making it an 'official' activity. It also provided for long-term government

expenditure and brought the structure of organisations under the management of Wellington's bureaucracy.

In greater detail, the Bill revealed the specific aims that government policy had for recreation. The legislation provided a blueprint for its vision 'to be responsible for promoting the physical and mental health of New Zealanders.' A further aim of the Bill was to create the MRS charged with the responsibility 'for encouraging the more meaningful use of leisure.'<sup>1</sup>

The Bill's ideal of physical welfare for everyone was emphasised at the start of Labour's term in office as a significant part of the Government's aim. The Governor-General's speech to the House stated that : 'in accordance with its policy to promote the physical and mental health of all New Zealanders and to ensure that they have the opportunity to occupy their leisure hours constructively.'<sup>2</sup>

The proposed Ministry was intended to play an important organisational role in 'the administration of subsidy schemes' and to 'be responsible for co-ordinating the activities of Government agencies'<sup>3</sup> in order to 'help organisations help

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<sup>1</sup> NZPD, 382 (1973), p. 798 (J.A. Walding).

<sup>2</sup> Ibid, p. 9.

<sup>3</sup> AJHR , 1973, (S.3) G.7, p. 67.

themselves.<sup>4</sup> The role of the NZCRS was to 'advise the Minister on matters of policy relating to these activities' and to 'be responsible for investigating developments in recreation and sport and disseminating information on those subjects.'<sup>5</sup> It was to act as the grass-roots indicator of the recreational needs of the community and send this information upwards to the Ministry.

The Council for Recreation and Sport will determine what is needed for New Zealand. It may well say the country is in need of a national fitness campaign, or that we need a leadership coaching challenge. The Council may recommend to the Minister grants and subsidies.<sup>6</sup>

A further policy enacted in the Bill was the provision of equality of opportunity 'to increase the availability of recreation and sport to all citizens on a more equal basis.'<sup>7</sup> The Bill also aimed to encourage organisations to mobilise large numbers of people in the pursuit of leisure. Deputising for Walding at the Parks and Reserves 41st Annual Conference in Wanganui, backbencher, John Munro reiterated the aims of the Ministry.

We are determined that the organisations and clubs providing facilities, services and leadership to help New Zealanders in their leisure time, will be given help to ensure that their present activities are not

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<sup>4</sup> NZPD, 383 (1973), p. 1257 (J.A. Walding).

<sup>5</sup> AJHR, 1973, (S.3) G.7, p. 67.

<sup>6</sup> NZPD, 383 (1973), p. 1329 (J. B. Munro).

<sup>7</sup> S. Jones, 'Sport and Leisure in New Zealand: the Myth of Equal Opportunity', *New Zealand Journal of Health, Physical Education and Recreation* 13:2 (1980), p. 42.



only maintained but expanded to involve more people in the constructive use of leisure.<sup>8</sup>

The MRS had the primary aim of meeting the needs of disadvantaged members of society by providing 'facilities and activities for the elderly, for family groups, and for young people throughout the broad field of leisure time activities'<sup>9</sup>. In particular, Walding aimed for his Ministry to support 'young people who have just left school', as well as the 'aged and infirm, who suffer from loneliness and immobility' and also 'young housewives ... cut off from their families and old friends, and fenced in by their family responsibilities'.<sup>10</sup>

The Bill aimed to develop recreation and sport beyond any initiatives of either party since the introduction of the PWR Branch. The highly idealistic and broad mandate given to the MRS reflected the Government's commitment to the ideal 'that every individual should have the right to realise his full potential and to develop a sense of belonging to a caring community'.<sup>11</sup>

The MRS was seen as helping prevent social and economic problems:

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<sup>8</sup> J.B. Munro, 'The Sport and Recreation Bill', *New Zealand Parks and Reserves* 4:3 (1974) pp. 107-8.

<sup>9</sup> *AJHR*, 1973, (S.3) G.7, p. 67.

<sup>10</sup> *NZPD*, 383 (1973), pp. 1256-7.

<sup>11</sup> *Ibid*, p. 1255 (J. A. Walding).

Neglect of this individual development was seen to carry heavy social costs in terms of increased medical services, loss of production and growing social disorder and crime. The Minister regarded the Bill as having an important part to play in making life in New Zealand a better life.<sup>12</sup>

The ideals present in the legislation of the Recreation and Sport Bill had the full support of government members for a number of reasons. The youngest Labour member, Mike Moore, felt that the MRS provided a greater service to organisations than had been provided under the National Party, citing increasing future needs as evidence for its necessity: 'Nothing has been done by previous Governments about a policy for recreation, and one would have to be blind not to accept that the problems of leisure and the pressures of recreational facilities will be immense in the next few years.'<sup>13</sup>

The Deputy Prime Minister, Hugh Watt, also criticised the operation of the PWR Branch under the previous National Government. He emphasised that the Recreation and Sport Bill released community organisations from being reliant on lottery grants for survival. He stated that, 'we on this side of the House believe it is time for sport and recreation to be put on a firm and sound footing. They have relied in the past on revenue from gambling.'<sup>14</sup> Likewise, John Munro, MP for Invercargill,

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<sup>12</sup> *Recreation and Government in New Zealand: Change in Relationships*, Wellington: Ministry of Recreation and Sport, 1985, p. 37.

<sup>13</sup> *NZPD*, 382 (1973), p. 259.

<sup>14</sup> *NZPD*, 383 (1973), p. 1268.

gave his support on the basis that local areas would benefit from the 'Government's determination to ensure that existing programmes are strengthened'.<sup>15</sup> He even pronounced that New Zealand was 'on the verge of a leisure time crisis'.<sup>16</sup> Despite criticism from some National members that the Bill represented unwanted Government interference in sport, the Opposition gave guarded support to the Bill, not opposing it in principle, but on specific points. In fact, Opposition member for South Canterbury, Bob Talbot expressed his hope that the Labour Government would become involved in recreational parks planning.<sup>17</sup>

However, later debates highlighted the growing political division between the parties over the issue of political interference in sport. The readings of the Bill in the House at times degenerated into attacks on the Government's credibility and accusations of Opposition support for apartheid.<sup>18</sup> This suggests that the cancellation of the Springbok Rugby Tour had 'hi-jacked' the debate.

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<sup>15</sup> *Ibid*, p. 1329.

<sup>16</sup> *NZPD*, 382 (1973), p. 171.

<sup>17</sup> *Ibid*, p. 269.

<sup>18</sup> *NZPD*, 383 (1973), p. 1270. A fiery exchange occurred between Watt and Muldoon with Watt accusing Muldoon of supporting apartheid.

The Bill was referred to the social services select committee on 14 March.<sup>19</sup> There were seven members on the Social Services Committee, National Party members, Lance R. Adams - Schneider, Gavin A. Downie, and Harold R. Lapwood. Labour was represented by Social Welfare Minister, Norman J. King, Anthony T. Rogers, Ethel E. McMillan and the Committee Chairperson, Dr. Gerald A. Wall.<sup>20</sup> They received submissions on the draft legislation throughout April and reported to Parliament amendment suggestions on 8 June.<sup>21</sup> At this stage there were several concerns about the proposed MRS, in particular, selection of members for the NZCRS and the powers given to the Minister.

The New Zealand Gun Clubs' Association was blunt in its submission, criticising the Bill, and claiming that 'its wording clearly opens the way for direct political interference and possibility of patronage.'<sup>22</sup> It was a theme taken up by former Internal Affairs Minister, Allan Highet, who charged the legislation with interference in the independent affairs of sports organisations. He suggested that it would have been more palatable to the National Opposition for 'the Government to

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<sup>19</sup> *JHR*, (1973), p. 53.

<sup>20</sup> *Ibid*, p. 401.

<sup>21</sup> *Ibid*, p. 73.

<sup>22</sup> M.H. Allen (N.Z. Gun Clubs' Association) to J. Gilbert (Social Services Committee), undated, Department of Internal Affairs Files , IA, W2042, Series 139/400 Part 3, NA.

give this assistance without ministerial patronage and direction' and stated further that 'we believe these sporting bodies can run their own affairs without any direction from the Government.'<sup>23</sup> To this, Watt replied that 'it is only natural that if the Government is paying out millions of dollars of taxpayers money to assist sport it should have some say through the organisation that is set up.'<sup>24</sup>

The National Council of the YMCA of New Zealand also voiced concern with the Bill, viewing the creation of the NZCRS as potential state control of recreation:

The powers conferred on the Council ... make very real the danger of the growth of a massive, state-based recreational service. Such a development would be detrimental to such important elements in our way of life as community self-help, initiative and involvement.<sup>25</sup>

In reply to this concern, Walding was anxious to repudiate this view during the bitter debate that preceded the Second Reading of the Bill in June:

I cannot accept the proposition that the assistance which the Government intends to make available through the Ministry of Recreation and Sport will in any way erode the spirit of self-help or the autonomy of sporting organisation in this country.<sup>26</sup>

After the Government's intervention in its tour invitation to the SARB, it was hardly surprising that the NZRFU objected to

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<sup>23</sup> *NZPD*, 385 (1973), p. 2957.

<sup>24</sup> *NZPD*, 383 (1973), p. 1269.

<sup>25</sup> National Council of the YMCA of New Zealand to Social Services Select Committee, April 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 3, NA.

<sup>26</sup> *NZPD*, 383 (1973), p. 1257.

the Bill. In its submission received after the committee's deadline the Secretary, R. E. Morgan wrote:

We believe the Bill as drafted would make it possible for the government or the council to interfere in the lawful exercising of its functions by a sporting body. We are convinced that, as a matter of principle, this is unacceptable in New Zealand...We would ask that the New Zealand Rugby Football Union be excluded from the provisions of the Act if the Bill is passed in its present form.<sup>27</sup>

Hight reflected suspicions that the Government intended to direct sports bodies with its own sports policies: The Opposition is more disturbed than ever when it remembers the Labour Government's complete about-face over the Springbok tour.<sup>28</sup> In response to the submissions concerned with the powers the Bill gave to the Government, the Committee had an amendment drafted which limited the power of the government agencies administering the Act.<sup>29</sup>

Some submissions to the Committee were also concerned with the selection of members for the proposed NZCRS. Henry Lapwood expressed his concerns about the proposed Council and its relationship to sporting bodies: 'In the committee I moved that the election of members to the Council

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<sup>27</sup> R.E. Morgan, Secretary NZRFU to Chairman of the Recreation and Sport Bill Committee, 18 April 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 3, NA.

<sup>28</sup> *NZPD*, 385 (1973), p. 2957.

<sup>29</sup> Law Drafting Office to The Chairman, Social Services Committee, 23 April 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 3, NA.

administering the funds be left to the sporting bodies, but that was not acceptable to the Minister or his colleagues.<sup>30</sup>

There appeared to be disagreement between the parties over the support that sporting bodies gave to the proposal of a Council for Recreation and Sport. Labour committee members claimed that the majority of the organisations were happy with the powers the Bill gave to the Minister. Chairman Dr Wall claimed that the Olympic and British Commonwealth Games Association had no criticism of Council selection in Bill.<sup>31</sup>

There is evidence, however, that some organisations were unhappy about sporting representation on the NZCRS. A submission by the Federation of Sport asking for representation claimed that without such a direct representation the NZCRS would be 'a dangerous step ... towards state-controlled sport.... The Minister could give directions more of a true political nature, than of a nature related to the policy of implementing developments in recreation and sport.'<sup>32</sup>

National MP, Adams - Schneider claimed that the proposed Council should have representatives of the Federation of Sport because it represented 27 major organisations. He felt that

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<sup>30</sup> *NZPD*, 383 (1973), p. 1267.

<sup>31</sup> *Ibid*, p. 1265.

<sup>32</sup> J. Buckingham, G. Brockwell and I.D. Wells (Federation of Sport) to Chairman of Social Services Select Committee, 14 April 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 3, NA.

without proper representation of sports bodies, the Government would have too much control of sport in the country:

More than half the organisations appearing before the select committee expressed concern about the possibility of interference by the Government with the proper affairs of sports bodies as a result of the powers being taken by the Minister in the Bill.<sup>33</sup>

Hight also reflected the Opposition's support for independent sports organisations: 'The National Party believes that New Zealand sports administrators are fully capable of handling their affairs in a responsible manner, and it therefore prefers to support the Federation of Sport.'<sup>34</sup>

The Government's view was represented by Wall. He explained that the New Zealand Federation of Sport's submission to be represented on the Council was not considered by the Government because the Federation had only just been established.<sup>35</sup> It was also emphasised by Anthony Rogers that the Bill did not aim to create a directly representative Council because of the danger of encouraging factional interests.<sup>36</sup> Walding, like Rogers, pointed out the concern for equity that would be created by giving the Federation of Sport *ex-officio* representation on the Council:

There are 50 national sporting organisations, 40 non-sporting national organisations, and more than 30 national youth organisations, and the Council for Recreation and Sport is to have only 10 appointees.

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<sup>33</sup> NZPD, 383 (1973), p. 1260.

<sup>34</sup> NZPD, 385 (1973), p. 2959.

<sup>35</sup> NZPD, 383 (1973), p. 1265.

<sup>36</sup> NZPD, 385 (1973), p. 2956.



It would be impossible for one federation or one sport to be represented as of right.<sup>37</sup>

A more favourable view of the selection of members of the NZCRS was received in a submission from the New Zealand Association of Health, Physical Education and Recreation, which emphasised that the proposed Council required 'the advice of people who are widely qualified by experience and training and not only sportsmen who have gained national or international esteem in one particular sport.'<sup>38</sup>

It was also a concern of members of the National Party that the MRS would add to Government bureaucracy and would occupy a role already being catered for within the DIA. The decision to locate the Ministry within the DIA no doubt was made because of the recreation programmes run by the PWR Branch under previous governments and that the Youth Activities section of the Department was already supplying grants to recreation organisations.<sup>39</sup>

Adams - Schneider, while supporting the Bill in principle, considered 'that the establishment of a ministry is mainly

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<sup>37</sup> Ibid, p. 2959.

<sup>38</sup> D.C. Brough, A. Laidler and R.A. Stothart to Social Services Committee, 16 April 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 3, NA.

<sup>39</sup> *Recreation and Government in New Zealand*, p. 40.

window dressing.'<sup>40</sup> His outspoken colleague, Lapwood questioned the necessity of creating a separate Ministry and Council within the Department of Internal Affairs:

The whole thing is an absolute hoax and window dressing because it is not going to cost the Government one more cent. The Government is creating a new Ministry and it will put its cobbles on the Council. These will be mere political appointments.<sup>41</sup>

Hight added his voice of opinion that an extension of the Department's work which required a Minister of the Crown constituted unnecessary political interference calling it 'a lot of humbug and ballyhoo'<sup>42</sup>.

As far as genuine concerns from organisations received during the Committee stage of the Bill, Walding was confident that their support would be forthcoming once any misconceptions of the Government's intentions had been cleared up. Referring to the view that it was intended to aid political interference he concluded, 'I hope I have shown this bogeyman to be made of straw.'<sup>43</sup>

The passage of the Bill took eight months. The slow proceedings, which included the apartheid debates, frustrated a number of the Labour members:

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<sup>40</sup> *NZPD*, 383 (1973), p. 1263.

<sup>41</sup> *Ibid*, p. 1266.

<sup>42</sup> *NZPD*, 382 (1973), p. 799.

<sup>43</sup> *NZPD*, 383 (1973), p. 1260.

While some legislation was introduced during the first session, there was not as much as had been intended. The Laws Drafting office was short of staff for the whole period of the Third Labour Government and despite the lengthy hours the draftsmen worked, legislation was always slower to emerge than had been intended.<sup>44</sup>

On 8 November the Bill returned to the House and in less than an hour and a half, amendments by the select committee were read into the Bill. Three amendments to the membership, and functions of the Council were negated, the Bill was reported with amendment.<sup>45</sup> On the afternoon of 15 November the Recreation and Sport Bill was read a third time and passed into law.<sup>46</sup>

The establishment of the MRS and NZCRS did not receive the public attention that the 'Ministry of Sport' had gained during the election campaign. The fluency of the Ministry's establishment within the structure of the country's organisations may have been influenced by its administrative similarities to the PWR Branch and other DIA agencies and the established links between dominant sporting institutions and departmental bureaucracies.<sup>47</sup>

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<sup>44</sup> M. Bassett, *The Third Labour Government: A Personal History*, Palmerston North: Dunmore Press, 1976, p. 44.

<sup>45</sup> *NZPD*, 388 (1973), pp. 4964-5.

<sup>46</sup> *Ibid*, p. 5144.

<sup>47</sup> B. Gidlow, H.C. Perkins, G. Cushman, C. Simpson, 'Leisure and Recreation' in P. Spoonley, D. Pearson, I. Shirley (Eds), *New Zealand Society: A Sociological Introduction*, Palmerston North: Dunmore Press, 1994, p. 261.

There was early concern expressed by some recreational bodies, the well-established Institute of Parks and Recreation Administration being one group who were affected by the Act. Concerns that the Institute had about the Act were later recalled:

It was the formation of a Ministry for Recreation in 1973 which became a talking point following a report that the Executive had made representations to the Minister to put the Institute's view. President Councillor Ross Gilbertson proffered the thought - Is the Government, through its sports and recreation policy initiating an imposition from above? Is the need for such assistance established? Does the Minister know what recreational organisations want?<sup>48</sup>

The Recreation and Sport Act 1973, while replacing the 1937 PWR Act, heralded a more far-reaching impact on the state of recreation in New Zealand. For the first time in New Zealand's history it recognised an 'official' definition of recreation. Walding expressed the Government's definition as 'a much more widely ranging term ... as meaning any leisure activity or pastime, including those which provide relaxation and enjoyment and which promote the total well-being of individuals.'<sup>49</sup> This definition provided for assistance and encouragement to a wider range of organisations and participants in leisure activities. Walding was adamant that the Act was a *Recreation* and Sport Act.

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<sup>48</sup> J.W. Goodwin and A.D. Jellyman, 'A History of the New Zealand Institute of Parks and Recreation Administration', *New Zealand Parks and Recreation*, 50th Jubilee Journal, (1984), p. 56.

<sup>49</sup> *NZPD*, 383 (1973), p. 1256.

I cannot stress too strongly that the emphasis on the Bill is on recreation in its widest sense. Organised sport is, of course, an important part of recreation, but it is important to remember that it is not the only part.<sup>50</sup>

A keen chess player, he also emphasised the Act's relevance to non-physical recreations:

Not everyone wants to enjoy their leisure hours in competition. Many prefer activities that exercise the mind, rather than the body, as with arts, crafts and many hobbies ... The more opportunities there are for people to participate in a variety of activities, the more likely they are to find one that appeals to them and in which they can succeed.<sup>51</sup>

The Act established the MRS and NZCRS with the intention that they be two complementary agencies with different tasks achieving the same ends:

Those who formulated the Act and created the Ministry and Council saw them collectively - an integrated structure to promote the Government's recreation and sport programme. The Ministry was to provide the administrative support while the Council would advise the Minister and promote recreation activity and participation in the community.<sup>52</sup>

The Ministry was seen as the political agency with a mandate 'to put into effect Government's policies for recreation and sport.'<sup>53</sup> The Act gave the Government the authority to

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<sup>50</sup> Ibid, p. 1256.

<sup>51</sup> An article manuscript was prepared by Walding for *New Zealand Journal of Health, Physical Education and Recreation* dated 10 July 1973, pp. 1-2, Department of Internal Affairs Files, IA, W2042 Series 139/400 Part 5, NA.

<sup>52</sup> *Recreation and Government in New Zealand*, p: 41.

<sup>53</sup> *AJHR*, 1973, (S.3) G.7, p. 67.

Ministry staff under the State Services Act 1962.<sup>54</sup> The Ministry of Recreation and Sport did not immediately fit into an existing area of the Internal Affairs department, but under the Labour Government it was integrated with the Youth Services of the DIA.<sup>55</sup> Walding was given the power to appoint ten members to the Council. He established the criteria that they be 'knowledgeable and experienced in the broad field of recreation and [persons] who are capable of taking a broad view rather than a sectional view.'<sup>56</sup> The eleventh Councillor was the permanent Secretary of the Ministry, representing the Minister. Walding felt that it was important for the Minister and the Council to have a cooperative relationship. Perhaps wary of the continuing political attacks on the Government's interference in sport, he said, 'as Minister of Recreation and Sport, I shall certainly consider very carefully the advice of the Council.'<sup>57</sup>

The Council itself was to exist as 'a body corporate with perpetual succession' and 'capable of acquiring, holding, and disposing of real and personal property, of being sued, and of doing and suffering all such other acts and things as bodies corporate may do and suffer.'<sup>58</sup>

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<sup>54</sup> Recreation and Sport Act 1973, *New Zealand Statutes* 1973, No. 36, Clause 7(b), p. 589.

<sup>55</sup> *Recreation and Government in New Zealand*, p. 40.

<sup>56</sup> *NZPD*, 383 (1973), p. 1259.

<sup>57</sup> *Ibid*, p. 1259.

<sup>58</sup> Recreation and Sport Act 1973, Clause 6 (2), p. 589.

While the Act specified the relationship between the Ministry and the Council as co-operative, the roles and numbers of officials within the Ministry remained unspecified. Legally the Minister had the power to control the Council with his policy decisions, yet the success of the Council was dependent on the Minister's ability to support its work and recommendations regardless of political expediencies.

Perhaps most significantly, the Act guaranteed that while there was a Ministry, successive Governments would be obligated to provide vote money directly to the development of recreation and sport, which had not always been the case with the distribution schemes operated from within the DIA budget. In particular the NZCRS was seen to be the agency responsible for delivering public funds to deserving sports organisations and for other recreational needs.<sup>59</sup>

Most significantly, the Recreation and Sport Act established a new way of thinking about sport and recreation. It signified an increased political role in sport while endeavouring to protect the aims, objectives and operations of such organisations from political interference.<sup>60</sup> In 1974 Walding addressed the powers the Bill gave him in approving and rejecting grants to organisations, saying that he 'would interfere only if it were

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<sup>59</sup> D. Glennie, 'Working for Leisure: The History of The NZCRS', 1989, unpublished manuscript, p. 241, Hillary Commission Files, AAWE, W4204, NA.

<sup>60</sup> Recreation and Sport Act 1973, Clause 18, p. 594.

shown that public money would be wasted'. He also insisted that it was his responsibility 'to ensure that the money was being spent for the purposes specified'.<sup>61</sup>

The Act also played a landmark role in creating a structure to help coordinate local organisations. It emphasised cooperation with local authorities:

The Government's responsibility to foster community recreation activities was to be implemented in partnership with local authorities and voluntary organisations already active in recreation and sport provision.<sup>62</sup>

A result of this was that according to Larkin in 1974, 'an increasing number of community institutions are now aware of the importance of recreation.' He cited the legislation as an influence on churches, local government, disabled societies and youth agencies in 'establishing or extending their recreation involvement and as a result many more useful community-building opportunities are being provided'.<sup>63</sup>

The Act was an important part of the Government's policy of increasing recreational opportunities for recreation. Trevor Garrett later pointed to eleven separate acts introduced during Labour's term in office as evidence of its commitment to recreation. He listed in chronological order:

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<sup>61</sup> NZPD, 392 (1974), pp. 3242-3.

<sup>62</sup> *Government and Recreation in New Zealand*, p. 37.

<sup>63</sup> R.N. Larkin, 'Towards a philosophy and practice of recreation', *New Zealand Parks and Reserves* 4:4 (1974), p. 127.



The Lake Wanaka Preservation Act 1973, The Education Lands Amendment 1974, The Housing Corporation Act 1974, The Local Government Act 1974, The National Art Gallery, Museum and War Memorial Act 1974, The Queen Elizabeth II Arts Council of New Zealand Act 1974, The Time Act 1974, The Tourist Hotel Corporation Act 1974, The New Zealand Walkways Act 1975, The Disabled Persons Community Welfare Act 1975, and The Statistics Act 1975.<sup>64</sup>

This plethora of supporting legislation was, in part, a result of the Government's reaction to the social change of the 1960s that had led to the introduction of the Recreation and Sport Act. This legislation, in turn, actively promoted an increased role for Government in effecting change in the area of recreation and sport.

The passing of the Recreation and Sport Act was therefore a landmark piece of legislation because it gave the Government the power to direct vast amounts of public money to assist with the development of recreation and sports organisations. It gathered community organisations under a central structure and provided an official definition of recreation. It drew attention to the differences between the Labour and National Parties' interpretation regarding the extent to which government was responsible for the physical welfare of the country. The parliamentary and public debates on the legislation highlighted concerns about political interference in

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<sup>64</sup> T. Garrett, 'Government - Its Role in Recreation', in J. Shallgrass, B. Larkin, B. Stothart (eds), *Recreation Reconsidered into the Eighties*, Auckland: Auckland Regional Authority and NZCRS, 1980, pp. 43-45.

sport and the waste of money that might occur due to the powers it gave to the Minister and the MRS.

As the blueprint for the Ministry and the Council for Recreation and Sport, the Act significantly directed the thoughts of those involved towards the achievement of the Labour's physical welfare ideal. The idealistic aims of the Act were made the responsibility of the MRS and NZCRS during the following 24 months. The Recreation and Sport Act was the centrepiece of the Government's policy and activity in recreation during its term in office. The policies and programmes of the MRS and the NZCRS begun in November 1973 aimed to achieve the high ideals of the 'blueprint'. In political terms the Act was overshadowed by the controversy sparked by the continuing debate over sport and politics in New Zealand. The success of the establishment of the MRS and NZCRS depended on the support it gained in an environment already poisoned by suspicions of political interference because of the Springbok Tour cancellation and the subsequent recriminations in Parliament.

# Chapter Four

## Policies, Programmes and Money

The Recreation and Sport Act established two agencies to aid recreation and sports organisation throughout New Zealand. The Ministry of Recreation and Sport (MRS) was to provide public money through grants and subsidies, and the New Zealand Council for Recreation and Sport (NZCRS) was to recommend organisations and projects for financing to the Minister and his staff. Labour's vision was embraced by these agencies and they endeavoured to make a significant impact on national recreation and sport.

Establishing these agencies required a considerable amount of co-operation and understanding about the roles each were to play. The most significant factors in the relationship were policies, programmes and money. The way in which the MRS and NZCRS developed their policies and gave planning recommendations to the Ministry revealed their desire to provide a strong practical support for the Government's vision for increased recreation awareness and activity in the New Zealand community. Some of the major policies are examined in this chapter, as are the major programmes which were established to achieve the aims of the policies. The increasing MRS expenditure provided by the Government's budgets 1973-5 is evidence of its support for the MRS and the NZCRS in achieving their physical welfare ideal.

The establishment of the Ministry and its Council was a significant movement towards the fulfilment of the physical welfare vision in the Recreation and Sport Act. A Government report later indicated that the activities of these agencies were responsible for beginning a positive new era in New Zealand sport.

The advent of the Council and the Ministry themselves has had an impact on sport. This led to a significant increase in funding for sport, promoted a level of sophistication in the planning of sport, and improved the quality of debate on the wide range of issues facing sport. Most importantly, it was a tacit acknowledgment by government that sports participation benefited not only those individuals taking part but also the wider community.<sup>1</sup>

The Ministry, at the time of its creation, received support from within the bureaucracy of the Department of Internal Affairs. Officials had prepared for the likelihood of such a Ministry, researching the British and Canadian Ministries of Sport in 1971. Sir Patrick O'Dea, the Permanent Secretary for the DIA, was appointed as Secretary for the MRS. In December 1972 he had briefed the Walding, suggesting a guarded, but positive reception for the new Ministry within the DIA: 'In general, the Department has a versatile and effective senior administrative superstructure, which has both the flexibility and experience required for nurturing and administering new functions and policies.'<sup>2</sup> The MRS concurred with the Government's broad recreation vision, reporting in 1973, that it aimed to provide

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<sup>1</sup> *Sport on the Move*, Wellington: Hillary Commission for Sport Fitness and Leisure 1992, p. 24.

<sup>2</sup> P. O'Dea to J. A. Walding, 13 December 1972, p. 7, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 1, NA.

'facilities and activities for the elderly, for family groups, and for young people throughout the broad field of leisure time activities'.<sup>3</sup>

The establishment of the MRS created an opportunity for the Government to open up development in other departments in order to fulfill the extensive vision for physical welfare. For example, the Minister of Lands, Matiu Rata saw the development of the Turoa Ski-field as part of the Government's overall programme.<sup>4</sup> The Ministry also worked with the National Parks Authority, particularly over the issue of the control of red deer in Fiordland National Park during 1974.<sup>5</sup> In the same area, the Minister of Lands was responsible for the National Parks Amendment Act which was passed on 6 November. It signalled 'the Government's intention to encourage the provision of recreational and other amenities in national parks'.<sup>6</sup>

The Government used the MRS in another recreation initiative, its officers serving on 'a national working party for the establishment of a system of public walkways throughout New Zealand' during 1974.<sup>7</sup> This led to the introduction of the New Zealand Walkways Bill under the patronage of Rata in April which became law in September.<sup>8</sup> The New Zealand

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<sup>3</sup> *AJHR*, 1973, (S.3) G. 7, p. 67.

<sup>4</sup> *NZPD*, 399 (1975), p. 2468.

<sup>5</sup> *NZPD*, 392 (1974), p. 2944 (J.A. Walding).

<sup>6</sup> *Ibid*, p. 2883 (M. Rata).

<sup>7</sup> *AJHR*, 1975, (S.3) G.7, p. 67.

<sup>8</sup> *JHR*, 1975, p. 446.

Walkways Act provided further opportunities for New Zealanders to benefit from the Government's broad recreation vision by having places for 'physical recreation as well as for the enjoyment of the outdoor environment and the natural and pastoral beauty, and historical and cultural qualities, of the areas they pass through'.<sup>9</sup> Government MP, Dr Michael Bassett called the New Zealand Walkways Act 'a significant addition to this new area of Government involvement'.<sup>10</sup> The *New Zealand Parks and Reserves Journal* also praised the Government's initiatives in regional parks indicating that development was stimulated by the Government's 1974 Local Government Act.<sup>11</sup>

The NZCRS, for its part, was enthusiastic about taking part in fulfilling the physical welfare vision in its advisory capacity.

In its first Annual Report, the Council announced that it would:

Ensure that this broad concept governs its actions and the nature of the advice it gives to the Minister. The Council will endeavour to find out the recreational needs and wishes of all sections of the community, not only those which are already well organised in recreational clubs and whose requirements are well articulated.<sup>12</sup>

The NZCRS saw themselves as the agency developing the 'grass-roots' decision-making<sup>13</sup> in recommending grants for the careful consideration of the Ministry.<sup>14</sup> The NZCRS also

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<sup>9</sup> NZPD, 396 (1975), p. 448 (M. Rata).

<sup>10</sup> M. Bassett, *The Third Labour Government: A Personal History*, Palmerston North: Dunmore Press, 1976, p. 274.

<sup>11</sup> P.J. Jew, 'Regional Recreation - Its Importance to Urban Areas', *New Zealand Parks and Reserves* 5:3 (1977), p. 94.

<sup>12</sup> AJHR, 1974, (S.3) G.7, p. 3.

<sup>13</sup> NZPD, 392 (1974), p. 3243 (J. A. Walding).

<sup>14</sup> Ibid, p. 3242 (J. A. Walding).

considered that it had a significant role in providing for the Government's promotion of mass participation and mobilisation of the country in recreational activities:

It is the view of the Council that if society is to survive from mass boredoms and preoccupation with the trivial, more attention must be given to teaching leisure time skills and to developing coaching facilities and personnel.<sup>15</sup>

Such was the extent to which the NZCRS took its responsibility to ensure the vision was fulfilled that, according to Glennie, 'there were few subjects connected with recreation upon which the collective wisdom of the NZCRS' members, advisors and committees did not have words of advice.'<sup>16</sup> The Council, therefore was enthusiastic and determined to institute programmes and activities to support the Ministry's broad vision of physical welfare.

In establishing the agencies, the Government had little apart from the broad provision of the Act to direct its organisation. Immediately following his selection as Minister for Recreation and Sport, Walding and his team began developing a structure for the proposed MRS. They worked through the 1972 Christmas break to achieve a consensus on how it would be administered.<sup>17</sup>

The Ministry was located within the DIA, which was responsible to its own Minister, Henry May. This may have

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<sup>15</sup> *AJHR*, 1974, (S.3) E.20, p. 3.

<sup>16</sup> D. Glennie, 'Working For Leisure: A History of the NZCRS', unpublished manuscript, 1989, p. 177, Hillary Commission Files, AAWE, W4204, NA.

<sup>17</sup> *Press*, 19 January 1973.

caused initial confusion over the administration of the MRS and the staff it was to receive. In fact because it shared the same address, phone number and Permanent Secretary as the DIA, 'the new Ministry of Recreation and Sport ... appeared to be, in all but name, a branch or division of that department'.<sup>18</sup> The two ministers did not seem to find great difficulties defining their roles, yet while May did not interfere directly in the affairs of recreation and sport, the Department did have the final say over the administration of the Ministry.<sup>19</sup> The DIA, nevertheless, found that its programmes were altered by the new Ministry. Because of its historical links with recreation organisations such as the YMCA and YWCA, the Youth Activities Branch was taken over by the Recreation and Sport Ministry in 1975, where it could be included with the broader funding of recreation.<sup>20</sup>

At first, the Ministry was run almost entirely by Internal Affairs staff. By the middle of 1974, however, a Chief Executive Officer of the Ministry was appointed. The appointee, Bob Larkin, formerly a recreation officer with the Auckland Regional Authority, was also given the responsibility of being the Ministry's advisor to the NZCRS and he prepared a discussion paper on policy for the Council's planning conference in July.

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<sup>18</sup> D. Glennie, 'Working For Leisure: A History of the NZCRS', unpublished manuscript, 1988, p. 8, Hillary Commission Files, AAWE, W4204, NA.

<sup>19</sup> D. Glennie, 'Working for Leisure', 1988, p. 24.

<sup>20</sup> *AJHR*, 1976, (S.3) E.20, p. 3.



According to the Minister, the MRS staff were to 'be responsible for the administration of subsidy schemes to support the work'<sup>21</sup>. During its establishing years, the MRS came to rely more on the NZCRS' recommendations for funding because its limited staff found the administrative work associated with operating the range of funding schemes extremely demanding.<sup>22</sup> By 1975, the MRS had streamlined its operations. The MRS' report of that year explained that its duties and priorities were:

The servicing of Government financial assistance to recreation and sport and to the council; but advisory, information, and research functions will become of greatest importance as these services are increasingly being requested by groups and the general public.<sup>23</sup>

The MRS, however, had quickly established a programme to deliver grants evenly and equitably. In 1973-4, 2,478 local recreation and sports organisations were assisted. These grants were for facilities, equipment and staff and coaching, with the largest portion being spent on grants for facilities for over 1,500 organisations.<sup>24</sup>

Consultation Committees were another part of the Ministry's operation. The Government sought a structure to help prioritise local allocations. Walding sent a circular to the local authorities in order to encourage them to set up these

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<sup>21</sup> *NZPD*, 382 (1973), p. 799.

<sup>22</sup> *Recreation and Government in New Zealand: Change in Relationships*, Wellington: Ministry of Recreation and Sport, 1985, p. 44.

<sup>23</sup> *AJHR*, 1975, (S.3) G.7, p. 67.

<sup>24</sup> *AJHR*, 1974, (S.3) G.7, pp. 59-60.

committees.<sup>25</sup> Local authorities were reported to be enthusiastic about supporting the MRS by forming these consultative committees and submitting schedules for the Minister's approval.<sup>26</sup>

The structure and organisation of the NZCRS was a far more complex issue than that of the Ministry. Walding had clearly wanted the Council to represent a recreation and sport intelligentsia rather than representatives from recreation and sports associations as such.<sup>27</sup> Despite the earlier political cynicism, the Council was not stacked with the Government's cronies. In fact it 'offered little opportunity for personal gain and self-promotion'.<sup>28</sup>

A chairman was found, not from the sporting community, but from the legal community. A Stipendary Magistrate from Wellington, Des Sullivan took the unpaid position from December 1973 for a term of three years. He was experienced at this kind of work, having 'chaired various tribunals and statutory bodies'. As a privately practicing lawyer, he had 'served on local bodies and committees.'<sup>29</sup>

Bob Stothart of Wellington, a physical education teacher and lecturer, was appointed as a member of the NZCRS, serving

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<sup>25</sup> J.A. Walding to All Municipalities and Counties, 22 August 1973, p. 1, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 5, NA.

<sup>26</sup> *AJHR*, 1974 (S.3), G.7, p.60.

<sup>27</sup> *NZPD*, 382 (1973), p. 799.

<sup>28</sup> D. Glennie, 'Working For Leisure', 1988, p. 75.

<sup>29</sup> *Ibid*, pp. 70-1.

until 31 March 1975, when he worked as an advisor to the NZCRS. Valerie Young, multiple Commonwealth Games gold medalist and Olympic Games athlete, represented Christchurch interests and John Buckingham from Auckland was a sports journalist and broadcaster, and the President of the Federation of Sport. Both these members were appointed for a period up to and including 31 March 1975. Radiologist and President of the New Zealand Federation of Sports Medicine, Dr. Norris Jefferson of Invercargill, and Beverly Morris, a lecturer in Human Development at Victoria University in Wellington, were appointed to serve up to 31 May 1976.

Notable recreationalist and New Zealand icon, Sir Edmund Hillary, was also appointed to the NZCRS until 31 December 1976. A resident of Auckland, but often overseas with his work, New Zealand's most famous outdoor adventurer became a symbol of the lofty ideals that the Council aimed to accomplish.

Another group of three members was appointed until 31 March 1977. Lance Cross, O.B.E., had sports administration experience as a part of the Olympic and Commonwealth Games Organising Committee; Peter Tapsell, M.B.E., of Rotorua, the former Maori All Black and practicing orthopedic surgeon, who was to become a future Labour Minister of Recreation and Sport; and the former Olympic track star, Murray Halberg, M.B.E., from Auckland were the long-term appointees. The Internal Affairs Department Permanent

Secretary, Sir Patrick O'Dea took his place on the Council *ex officio*. The differing terms of these appointments was due to the desire to 'avoid a catastrophic departure of experienced members and an influx of newcomers'.<sup>30</sup>

During the Labour Government's term, other officers were added to supplement the work of the Council. During 1974, mountain climber Colin Abbott was appointed, on the advice of Hillary, as the Outdoor Recreation Officer. Bruce Stokell, a teacher and recreation and sports centre manager, was appointed as the Recreational Promotion organiser and was assisted in instituting the Come Alive! campaign by New Zealand Joggers and Fitness Association founder, Colin Kay, in 1975. Bob Stothart, upon resigning from his position on the Council proper, took up a short-term position as a Recreation Training Advisor in 1975. World-renowned athletics coach, Arthur Lydiard was co-opted to the Venues sub-committee in 1975. By the end of 1975-6 financial year, the NZCRS had 29 co-opted members of sub-committees.<sup>31</sup> Other personnel of the MRS included the Assistant Internal Affairs Executive Officer Diana Anstiss who was appointed as Secretary of the Council from 1973 to March 74. Mr R. Nicholson, also from Internal Affairs represented the Ministry and three women, Marei Bollinger, Therese Matich, and Ruth Clayton served as Assistant Secretary of the Council between 1974 and 1975.

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<sup>30</sup> Ibid, p. 78.

<sup>31</sup> *AJHR*, 1976, (S.3) E.20, p. 5. A full list of co-opted members of NZCRS committees and sub-committees 1974-5 appears in the appendices.

The Council divided its workload by creating, at first, four committees. They were: the Executive Committee, the General Purposes Committee, the Recreation Development Committee, and the Sport Development Committee. The Council reported that 'these committees meet on a regular basis and report to the next meeting of the full council.'<sup>32</sup> Sub-committees also developed at an early stage, with the Coaching, Development and Training Sub-committee set up to examine the 'question of facilities and personnel for coaching in sport ... the training of leaders for youth and community groups'<sup>33</sup>.

There was also a Local Authority Sub-committee established, due to the Minister's request 'to consider the conditions and criteria for the payment of subsidies for local recreational projects.'<sup>34</sup> A Grants Sub-committee was 'established to examine in detail applications referred to it by the Minister for grants to other than local projects.'<sup>35</sup>

Further sub-committees emerged in the 1975-6 financial year, such as publications, recreation and sport promotion within the Executive Committee, secretariat, research, per capita within the General Purposes Committee, national training venues, achievement awards within the Sport Development

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<sup>32</sup> *AJHR*, 1975, (S.3) E.20, p. 3.

<sup>33</sup> *AJHR*, 1974, (S.3) E.20, pp. 5-6.

<sup>34</sup> *Ibid*, pp. 5-6

<sup>35</sup> *Ibid*, pp. 5-6.

Committee, and leadership training, and outdoor recreation within the Recreation Development Committee.<sup>36</sup> These committees allowed the Council to develop a relationship with the Ministry that ensured co-operation in planning. According to Glennie, 'generally, the Ministry's officers avoided making proposals likely to be unacceptable to the Council members.'<sup>37</sup>

The Council's role was therefore a multi-purpose one involving close contact with the Minister, the top administrators in recreation and sport, and the general public.<sup>38</sup> It was structured to act as the 'go-between' for the Ministry and local organisations. It first of all sought to gain the co-operation of local authorities, state departments and education authorities. It aimed to:

Learn more about the contribution that each organisation can make to the total recreational effort and it hopes that each organisation will in turn be encouraged to view its own activities in the light of community needs and its knowledge of the activities of other organisations.<sup>39</sup>

The structure of the NZCRS established a means by which Government could implement recreation policy for local communities and at the same time develop policies that were best suited the needs of those communities.

The MRS was no doubt influenced in its policy formation by overseas equivalents. When Walding was in Washington as the Minister of Overseas Trade and Associate Foreign Affairs in

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<sup>36</sup> *AJHR*, 1976, (S.3) E.20, p. 5.

<sup>37</sup> D. Glennie, 'Working For Leisure', 1989, p. 279.

<sup>38</sup> *AJHR*, 1975, (S.3) E.20, p. 4.

<sup>39</sup> *AJHR*, 1974, (S.3) E.20, p. 4.

May 1973, he discussed recreation policy with Washington's Director of the Department of Recreation. The discussion covered topics such as the purpose of the Recreation Board, expenditure, facilities, activities, and cooperation with organisations and leaders.<sup>40</sup> The MRS had also made contact, at Walding's request, with Scandinavian, Soviet and Italian sources which may have helped develop Ministry policy.<sup>41</sup>

It wasn't until 1974 that the MRS and NZCRS met together primarily to discuss policy. Meetings were held over the week-end of 13 and 14 July, at the White Heron Lodge in Wellington.

At its first policy meeting, the secretary for Internal Affairs (in his capacity of Secretary for Recreation and Sport) was present as an ex officio member of the Council, and all the aides in attendance were public servants. Six from the Department of Internal Affairs and a press officer from the information and publicity division of the Tourist and Publicity Department. Nor was political guidance entirely absent. The Minister, Mr. Walding, attended the opening session, on Saturday morning, of the first policy meeting.<sup>42</sup>

This group drew up a set of objectives and discussed policies as a whole. The purpose of the Council was discussed and its priorities were established from the very top of administration. The Minister was concerned that the NZCRS concentrated on issues of national importance rather than 'getting bogged down

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<sup>40</sup> Bremner (Personal Secretary to Walding) to O'Dea, 10 June 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 4, NA.

<sup>41</sup> Memo, Youth Services Branch, Internal Affairs to Walding 17 September 1973 and Correspondence from New Zealand Embassy, Rom to the Secretary of Foreign Affairs 26 July 1973, Department of Internal Affairs Files, IA, W2042, Series 139/400 Part 5, NA.

<sup>42</sup> D. Glennie, 'Working For Leisure', 1988, pp. 143-4.

on local issues and cases.<sup>43</sup> The meeting was presented with relevant issues developed from professional research. 'Debate was stimulated by two discussion papers, both from the Ministry. One by Bob Larkin ... upon policy; the other, a joint paper by Brian R. Williams and Murray J. Robb, upon planning and research.'<sup>44</sup> Despite the possibility that these papers may have appeared to some present as being 'over-academic'<sup>45</sup>, the meeting was able to settle on nine objectives, reported as the following:

- (1) To research , record, and understand the present use of leisure by New Zealanders;
- (2) To ascertain, record and publicise the present facilities and opportunities for New Zealanders to undertake their chosen leisure time activity;
- (3) To identify those areas where assistance (financial and otherwise) is required towards providing increased facilities or opportunities for recreation;
- (4) To establish contact with all recreational and sporting groups and with their co-operation, identify those areas where assistance is required;
- (5) To recommend to the Minister of Recreation and Sport financial assistance to be granted in relation to applications from national organisations (where one exists) for facilities, coaching or leadership programmes, equipment, or administration costs;
- (6) To become involved in the planning and construction of recreational facilities which fall within the criteria for national assistance;
- (7) To collect and disseminate all types of information and knowledge on recreation and sport;
- (8) To act in an advisory capacity to national organisations;
- (9) To promote outdoor recreational activities including those which have an adventurous aspect to them.<sup>46</sup>

The Council decided to prepare a three-year plan in order to fulfil these objectives. It directed its 'sub-committees [to]

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<sup>43</sup> D. Glennie, 'Working For Leisure', 1989, p. 265.

<sup>44</sup> D. Glennie, 'Working For Leisure', 1988, p. 143.

<sup>45</sup> Ibid, p. 145.

<sup>46</sup> *AJHR*, 1975, (S.3) E.20, p. 4.



undertake basic planning so that an overall plan can be drawn up' and 'activities be programmed into time reference for detailed planning'<sup>47</sup>. Certainly, the policy meeting re-affirmed the early belief of the members that the Act empowered them 'to promote the maximum use of leisure' and build 'on a broad base involving large numbers of people of all ages'<sup>48</sup>. It did not perceive itself as a 'rubber-stamp' for the decisions of officials in the Ministry.

The policy-making meeting outlined a number of activities to fulfil their objectives. Firstly, the NZCRS aimed to initiate a general programme of education in the definition of recreation. They also planned to launch an investigation and possible rationalisation of administration and costs of use of major facilities. Consultation with organisations was another major activity, with the aim of developing links with national recreational sporting bodies and meeting Consultative Committees.<sup>49</sup>

The NZCRS declared itself supportive of recreational bodies already in existence at a statutory level. Its policy was to avoid interfering in the affairs of the Mountain Safety Council, the Water Safety Council and the QEII Arts Council.<sup>50</sup>

Consultation became a major focus for the NZCRS. It sought to meet all national sport bodies for discussions. While this

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<sup>47</sup> D. Glennie, 'Working For Leisure', 1988, p. 147.

<sup>48</sup> *AJHR*, 1974, (S.3) E.20, p. 4.

<sup>49</sup> D. Glennie, 'Working For Leisure', 1988, p. 154.

<sup>50</sup> *Ibid*, p. 152-3.

was acknowledged to be a virtually insurmountable task, 'members expected to meet at least the major sports bodies'<sup>51</sup>, and the Council reported in 1975 that it had met 120 national recreation and sport administrators during the year and there was an interchange of information, ideas, and plans for future development.<sup>52</sup> There was a sense that the Council needed to 'get closer to the grass-roots'. Outdoor Recreation Officer, Colin Kay 'sought to persuade the Council that individual members should initiate more in their own regions and meet with organisations within the community, then bring forward ideas for the Council to discuss'<sup>53</sup>. Consultation was also initiated between sub-committees of the Council and government departments related to recreation 'especially those departments concerned with education, electricity generation, forests and national parks, health, lands and public works.'<sup>54</sup>

NZCRS policy recognised research as a necessary undertaking<sup>55</sup> and this was incorporated as one of several major programmes between 1973 and 1975 that illustrated the NZCRS' enthusiasm to fulfill the objectives of the Recreation and Sport Act. It was acknowledged, at the policy stage, that information on New Zealand's recreation habits was necessary to help the Government determine what needs they had to fulfil. The NZCRS supported the MRS in initiating a significant research project in order to achieve this. Research

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<sup>51</sup> Ibid, p. 190.

<sup>52</sup> *AJHR*, 1975, (S.3) E.20, p. 5.

<sup>53</sup> *AJHR*, 1974, (S.3) E.20, p. 4.

<sup>54</sup> D. Glennie, 'Working For Leisure', 1988, p. 194.

<sup>55</sup> *AJHR*, 1974, (S.3) E.20, p. 6.

done previously was considered 'of a local nature and restricted in scope'<sup>56</sup>.

The NZCRS therefore initiated the first nationwide recreation survey, finishing the field work in 1975, publishing preliminary results in 1977 and a full report in 1981. The survey was officially known as the *New Zealand Recreation Survey*. The Council considered that the Survey would provide 'invaluable information for future policy and planning, and will show where there is a need for further research projects.'<sup>57</sup> It was further described as 'a fact finding mission designed to provide a benchmark by gathering information about the current recreational patterns and contextual lifestyles of New Zealanders generally.'<sup>58</sup>

The Survey involved the cooperation of the MRS, the Ministry of Works and Development and the assistance of contract researchers. Working for the MRS were Brian Williams, David Tait and Murray Robb. The NZCRS contracted Market Research (NZ) Ltd to 'undertake the field work and collate the data'<sup>59</sup>. Williams set up the research methodology, Robb helped write the preliminary report and Tait wrote the full and final report, edited by David Naulls. The Ministry of Works

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<sup>56</sup> *AJHR*, 1975, (S.3) E.20, p. 9.

<sup>57</sup> *AJHR*, 1976, (S.3) E.20, p. 12.

<sup>58</sup> M. Robb and H. Howarth, *New Zealand Recreational Survey Preliminary Report*, Wellington: New Zealand Council for Recreation and Sport, 1977, p. 7.

<sup>59</sup> M. Robb and H. Howarth, p. 5.

Research Section provided computer processing services and the DIA Research Unit provided continual assistance.<sup>60</sup>

Tait was impressed with the magnitude and undertaking of the Survey<sup>61</sup>, commenting on its value for researchers and recreation officials:

It gives some general national patterns of recreational involvement, against which more detailed local studies can be compared. It shows which activities attract the greatest following from the general public. It identifies how popular 'cultural' activities are compared to 'sporting' ones and it describes the sort of participants who showed a preference for each activity.<sup>62</sup>

The Survey provided 'base line information'<sup>63</sup> on factors that influenced the recreation choices of all types of New Zealanders including: 'such variables as sex, age, marital status, the presence and number of children, type of employment, education, home tenure, whether or not a New Zealander by birth, cultural affiliations, and the availability or lack of personal transport.'<sup>64</sup>

The findings of the Survey provided insights into New Zealand's recreation behaviour that general cultural perceptions may have marginalised. In short the Survey discovered that women participated in more cultural events than men, but had a higher level of unsatisfied demand, while men participated more in sports events with high levels of

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<sup>60</sup> D. Tait, *New Zealand Recreation Survey*, Wellington: NZCRS, 1981, p. 1.

<sup>61</sup> D. Tait, *NZRS*, Preface.

<sup>62</sup> *Ibid*, p. 2.

<sup>63</sup> Sir Lance Cross in D. Tait, Preface.

<sup>64</sup> Robb and Howarth, p. 7.

interest.<sup>65</sup> The Survey discovered that in 'comparison of drop out rates for men and women within the same activity groupings show little variation by sex'<sup>66</sup>, a surprising finding was that 'teenage girls have the highest interest levels of any group for "active outdoor recreation"', but interest levels were shown to decrease after the age of 20.<sup>67</sup> In surveying post-teen participation generally, the Survey discovered that:

Team sports slowly diminish after the teens, whereas 'education - related activities' don't seem to be defined as recreational until the twenties. Interest in the arts is greatest among women from 30 to 50, while young men under 25 show the highest levels of interest in 'conveyance-related activities.'<sup>68</sup>

While the survey failed to exactly define this latter term, it can be assumed it related largely to automobile and motorcycle recreation. In this age of the politically sensitive and newsworthy 'bikie' generation, this category of recreation may have been considered as less socially worthwhile by policy-makers than other forms of recreation. Another pattern identified by the Survey concerned the relevant urban and rural recreation participation pattern. Urban participants had a wider range of opportunities for involvement in sporting activities, while rural participants seemed to concentrate on traditional sports such as rugby and netball.<sup>69</sup>

The Survey and its findings have been regarded as influential in helping minority sports and leisure activities gain public

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<sup>65</sup> D. Tait, p. 33.

<sup>66</sup> Ibid, p. 69.

<sup>67</sup> Ibid, p. 33.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid, p. 51.

recognition and support. It also proved to alter perceptions of the centrality of organised sport in modern New Zealand's recreation culture:

The data dispelled the popular image of New Zealanders as favouring vigorous and active outdoor activities and sport. They support the conclusion that most leisure activities are essentially minority activities ... A striking characteristic of the study was the concentration of leisure activities in and around the home.<sup>70</sup>

The *New Zealand Recreation Survey's* objective was to study participation levels in order to promote increased participation. While the results of the survey had not been determined until 1977, programmes to increase participation in 1974 and 1975 may have been influenced by information that the NZCRS had gained through its research programmes.

The most significant and extensive programme to promote fitness and recreation participation was the Come Alive! campaign. The premise for the campaign was to promote a nationwide enthusiasm for leisure activities. [It] aimed to encourage people 'to take part in a chosen activity - art, craft, drama, music, sport, game, hobby etc., - with individuals of all ages, families, friends, communities and society as a whole, gaining physical, social and psychological [sic] benefits.'<sup>71</sup>

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<sup>70</sup> B. Gidlow, H.C. Perkins, G. Cushman, C. Simpson, 'Leisure and Recreation' in P. Spoonley, D. Pearson, I. Shirley, *New Zealand Society: A Sociological Introduction*, Palmerston North: Dunmore Press, 1994, p. 258.

<sup>71</sup> R.N. Larkin, *Come Alive New Zealanders: The Larkin Report*, NZCRS: Auckland, 1979 p. 3.

The campaign was launched on 1 March 1975 in Clevedon, Auckland by MP, Mike Moore. The NZCRS intended the Come Alive! campaign to take place only in the four main cities, but television promotion and coverage of events stimulated interest in the urban centres and 65 towns were believed to have become involved. The NZCRS co-ordinated the campaign and the local campaign committees did most of the work.

Each was free to conduct its own programmes its own way, its tactics determined by local aspirations, needs and resources. This approach tapped New Zealand's strong community spirit and brought hundreds of people into active participation in the efforts of their local committees.<sup>72</sup>

In promoting the campaign, the NZCRS used a variety of promotional material such as t-shirts, car stickers, leaflets and posters. 'A national poster design competition attracted entries from twelve hundred secondary students.'<sup>73</sup> As a result, schools took an interest in the nature of recreation, and Walding received some positive feedback.<sup>74</sup> At the height of the campaign, the 'Come Alive Games' were proposed. They were conceived as a co-production of the NZCRS and TV2, adapting the British 'It's a Knock Out' game show which was to encourage participation for 'the young, the not so young, the fit

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<sup>72</sup> D. Glennie, 'Working For Leisure', 1988, p. 180.

<sup>73</sup> Ibid, pp. 180-1.

<sup>74</sup> DIA files hold a letter from Tui Simpson, a Teacher, and Form One students of Northcote Intermediate to Walding with individual messages for the Minister. Included was the comment from Lisa Patterson stating, 'I think the "Come Alive" campaign is a fabulous idea and I hope the dead people have woken up.' Department of Internal Affairs Files, IA, W2042, 139/403 Part 6, NA.

and the not so fit. All members of the family and community.'<sup>75</sup>

The 'Come Alive!' Campaign was heralded as a success in promoting increased participation. It was estimated by the NZCRS that 230,000 New Zealanders took up a new activity as a result of the 'Come Alive!' campaign.<sup>76</sup> It was supported by a grant of \$195,000 to the NZCRS and local authorities.<sup>77</sup> and it received public affirmation from NZCRS luminaries such as Hillary and Halberg.<sup>78</sup> Politically, Walding hailed the 'Come Alive!' campaign as a success:

We have received plenty of reports about recreational and sporting organisations having increased their membership to almost embarrassing proportions because of this campaign, which was devised by the Council for Recreation and Sport.... I believe the Council's decision and judgment has been completely vindicated.<sup>79</sup>

The campaign, however, received no ongoing financial assistance from the National Government in 1976 and was wound down in local areas despite a pledge of support from the NZCRS.<sup>80</sup>

A major programme that the NZCRS instigated during the Labour Ministry was that of recreation education. It had been a long-held belief of the Labour Party that education was the key area for the promotion of increased recreation participation.

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<sup>75</sup> *Leisurelines* 1:1, (1975), p. 6.

<sup>76</sup> *Ibid*, p. 6.

<sup>77</sup> *NZPD*, 396 (1975), p. 254 (J.A. Walding).

<sup>78</sup> *Ibid*, p. 255 (J.A. Walding).

<sup>79</sup> *NZPD*, 397 (1975), p. 1260.

<sup>80</sup> D. Glennie, 'Working For Leisure', 1988, p. 182.



Some of Labour's ideals going at least as far back as 1963 were realised in the NZCRS' policy to develop and encourage 'community use of schools outside of school hours, coordinated under the one Ministry of Recreation and Sport' in an 'integrated programme.'<sup>81</sup>

The 1973 British study known as the 'Cobham Report' inspired recreationalists in New Zealand to maximise the use of school sports facilities. Council member Stothart later wrote that in keeping with the report, 'no school should be built without early consideration being given to the dual use and dual provision of facilities for the school and the community.'<sup>82</sup> The NZCRS education policy also saw a rise in dialogue between education and recreation. Council member Bev Morris organised the first special seminar of the NZCRS in November 1974.<sup>83</sup>

The training of recreation leaders was a part of the education programme developed by the NZCRS. As a major priority for the development of recreational resources, 'It was argued that if policies of the Council were to have any long-term influence, trained people were needed throughout New

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<sup>81</sup> *AJHR*, 1976, (S.3) E.20, p. 3.

<sup>82</sup> R.A. Stothart, 'Leisure Education: Reports, Rhetoric and Action', *New Zealand Journal of Health Physical Education and Recreation* 13:3 (1980) p. 80.

<sup>83</sup> D. Glennie, 'Working For Leisure', 1989, p. 200.

Zealand to assist in the interpretation and implementation of such policies.<sup>84</sup>

Most recreation officers employed in New Zealand in 1975 had been previously engaged in teaching or physical education, but many had gained further education qualifications.<sup>85</sup> With recreation workers being increasingly appointed throughout New Zealand, 'the Council decided to introduce its own qualifications in the form of a diploma.'<sup>86</sup> The aim of the diploma was to 'take each student as she / he is, to build a range of experiences which facilitate personal development at the rate the student determines and to fill out areas of inexperience that are outside the student's previous background.'<sup>87</sup>

By the middle of 1976 it was reported that 160 students were part-way through the diploma and seventeen had already completed all the requirements.<sup>88</sup> It was also reported that a postgraduate course, the MA. (Applied) in Recreation Administration had been approved by the Victoria University Council<sup>89</sup> and the NZCRS newsletter, *Leisurelines* in

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<sup>84</sup> R.A. Stothart, 'The Development of Training Courses in Recreation', *Continuing Education in New Zealand* 8:1 (1976), p. 42.

<sup>85</sup> C. Smith and R.A. Stothart, 'A Growing Profession', *New Zealand Journal of Health, Physical Education and Recreation* 16:1 (1983), p. 7.

<sup>86</sup> R.A. Stothart, 'The Development of Training Courses', p. 43.

<sup>87</sup> D. Webber, 'The Diploma of the Council of Recreation and Sport', *Continuing Education in New Zealand* 11:2 (1979), p. 44.

<sup>88</sup> R.A. Stothart, 'The Development of Training Courses', p. 44.

<sup>89</sup> *Ibid*, p. 42.

December 1975 reported that Victoria University would offer the course from 1976.<sup>90</sup>

The NZCRS also perceived that recreation education needed a national training centre or regional centres. Despite interest from national sport associations, it was never able to implement such a programme.<sup>91</sup> The NZCRS was also enthusiastic about developing outdoor education within secondary schools. Hillary, together with Colin Abbott and the NZCRS' outdoor recreation committee, undertook an extensive promotion of outdoor education programmes.<sup>92</sup> *Leisurelines* stated that 'Colin believes that a scheme must introduced to ensure that teachers taking children into the hills have received adequate training.' It went on: 'He hopes to assist people working in outdoor camps by setting up a channel of communication through which they can discuss and exchange ideas. Initially he plans to establish a newsletter sponsored by the Council for Recreation and Sport.'<sup>93</sup>

These programmes were complemented by the funding schemes of the MRS. They were initiated in order to finance organisations at all levels in the community. The National Projects, Regional and Local Schemes functioned to distribute money to organisations applying under the criteria of each schemes. These schemes were seen as ongoing, with an

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<sup>90</sup> *Leisurelines* 1:1 (1975), p. 4.

<sup>91</sup> D. Glennie, 'Working For Leisure', 1988, p. 162.

<sup>92</sup> *Ibid*, p. 156.

<sup>93</sup> *Leisurelines* 1:1 (1975), p. 5.

increased financial commitment from the Government.<sup>94</sup> The MRS began by approving grants to local organisations, then set aside the balance of its funding for non-local projects.<sup>95</sup>

The National Projects Scheme (NPS) funded national organisations, assisting with coaching, development and administration costs on a subsidy basis. It also assisted international competitions and tours, but this assistance was more limited.<sup>96</sup> The NPS seemed to work inversely to that of gaining local assistance through the NZCRS.

Applications for financial support from the National Projects Scheme were invited from the Minister of Recreation and Sport. Subsequent recommendations for funds were passed to the NZCRS for approval or additional recommendation. The Minister acted on those recommendations.<sup>97</sup>

The NZCRS was involved in developing a criteria for these applications, establishing in 1975 that it would recommend a grant limit of 'one-fifth of approved expenditure and no one association is given more than one subsidy for overseas travel every 2 years.'<sup>98</sup>

The NPS was reliant on the consultation process with national bodies, and encouraged communities to utilise fully the existing facilities. The Regional Subsidy Scheme also had this aim. The NZCRS reported in 1975 that 'the whole thrust of the

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<sup>94</sup> *AJHR*, 1975 (S.3), G.7, p. 66.

<sup>95</sup> *AJHR*, 1974, (S.3), G.7, p. 60.

<sup>96</sup> *AJHR*, 1975, (S.3), G.7, p. 49.

<sup>97</sup> D. Jones, 'What Price Equity? - a Case Study of Government Funding to Sport', *New Zealand Journal of Health, Physical Education and Recreation* 16: 2 (1983), p. 2.

<sup>98</sup> *AJHR*, 1976, (S.3) E.20, p. 7.

scheme is to provide and make maximum use of expensive buildings by the regional population, and it is in everybody's interest to cater for as wide a clientele as possible.<sup>99</sup> The NZCRS noted the main purpose of the Regional Subsidy Scheme and recommended a criteria limitation on regional subsidies during 1975-6:

The purpose of this scheme is to provide large multi-purpose regional facilities. This year a minimum project cost of \$150,000 was indicated so that only significant projects would be assisted. The maximum subsidy available was 50 cents per person in the specifies region.<sup>100</sup>

Local authorities were encouraged to 'combine on a regional basis to provide the major complexes and their maintenance'<sup>101</sup>, as such combinations were likely to make applications conform to the NZCRS' criteria. Local Subsidy Schemes were the major focus for the MRS in recommending subsidies and grants. The NZCRS had stated the value of local authorities forming consultative committees to work with the NZCRS:

The strength of recreation and sport in New Zealand comes traditionally through a highly structured local club system. This emphasis on local involvement through the use of consultative committees ensures that the Minister receives advice which reflects local opinion on needs and priorities.<sup>102</sup>

Community recreation officers were seen as valuable additions to recreation and sport at a local level and the Scheme made a 2 for 1 subsidy available and assisted local authorities to pay

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<sup>99</sup> *AJHR*, 1975, (S.3) E.20, p. 7.

<sup>100</sup> *AJHR*, 1976, (S.3) E.20, p. 6.

<sup>101</sup> J.E. Amos, I.J. Clark and S. D. Tye, 'Local Authority involvement', *New Zealand Parks and Reserves 5:3* (1977), p. 98.

<sup>102</sup> *AJHR*, 1975, (S.3) E.20, p. 6.

the salaries of 20 officers.<sup>103</sup> The Local Subsidy Scheme was seen as an encouragement for local authorities to become involved in the development of recreation at a local level. Jew contended that such assistance also involved more individuals in the community spirit, claiming that 'citizens are prepared to tax themselves to provide these facilities.'<sup>104</sup> Such was the response that the MRS considered changing the scheme to give local authorities responsibility for paying subsidies and grants on an individual basis.<sup>105</sup>

The MRS' work at a local level did promote local initiatives such as the Dunedin Recreation Study 1973 on children's playgrounds.<sup>106</sup> It promoted the 'need for individuals and groups to work together on fund raising projects'<sup>107</sup>, and it 'helped many local authorities to develop a better understanding of recreation and take the first steps in providing leadership and encouragement to recreation activity in their area.'<sup>108</sup> The schemes were seen as a boost to local recreation activity:

The stimulation to a local authority has often encouraged the allocation of local resources which are added to those supplied by central Government. The provision of the necessary combination of recreation facilities, finance and personnel has become more common in the policy and programmes of local authorities in New Zealand.<sup>109</sup>

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<sup>103</sup> *AJHR*, 1976, (S.3) E.20, p. 6.

<sup>104</sup> P.J. Jew, p. 95.

<sup>105</sup> *AJHR*, 1976, (S.3) G.7, p. 48.

<sup>106</sup> D. Field, 'Recreation Surveys - a Guide to Local Authorities', *New Zealand Parks and Reserves* 5:3 (1977), p. 101.

<sup>107</sup> J.E. Amos, I.J. Clark and S. D. Tye, p. 98.

<sup>108</sup> *Recreation and Government in New Zealand*, p. 42.

<sup>109</sup> *Ibid*, p. 43.

All of this activity was dependent on the large government expenditure promised in 1972. National associations might have expected a greater figure than the \$12 million that was spent on the MRS from 1973 to 1975-6. During the 1972 election campaign, a figure closer to \$20 million was discussed.<sup>110</sup>

The Recreation and Sport Act provided for funding from three sources, the Government budget, Consolidated Revenue Account and Golden Kiwi lottery.<sup>111</sup> The MRS organised categories of expenditure for this funding. In the 1973-4 budget estimates, the Recreation and Sport vote was to provide specifically for grants, contributions, subsidies, and other transfer payments.<sup>112</sup> By 1975, the estimates included categories such as personnel expenses, travel, transport, and communications costs, and other operating expenditure for its staff and officers. In addition to this, grants, contributions, subsidies, and other transfer payments were made out of the total vote.<sup>113</sup>

In the first year of its operation, the MRS was given three million dollars, but the following year's balance sheet revealed that only \$2.485 million out of the \$3 million was actually spent.<sup>114</sup> Nevertheless, the Government continued to increase the amount in the Recreation and Sport vote in each year of its

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<sup>110</sup> D. Glennie, 'Working For Leisure', 1989, p. 241.

<sup>111</sup> *NZPD*, 382 (1973), p. 802 (J. A. Walding).

<sup>112</sup> *AJHR*, 1974, (S.1) B.7 Part 1, p. 129.

<sup>113</sup> *AJHR*, 1975, (S.1) B.7 Part 1, p. 138.

<sup>114</sup> *Ibid*, p. 135.

term, in 1974-5 providing over four million dollars and then an increase to \$5.155 million in 1975-6.

The Ministry's 1973-74 budget had provided subsidies for recreational workers at a dollar for dollar ratio and 'for other recreational projects and activities a subsidy of up to \$1 for \$2 was made available.'<sup>115</sup>

In Parliament, the MRS' 1974 allocation for expenditure was praised by Labour MP J.B. Munro for its focus on local needs. He quoted figures of support for sports such as soccer (\$49,000); badminton (\$36,000); outdoor bowls (\$53,000); netball (\$79,000); rugby (\$138,000); squash (\$49,000); swimming (\$61,000); and tennis (\$122, 000).<sup>116</sup>

Grants, contributions, and other transfer payments amounted to \$4.96 million in 1975-6.<sup>117</sup> This was a significant increase in expected expenditure on programmes, given the financial difficulties the Government faced from 1974 to 1975. However, Walding was confident that the increase was justified, saying that 'people are our greatest assets' and it aimed to 'reflect the social conscience and the social aspirations of the country and its people'<sup>118</sup>. The increasing expenditure of the Government provided an air of optimism for the programmes run by the MRS and NZCRS. It suggested that

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<sup>115</sup> *AJHR*, 1974, (S.1) B.7 Part 1, p. 59.

<sup>116</sup> *NZPD*, 391 (1974), p. 1904.

<sup>117</sup> *AJHR*, 1976, (S.1) B.7 Part 1, p. 144.

<sup>118</sup> *NZPD*, 398 (1975), p. 1927.



the broad Labour vision for recreation was likely to be increasingly fulfilled in the future.

The MRS and NZCRS had been able to begin to enact the provisions of the Recreation and Sport Act. These agencies brought the blueprint to life because of the large financial injection from the Government. The major programmes promoted and co-ordinated the policies that had been established in order to give direction and permanency to the physical welfare vision. Because of the activities of the MRS and NZCRS, the physical welfare vision became broadly translated from a political ideal into the social action of expansive programmes, campaigns, schemes and future planning. It may have seemed as if the physical welfare ideal had secured its place as an important part of government operations.

## Chapter Five

### Difficulties, Deficiencies and the Physical Welfare Ideal.

The MRS and the NZCRS' activities had involved wide-reaching programmes and projects from national to local levels, including education, research, and promotion of recreation as well as grants and subsidies for recreation organisations. This ambitious programme ran with high expectations of success from 1973 to 1975, but there were a number of factors which created problems for the MRS and cast suspicion on the motives of the Government.

These factors contributed to the failure of the MRS to fulfil completely the ambitions inherent in the Government's physical welfare ideal. The ability of Walding to administer the MRS in spite of his busy schedule with other portfolios may have contributed to some of the problems it experienced. The MRS seemed to suffer from administrative difficulties in its first three years while still establishing its role within the DIA, and in relation to the NZCRS. The NZCRS likewise suffered from the perception that the MRS maintained political control over it as well as contending with division within its membership over some of its programmes. Funding for the MRS gave the impression to some that the MRS was a waste of public money. Most significantly, the Government's ban on sporting contact with South Africa and the consequences of

Kirk's cancellation of the 1973 Springbok tour of New Zealand created suspicions that linked political patronage of sport through the MRS with political control over sport. This contributed to a sense that Labour's promises for recreation and sport were not to be trusted and created a cloud of uncertainty which overshadowed the successes of the MRS. By the 1975 election, National's policy of non-interference in sport had gained public support and the policy of restricted government assistance to organisations effectively brought the implementation of Labour's physical welfare ideal to an end.

Suspicion about Labour's policy towards sport and recreation emerged in their early days of office and in turn cast suspicion on the Government's management of the MRS. The cancellation of the Springbok Rugby Tour in April 1973 by Prime Minister Kirk was widely regarded as direct interference of politics in the affairs of sports associations. The Government's handling of the situation and its consequences not only affected the reception of the MRS later in 1973, but also deepened the division between Labour and National policies for sport and physical welfare.

The division between Labour's large financial assistance and direct involvement and National's limited assistance and policy of non-interference widened as political tension increased over the Government's handling of the rugby tour issue. During the 1972 election campaign, the Labour Party had reassured voters

that they were opposed to a tour of New Zealand by the white South African Springbok rugby team. They promised, however, that they would not interfere with the NZRFU's invitation to the team which was selected according to the South African Government's apartheid criteria. The National Party, also promised to keep out of political action despite growing opposition to the tour from anti-apartheid protesters in groups such as Citizens' Association for Racial Equality (CARE) and Halt All Racist Tours (HART).

Once in office, the Prime Minister in particular appeared to be change his attitude towards the tour. On Waitangi Day, he spoke of his personal view:

Because I am against distinctions based on colour and discrimination, I am personally not in favour of the tour. I have not insisted that other people should accept my views as theirs, but I have attempted, and will continue to attempt, to persuade other people to accept this is a great moral issue.<sup>1</sup>

This shift towards persuasion seemed to indicate an indirect involvement and it was noted by the Deputy Leader of the Opposition that both Kirk and his Minister for Recreation and Sport had previously denied any involvement.<sup>2</sup> Political interest was such that a motion for adjournment to discuss the issue was tabled by the Leader of the Opposition, John Marshall on 16 February.<sup>3</sup> Marshall spoke of the problem of handling the tour issue as 'the crunch question' and 'the first

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<sup>1</sup> *NZPD*, 382 (1973), p. 19.

<sup>2</sup> R.D. Muldoon, *Muldoon*, Wellington: A.H. & A.W. Reed, 1977, p. 195.

<sup>3</sup> *JHR*, (1973), p. 27.

difficult situation that the Labour Government has had to face<sup>4</sup>.

Despite the National Party's calls for non-interference in the affairs of the NZRU, Kirk's action intensified from persuasion to more forceful involvement from February to April. This signalled the Labour Government's turnabout on the issue. In February, Kirk requested the Rugby Union to postpone the tour. The NZRU were asked to consider the consequences of the tour which would 'thrust the issue of New Zealand's sporting contacts with South Africa squarely upon the attention of the world community'<sup>5</sup>. Kirk gave every indication that he expected the Rugby Union to respect the Government's new line and either pressure the SARB to change its selection criteria or postpone the tour until it did.

Kirk's policy of persuasion had had somewhat of a precedence due to the National Government's handling of the apartheid sport issue in 1965 when, according to Thompson,

The New Zealand Government did intervene and made it clear that Maori players could not be excluded openly from the 1969 All Black tour of South Africa. Having made its requirements clear, the Government declared that it could not interfere and that the decision to postpone the 1967 tour was that of the Rugby Union - as indeed it was, even though it had received some guidance.<sup>6</sup>

Kirk was aware of this precedent and insisted that the Labour Government's handling of the issue follow the same

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<sup>4</sup> NZPD, 382 (1973), p. 14.

<sup>5</sup> 'N. Kirk to NZRU', AJHR, 1973, (S.1) A.4, p. 6.

<sup>6</sup> R. Thomson, 'No Politics in Sport', *New Zealand Monthly Review* 12:129 (1972), p. 15.

procedure.<sup>7</sup> Without a positive response from the NZRU, his persuasion policy was taken to a higher level on 7 March when he contacted the SARB and the South African Cabinet to discuss merit selection of the Springbok team.

Kirk abandoned the course of persuasion on 16 March. However, he did not publicly announce his decision to make the South African team ineligible to enter New Zealand. He first sent another letter to the NZRU on 4 April in the hope of an eleventh-hour withdrawal of the invitation. On 10 April, Kirk made a public announcement that the Government had stepped in to postpone the tour,<sup>8</sup> effectively cancelling the matches to be played later in the year. Kirk claimed that the turnaround from persuasion to force was his duty when persuasion failed. 'It simply was that when faced with the choice of upholding the responsibility of the office to which I was elected or suffering some political embarrassment, I will choose to uphold the responsibility of office.'<sup>9</sup>

The political backlash on the Government was severe and constant throughout 1973 and 1974. The Opposition criticised Labour for abandoning its election promise not to interfere. Gavin Downie, Member for Pakuranga insisted that 'sport should remain sacrosanct' and the Government should not dictate with 'whom we should play sport and with whom we

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<sup>7</sup> NZPD, 382 (1973), p. 18.

<sup>8</sup> M. Bassett, *The Third Labour Government: A Personal History*, Palmerston North: Dunmore Press, 1976, p. 40.

<sup>9</sup> NZPD, 390 (1974), p. 1640.

should not'<sup>10</sup>. Marshall accused Kirk of 'going to the brink of interference'<sup>11</sup>. and 'dictating to New Zealand sporting bodies'<sup>12</sup>. Member for Riccarton, Eric Holland, accused the Government of making the issue 'a political plaything'<sup>13</sup>.

National viewed the tour's cancellation as a sign that the Government was caving in to the protest movements' threats. Ken Comber, Member for Wellington Central, claimed that

For the first time in our history the Government has interfered in the inherent right of people to associate on sporting fields with whom they please. I urge that our policies be shaped by our lawfully elected Government and not by dissident groups in other parts of the world or by agitators who are determined to impose their will upon other New Zealanders by force and disruption under threats of violence.<sup>14</sup>

Bert Walker, MP for Papanui similarly spoke out against the threats of disruption, suggesting that if given the chance, West Coast rugby lovers would throw demonstrators into the local rivers, giving the 'beardies and weirdies the first decent wash [they'd had] in years'<sup>15</sup>.

The National Party's opposition to interference in the rugby tour was also signalled by its proposed Commonwealth Games Boycott Indemnity Bill. It would have given the Government the ability to apportion public funds to the Commonwealth Games Organisation Committee for any financial loss incurred by threatened boycotts from African nations in response to the

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<sup>10</sup> *NZPD*, 389 (1974), p. 202.

<sup>11</sup> *NZPD*, 382 (1973), p. 16.

<sup>12</sup> *NZPD*, 389 (1974), p. 238.

<sup>13</sup> *Ibid*, p. 243.

<sup>14</sup> *NZPD*, 382 (1973), pp. 408-9.

<sup>15</sup> *NZPD*, 396 (1975), p. 227.

Rugby Union's invitation to the Springboks. Whether this in itself constituted interference in sport became a moot point when after three months in committee stage the Bill was ruled out of order by the Speaker because it involved appropriation of Government funds.<sup>16</sup>

The National Party saw itself as representative of the sports associations, particularly the NZRU, in its criticism of the Government's turnabout over political interference. On behalf of the Opposition, David Thomson stated:

We believe that the New Zealand Rugby Football Union, representative as it is, is well equipped to make its own decisions on behalf of the rugby game in New Zealand, and we believe that it is the Government's duty not to intimidate the Union. The Government should inform it, yes, but should not use intimidation against it or against the public because of the hysteria that the Government itself has sown.<sup>17</sup>

Kirk, in comparison, had maintained his belief that direct interference was unnecessary, but had stated to the NZRU that 'the larger interests of New Zealand' had to take precedence over 'the freedom of organizations to conduct their own affairs.'<sup>18</sup> He pointed to the consequences of tour protests as evidence of larger interests.

What purpose will the tour serve for rugby, the South African Rugby Board, the New Zealand Rugby Union, the New Zealand Government, or New Zealand people, if a legacy of bitterness and dispute is the consequence of what is supposed to be a sporting fixture?<sup>19</sup>

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<sup>16</sup> *JHR*, (1973), p. 81.

<sup>17</sup> *NZPD*, 382 (1973), p. 39.

<sup>18</sup> 'N. Kirk to NZRU', *AJHR*, 1973 (S.1) A.4, p. 4.

<sup>19</sup> *NZPD*, 382 (1973), p. 564.



Labour Members endorsed the action taken by Kirk, his Deputy, Hugh Watt citing the 1971 United Nations resolution condemning racial selection of national sporting teams<sup>20</sup> while the Minister for Defence, Arthur Faulkner labelled the tour 'in the worst possible public interest of this country.'<sup>21</sup> The Agriculture Minister, Colin Moyle stated that the tour would 'have a direct and divisive effect within our society'<sup>22</sup> and Trevor Young claimed that the Commonwealth countries had been 'insulted through the South African Government's policy on sport and the use of sport as a weapon'<sup>23</sup>.

The cancellation of the tour represented political interference which pitted the political interests of the Government against the interests of associations. The NZRU, as the organisation directly affected by the Government's anti-apartheid policy, perceived Kirk's persuasion as direct interference in their affairs and rejected negotiation on principle. The executive had informed Kirk in February:

We do not negotiate tours with any Government or political organization; we deal only with governing bodies of Rugby Union Football. We realize, however, that Rugby Unions, as with all other organizations, must obey the laws of their country. The issue of an invitation to any Rugby Union controlling body does not infer that the N.Z. Rugby Union or any of its members either support or are opposed to political decisions of the Government of the country concerned.<sup>24</sup>

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<sup>20</sup> *NZPD*, 383 (1973), p. 1269.

<sup>21</sup> *NZPD*, 382 (1973), p. 28.

<sup>22</sup> *Ibid*, p. 40.

<sup>23</sup> *NZPD*, 382 (1973), p. 571.

<sup>24</sup> 'NZRFU to N. Kirk', *AJHR*, 1973, (S.1) A.4, p. 10.

NZRU correspondence with Kirk revealed that they felt a boycott policy was out of line with other rugby nations' sports policies, citing recent Springbok matches against England, Scotland, Ireland and Wales, Australia, France and Argentina.<sup>25</sup> The attitude of the NZRU to the Government's involvement in the issue was summed up by then Chairman, Ces Blazey, who claimed; 'I can only do what I regard as right in regard to my responsibilities as Chairman of the New Zealand Rugby Union.'<sup>26</sup> Players at the time had their own feelings about the Government interference and their own participation in matches played under South Africa's apartheid policy. Outspoken player, Andy Haden later said:

As a sportsman, I defend my right to play against whoever I wish. The simple criteria I have always applied is, do they play rugby? Their country's politics are irrelevant ... It's not a bridges-building philosophy. I don't offer that as an excuse.<sup>27</sup>

Whatever the individual position of players or the NZRU, the Government's handling of the tour was received poorly, sportswriter T. P. McLean claiming that Kirk was 'reviled in rugby circles'<sup>28</sup>.

The cancellation of the Springbok tour also had a negative effect on the sports policy of the Government and the way which associations perceived its political involvement. When the Wellington Cricket Association invited South African

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<sup>25</sup> Ibid, p. 10.

<sup>26</sup> S. Mc Tagget, 'Ces Blazey: Creature of Habit', *Listener* 110:2366 (1985), p. 24.

<sup>27</sup> A. Haden, *Boots and All*, Auckland: Rugby Press, 1983, p. 187.

<sup>28</sup> T.P. McLean, *The All Blacks*, London: Sidwick and Jackson, 1991, p. 109.

batsman Barry Richards to play for their team, questions were raised in Parliament. Uganda's participation in the Commonwealth Games was questioned because its administration had instituted restrictions on Asians residing within the country.<sup>29</sup> Sporting relations with Taiwan were also strained due to the Government's recognition of the People's Republic of China as the only official Chinese representatives, refusing to grant visas to Taiwanese teams claiming to represent China.<sup>30</sup>

These issues that emerged as a result of the tour cancellation contributed to doubt about the Government's ability to refrain from further political interference. In 1975, public support for Labour's sports policy appeared to be limited, with a ratio of 10 to 1 against continuing the boycott of South Africa being cited in one newspaper.<sup>31</sup>

Prominent rugby personalities such as George Nepia backed National's non-interference policy by joining the 'Rugby Men For Rob' lobby group during the 1975 election campaign.<sup>32</sup> One Otahuhu writer declared in the *New Zealand Herald* that, 'Hundreds of thousands of Labour supporters favour full sporting contact with South Africa.'<sup>33</sup>

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<sup>29</sup> *NZPD*, 400 (1975), p. 3730 (W.E. Rowling).

<sup>30</sup> *NZPD*, 391 (1974), p. 2249 (J.R. Marshall).

<sup>31</sup> *NZPD*, 400 (1975) p. 3647 (T.F. Gair).

<sup>32</sup> *Press*, 26 November 1975.

<sup>33</sup> G.A.W. in 'Letters to the Editor', *New Zealand Herald* 28 November 1975.

A result of public dissatisfaction with Government policy was that sports organisations were skeptical of Government involvement in their affairs, and this was extended with the establishment of the MRS. The Government attempted to regain trust in its sports policies during the 1975 general election. Walding stated that the Government would allow the proposed 1976 All Black Tour of South Africa to progress.<sup>34</sup> The problem was that 'many New Zealanders did not believe the Labour Party, or trust it to keep its promises.'<sup>35</sup> Muldoon, as Leader of the Opposition, was able to present the Springbok tour reversal as evidence that the Government had forsaken New Zealand's tradition of keeping politics out of sport.<sup>36</sup> Contemporary writer and fierce critic, Luke Trainor stated that Muldoon's policy gained significant public support in the 1975 election campaign.

Rugby sources leaked a story that the South African Springboks would visit New Zealand if National were elected and the Manifesto promised that if that occurred they would be made welcome; a tempting offer for rugby fans that the government certainly could not match.<sup>37</sup>

The cancellation of the tour provided the Government's opponents with evidence that it aimed to gain greater control and impose a 'socialist blueprint' on community life.<sup>38</sup> The

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<sup>34</sup> NZPD, 399 (1975), p. 2642.

<sup>35</sup> S. Levine and A. Robinson, *The New Zealand Voter: a Survey of Public Opinion and Electoral Behaviour*, Wellington: Price Milburn, 1976, p. 49.

<sup>36</sup> NZPD, 390 (1974), p. 1714.

<sup>37</sup> L. Trainor, 'Sport and Foreign Policy', *New Zealand International Review* 1:3 (1976), p. 6.

<sup>38</sup> R. D. Muldoon, 'An Opposition Assessment', in R. Goldstein and R. Alley, *Labour in Power: Promise and Performance*, Price Milburn: Wellington 1975, p. 28.

MRS was allegedly the chief agency for the Government's recreation blueprint.

It was not surprising that the operation of the MRS was the subject of similar suspicions of political interference, particularly in its relationship with the NZCRS. Stothart asserted that the Government retained political control over the NZCRS. Nor did its advice have to be considered, and that role could simply be performed by the MRS staff.<sup>39</sup> This factor may have been responsible for some organisations consulting with the MRS or Walding directly rather than seeking the Council's advice. The MRS also took the power to veto aspects of the NZCRS' criteria for the National Projects Scheme.<sup>40</sup> It also insisted that it maintain a treasury role in the Council, effectively denying the Council's right to conduct its own financial affairs.<sup>41</sup>

Council members suspected that the Minister and the Ministry disbursed money not to develop recreational resources but to appease vocal public opinion. Such expediency clashed with the NZCRS' concept of planning.<sup>42</sup>

The role of the Permanent Secretary, Sir Patrick O'Dea, also led to suspicion of Government interference in recreation and sport. O'Dea represented both the MRS and the NZCRS,

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<sup>39</sup> R.A. Stothart, 'The New Deal in Recreation and Sport' in J. Shallgrass, B. Larkin, B. Stothart, *Recreation Reconsidered Into the Eighties*, Auckland: Auckland Regional Authority and the NZCRS. 1980, p. 49.

<sup>40</sup> D. Glennie, 'Working For Leisure: A History of the NZCRS', unpublished manuscript, 1989, p. 278, Hillary Commission Files, AAWE, W4204, NA.

<sup>41</sup> D. Glennie, 'Working For Leisure' 1989, p. 247.

<sup>42</sup> D. Glennie, 'Working For Leisure: A History of the NZCRS', unpublished manuscript, 1988, p. 35, Hillary Commission Files, AAWE, W4204, NA.

giving the latter access to official resources. However, his dual role was 'seen by some people as keeping the Council under the control of a government department', a situation perceived to be 'impairing its ability to function independently in the interests of New Zealander's leisure needs'<sup>43</sup>.

Detractors also presented the fledgling MRS as evidence that the Government was prepared to squander large sums of public money to achieve little more than state control over sport. The issue of how much money and how it was spent on recreation revealed further the difference in policy that had developed between National and Labour. The Minister was accused of handing out money *ad hoc* in the period before the NZCRS was fully functional. He defended his actions claiming that 'as Minister of Recreation and Sport, I am anxious to give whatever assistance I can.'<sup>44</sup> The Government's increasing patronage of sport and recreation during 1973-5 amplified the perception to National that the MRS funding was a misdirection of public funds.

The Oil Crisis 1973-4 and the economic recession that followed limited the money available to the Government. There was an economic school of thought, supported by National, that suggested that the Labour Government should have decreased spending on areas such as the MRS. In 1975 Michael Hirschfeld compared Labour's handling of the Oil Crisis with the Second Labour Government's 'Black Budget'.

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<sup>43</sup> Ibid, p. 118.

<sup>44</sup> NZPD, 389 (1974), p. 777.

'The conclusion that should be drawn by Labour ... is that their dreams of radical social welfare improvements must take second place to long term economic objectives'<sup>45</sup>.

Labour's inability to raise the level of recreational and sports funding up to the 1972 proposal of near \$20 million raised suspicions that the money was most likely to be spread too thinly around the recreation associations to be of any real value. In reaction to this assertion in Parliament, Henry May cited cases where \$100,000 and \$187,000 were granted by the MRS for individual allocations in 1974.<sup>46</sup> Continuing in this vein, Bay of Plenty MP Percy Allen questioned the Government's support for Commonwealth Games athletes:

There has been criticism about the selection of the New Zealand team for the games. Everybody who reached the previously decided games standard did not necessarily get selected for our teams, for the obvious reason that we were short of money. Where was Labour's much vaunted council of sport? Where was the Minister? Why could they not find the money so that all New Zealanders who reached the standards could have been included in the team? At the same time the Prime Minister was giving away \$50,000 overseas.<sup>47</sup>

The Government's failure to reach one quarter of one percent of the Gross National Product in spending on recreation and sport supported the view that the Government was mismanaging their economic commitment to the MRS.

Walding justified the Government's expenditure, claiming that Labour's manifesto had been misquoted and 'that the amount

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<sup>45</sup> M. Hirschfeld, 'Retrospect: Labour Now and Then', in R. Goldstein and R. Alley, *Labour in Power: Promise and Performance*, Price Milburn: Wellington 1975, p. 17.

<sup>46</sup> *NZPD*, 391 (1974), p. 1921.

<sup>47</sup> *NZPD*, 389 (1974), p. 223.

will be progressively increased to about one quarter of one percent'<sup>48</sup>. Such criticisms of the Government's financial stewardship of the MRS and questions about its political intentions for sport had the effect of dampening enthusiasm for its programmes and organisations, despite their positive reaction, maintained some of their suspicions.

A significant factor in the MRS' failure to realise fully the Government's physical welfare vision was that projects became subject to political and public criticism. The MRS sought far-reaching goals for recreation in an attempt to reach their lofty ideals.

The Ministry's handling of its main programmes received criticism which added to the perception that its goals were mostly unreachable. The Come Alive! campaign as an attempt to mobilise nation-wide participation in recreation received much praise. But it also found many detractors. Joe Walding held a high profile in the launch, with his name and face appearing on promotional material. According to Larkin, the profile of Walding 'caused the public to assume that Come Alive! was confirmation that the government was becoming more directly involved in recreation and sport.'<sup>49</sup> The NZCRS, initially wary of political involvement in the campaign, gave its full support.<sup>50</sup>

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<sup>48</sup> NZPD, 396 (1975), p. 253.

<sup>49</sup> R.N. Larkin, Report on the Come Alive Campaign, unpublished Manuscript, 1977, p. 8.

<sup>50</sup> D. Glennie, 'Working For Leisure', 1988, p. 182.



Come Alive! similarly suffered from criticism that the mass advertising methods incorporated features of 'indoctrination' and 'manipulation'.<sup>51</sup> Skepticism of the campaign was fuelled by public statements such as that of the Te Awamutu Mayor who referred to the Come Alive! kiwi mascot as a 'dead duck'.<sup>52</sup> Sportswriter Murray Deaker supported the criticism of the campaign's ability to achieve greater participation in recreation. Later he commented that 'even back in the balmy days of 1975, when the *Come Alive* programme urged us to become better organised sweaters, I never found the billiards or ballroom route to liveliness very convincing suggestions.'<sup>53</sup>

Local papers also contributed to the perception that, while ambitious, the campaign was a flop. The *Wanganui Chronicle's* column 'Cicero's Viewpoint', commented:

If skepticism of seemingly lost causes amuses you, join the club of those debunking the Come Alive campaign. Come Alive is broke, naive, boring and a host of very unkind things according to its critics. Yet even if nothing else can be said in its favour it remains fundamentally the most thoroughly positive and optimistic programme ever sponsored by a government in the country.<sup>54</sup>

The campaign ultimately failed to capture lasting public enthusiasm. A lack of ongoing publicity may have been a contributing factor in its abandonment.<sup>55</sup>

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<sup>51</sup> R.N. Larkin, 'Report on the Come Alive Campaign', p.11.

<sup>52</sup> *Ibid*, p. 8.

<sup>53</sup> M. Deaker, 'Committed but not Involved, *New Zealand Journal of Health, Physical Education and Recreation* 18:2 (1985), p. 7.

<sup>54</sup> *Wanganui Chronicle*, 26 May 1975.

<sup>55</sup> R.A. Stothart, 'The New Deal in Recreation and Sport', p. 49.

The Council's quarterly newsletter, *Leisurelines*, drew criticism from within the NZCRS. Council member, Buckingham 'denounced *Leisurelines* as a "simpering lacklustre publication which is more an embarrassment than an asset".<sup>56</sup> The paper, however, continued to publish NZCRS activities to a limited circulation, suffering from the perception that it was too academic.

The NZCRS' premier research project, the *New Zealand Recreation Survey*, received criticism from recreation circles. It was disparaged for the length of time taken between its research and its release. A preliminary report was released in 1977 and the final report was completed in 1981. David Tait acknowledged that 'the long gap between when the survey was done in the field and this final report underlies the necessity of planning before hand for the analysis stage.'<sup>57</sup> He believed that the survey was not as accurate as it could have been 'because of the low response rate, and the large burden placed upon respondent's memories'. He urged that 'the results must be treated with a good deal of caution.'<sup>58</sup> Evidence suggests that the MRS did not utilise the results in its future planning or policy.

The perception that those involved with the MRS were unsure of how to fulfil the physical welfare vision certainly hampered its ability to deliver satisfactory results all the time.

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<sup>56</sup> Ibid, p. 49.

<sup>57</sup> D. Tait, *New Zealand Recreation Survey 1974-5*, Wellington: NZCRS, 1981 p. 2.

<sup>58</sup> D. Tait, *NZRS*, p. 7.

Dissatisfaction with MRS projects may have derived from the fact that at times the MRS found itself at odds with the administrations with which it was involved, in particular the NZCRS.

The complexity of the MRS structure within the DIA caused some confusion as more schemes and new staff were added. In particular, the addition of funding schemes of a 'general advisory service to applicant organisations'.<sup>59</sup> tended to blur the roles of the Ministry with that of the Council. The demarcation lines between the role of the Minister of Recreation and Sport, and the Minister for Internal Affairs were unclear. In cabinet, Henry May was recognised as responsible for racing permits.<sup>60</sup> However, Mat Rata, as the Minister for Lands, often answered questions about golf clubs<sup>61</sup> and sports facilities in National Parks.<sup>62</sup> Walding also found himself dealing with issues associated with other portfolios such as the question over sales tax exemption on firearms.<sup>63</sup> The MRS seemed unsure of its role in assisting arts and crafts organisations. In 1975 an agreement was reached between the MRS and the Queen Elizabeth II Arts Council to avoid duplicate funding.<sup>64</sup>

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<sup>59</sup> *Recreation and Government in New Zealand: Change in relationships*, Wellington: Ministry of Recreation and Sport, 1985, p. 53.

<sup>60</sup> Eagles, Jim and James, Colin, *The Making of a New Zealand Prime Minister*, Wellington: Cheshire, 1973, p. 230.

<sup>61</sup> *NZPD*, 402 (1975), p. 5512.

<sup>62</sup> *Ibid*, p. 5532.

<sup>63</sup> *NZPD*, 399 (1975), p. 2533.

<sup>64</sup> *AJHR*, 1976, (S.3) E.20, p. 47.

The Ministry initially struggled to define its structure. Most of its early staff were seconded from the Internal Affairs Department and therefore had dual responsibilities. They had limited field experience and 'the administrative workload and the remoteness from the field have all had a detrimental influence.'<sup>65</sup> Local associations were at times confused by the range of schemes available from the DIA, the MRS and the NZCRS.<sup>66</sup> This had the effect of adding to the suspicions of political interference in sport and recreation. Stothart believed that 'the reality is one of bifurcation and massive public misunderstanding about the respective roles of the two components.'<sup>67</sup>

The NZCRS, like the organisations it endeavoured to represent, was concerned about being dictated to by the MRS. Consultation with the MRS was a regular practice, but on occasions the NZCRS noted that policies from the MRS were implemented without the Council being aware of them.<sup>68</sup> The NZCRS was also concerned that its role of recommending grants was diminished by the work of the MRS. It stated in 1974 that 'grants and subsidies should be made in accordance with a coordinated plan administered in the light of recommendations made by the Council for Recreation and

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<sup>65</sup> *Recreation and Government in New Zealand*, p. 44.

<sup>66</sup> *Ibid*, p. 51.

<sup>67</sup> R.A. Stothart, 'The New Deal in Recreation and Sport', p. 49.

<sup>68</sup> *Recreation and Government in New Zealand*, p. 53.

Sport.<sup>69</sup> This had the effect of emphasising the politically sensitive issue of central rather than regional organisation.<sup>70</sup>

As well as his criticism of *Leisurelines*, Buckingham was involved in another divisive issue within the NZCRS, the 1974 proposal of a national training centre at either QEII Park in Christchurch or Ardmore in Auckland. The NZCRS' lack of a firm proposal in consultation with sports organisations was criticised by Buckingham, who saw this as a factor in the reluctance of organisations to commit themselves.<sup>71</sup> The project was finally shelved in 1975. The same criticism from Buckingham was encountered when a proposal was made by Lance Cross in 1974 that a National Secretariat of Sport be established in Wellington. Later, under the National Government, Buckingham described the NZCRS as a 'rubber stamp' for the MRS.<sup>72</sup>

There was also criticism of the Council's emphasis on developing recreation over sport. A later government analysis recorded:

Many sports organisations have been critical that only comparatively recently has the Council established a sports committee and placed any significant emphasis on the promotion of sport ... Almost certainly, both the Ministry and the Council would deny that they have neglected sport; and an analysis of the funds distributed through the various schemes operated by the Ministry would tend to support their view, if not satisfy the critics.<sup>73</sup>

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<sup>69</sup> *AJHR*, 1974, (S.1) B.1 Part 3, p. 19.

<sup>70</sup> *Recreation and Government in New Zealand*, p. 50.

<sup>71</sup> D. Glennie, 'Working For Leisure', 1988, pp. 162-4.

<sup>72</sup> *Evening Post*, 6 January 1977.

<sup>73</sup> *Sport On The Move*, Wellington: Hillary Commission for Leisure, Sport and Fitness, 1992, p. 26.

This suggests that in the early years the Council's projects revolved primarily around recreation. This view was supported by co-opted Council committee member, Ian Wells, who in a council meeting on 15 December 1975 criticised the Council's emphasis on recreation over sport in the content of *Leisurelines*.<sup>74</sup>

The NZCRS was for the most part, enthusiastic and supportive of the MRS, but division between the agencies and from within the NZCRS itself helped to overshadow positive achievements.

A further factor affecting the success of the MRS was the extent to which Walding was perceived to perform as the Minister. Walding's commitments to his other portfolios undoubtedly had an effect on the time he had available to administer recreation and sport. Walding's performance as a Minister was criticised by Muldoon, who stated that he 'piled up a few points for his side by his world travels, but in the House his performance resembled nothing so much as a harpooned whale'.<sup>75</sup> Despite this criticism, the political television programme, 'Gallery' was more positive about Walding's ability to juggle his portfolios: 'Gallery assessed the achievements of the Government. A panel of four voted Kirk, Finlay and Walding the best Ministers.'<sup>76</sup>

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<sup>74</sup> D. Glennie, 'Working For Leisure', 1988, p. 160.

<sup>75</sup> R.D. Muldoon, *The Rise and Fall of a Young Turk*, Wellington: A.H. & A.W. Reed, 1974, p. 194.

<sup>76</sup> M. Bassett, p. 104.

Kirk valued the opinion and counsel of Walding, at times discussing plans and supporting his constituency work.<sup>77</sup> Walding displayed the ability to adapt and rise to the challenges of his office, particularly at the time of Kirk's illness in 1974.<sup>78</sup> After taking part as a pall-bearer at Kirk's funeral, he displayed a sense of political integrity that belied his political ambition. In the cabinet reshuffle he put his position on the line by proposing a motion to have the whole cabinet balloted again.<sup>79</sup> He was nominated for the position of Deputy Prime Minister, being eliminated in the first round of voting. The election of Rowling as Prime Minister resulted in Walding taking more responsibility in the area of Foreign Affairs. He relinquished his Environment portfolio to Whetu Tirikatene-Sullivan.

The enormous importance that Walding placed on his Overseas Trade portfolio no doubt affected time spent developing the MRS. In his revision of New Zealand's overseas trade, he opened markets to China and the U.S.S.R. and developed trade in Asia and Europe. Walding's overseas commitments led Ken Comber to declare 'there was a rumour that he visited New Zealand this week' when addressing MRS issues in Parliament.<sup>80</sup>

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<sup>77</sup> M. Hayward, *Diary of the Kirk Years*, Wellington: Reed, 1981, p. 294.

<sup>78</sup> M. Hayward, p. 125.

<sup>79</sup> *Ibid*, p. 167.

<sup>80</sup> *NZPD*, 396 (1975), p. 184.

It may have been that his commitments to other portfolios contributed to his being too busy to implant the Government's physical welfare vision more fully in the MRS. It was definitely the opinion of his colleague Mike Moore that Walding's preoccupations with his portfolios affected Labour's chances in the 1975 election<sup>81</sup> and affected his own re-election in Palmerston North.<sup>82</sup> It may have been that Labour's inability to retain office and Walding's failure to maintain his seat was due to the Government's perception that it 'mistook fleeting public enthusiasm for Labour and its policies, for a rather deeper love affair with the Party'.<sup>83</sup>

The perception that the Government was both interfering and ineffective in its operation of the MRS cast a shadow over its programmes and created suspicion about the Government's political use of the MRS in organising and planning sport. The Government's handling of the rugby tour and the consequential sports ban policy had a significant impact on the public and political response to the establishment of the MRS. It gave the National Party extensive political capital to highlight its own policy of limited involvement.

In addition to this external political problem, administration difficulties within and even between the MRS and the NZCRS added to a low public confidence in the Government's programmes and served to diminish the optimism that many

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<sup>81</sup> M. Moore, *Hard Labour*, Auckland: Penguin, 1987, pp. 48-9.

<sup>82</sup> M. Bassett, p. 295.

<sup>83</sup> *Ibid*, p. 303.



recreation and sport administrators had anticipated. The MRS, because of these problems and increasing lack of support, was unable to achieve all that Labour's physical welfare vision had envisioned.

## Conclusion

The emergence of a physical welfare ideal within New Zealand can be traced to the perception that society was threatened by social ills such as juvenile delinquency, crowded housing, and decreasing standards of health. The creation of the Ministry of Recreation and Sport was based on a long-standing Labour ideal favouring Government involvement in assisting fitness organisations. Labour policy in 1972 was also influenced by the perception that the National Party had neglected a commitment to physical welfare during its 12 years in office from 1960-1972.

The Labour Party's campaign and subsequent victory gave it a mandate to introduce the new Ministry, through legislation which was based largely on the 1937 Physical Welfare Act. Joe Walding played a relatively minor role in the passing of the Bill as he was involved throughout the early months of 1973 in overseas missions with his portfolio of Overseas Trade. He was, however, a useful Minister for Recreation and Sport, promoting Council projects, personally receiving submissions from organisations and taking an active role in recreation and sport issues in parliament when he was present.

As the Recreation and Sport Bill was passing through parliament, the Government became locked in a political debate over its forcing the cancellation of the South African

rugby tour of New Zealand. This was an important decision which influenced the public acceptance of the Ministry as the perception emerged, and was enthusiastically fostered by the National Party, that the Government was instituting a programme of state control of sport.

The Recreation and Sport Act provided the Minister and the Government with far-reaching powers. These powers were designed to be used to organise and assist many areas of recreational need with direct Government grants from the budget. \$12 million was spent on recreation and sport during the third Labour Government.

The grants, the policies and the projects of the Ministry and Council revolutionised the organisation and efficiency of sport and recreation in New Zealand. The officials involved were enthusiastic and forward thinking. The establishment of the Ministry proved to be a watershed in the organisation and Government commitment to recreation in this country at national, regional and local levels.

Unfortunately the Ministry suffered from systemic problems, primarily duplication of roles between the Ministry and Council. It also suffered from internal disputes within the Council and organisational bureaucracy from within the Department of Internal Affairs. But perhaps the biggest problem it faced was political. The Government was never able to overcome the perception that it was interfering in the

sanctity of sport or that its financial commitment during the oil crisis recession was merely monetary waste.

The National Government reduced spending on the Ministry between 1975 and 1984, and the Lange Government radically restructured the Ministry, leading to the repeal of the Recreation and Sport Act in 1991 under the Bolger National Government.

In the context of Government involvement in sport and recreation, the establishment of the Ministry was a significant event in New Zealand and remains so, even though the Physical Welfare Ideal appears today to be largely anachronistic. The Council's programmes were far-sighted and their impact has been significant to the modern development of sports administration, financial support for sport at local levels, and national programmes of fitness, physical education in schools and health. The establishment of the Ministry of Recreation and Sport was therefore a significant event which had an important impact on the social and political culture of modern New Zealand.

## Appendix 1.

## Founding Members of the NZCRS

Chairman: Des Sullivan, Wellington

Secretary: Sir Peter O'Dea, Wellington

Jonathan Buckingham, Auckland

Lance Cross, Wellington

Murray Halberg, Auckland

Sir Edmund Hillary, Auckland

Dr Norris Jefferson, Invercargill

Bev Morris, Wellington

Bob Stothart, Wellington

Peter Tapsell, Rotorua

Valerie Young, Christchurch

Source: *AJHR*, 1974 (S.3), E.20, p. 2.

## Appendix 2.

**Co-opted Members of NZCRS Committees 1975**

<u>Member</u>	<u>Committees</u>
H. Alden (Christchurch)	Outdoor Recreation
L. Bayly (Wellington)	Achievement Awards
R. Cosgrove (Christchurch)	Achievement Awards, Recreation Development
E. Feasey (Timaru)	Outdoor Recreation
I. Galloway (Wellington)	Recreation Development
W. Gardiner (Wellington)	Research
F. Gebbie (Wellington)	Achievement Awards
S. Goodman (Wellington)	Per Capita
E. Horan (Wellington)	Publications
J. Hughes (Hamilton)	Outdoor Recreation
D. James (Wellington)	Leadership Training
R. Jarden (Wellington)	General Purposes, Secretariat
C. Kay (Auckland)	Promotions, Recreation Development
A. Laidler (Wellington)	Leadership Training
W. Landreth (Dunedin)	Leadership Training
A. Lydiard (Auckland)	Venues
P. McIntosh (Dunedin)	General Purposes, Research, Venues
P. MacPherson (Wellington)	Leadership Training
C. Mountford (Auckland)	Venues
D. Rowlands (Auckland)	Venues
N. Roydhouse (Auckland)	Research, Achievement Awards
L. Sanders (Wellington)	Venues
R. Stothart (Wellington)	Recreation Development, Leadership Training
P. Temple (Christchurch)	Outdoor Recreation
A. Trist (Wellington)	Outdoor Recreation
I. Wells (Wellington)	Per Capita
L. Williams (Dunedin)	Research
B. Wilson (Wellington)	Achievement Awards
G. Wood (Christchurch)	Achievement Awards

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