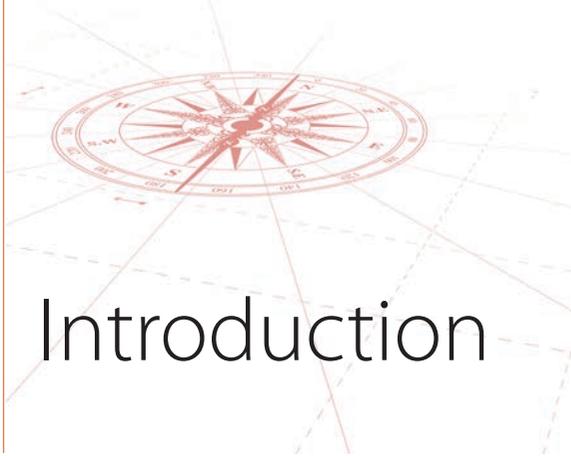


# chapter 1



## Introduction

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### INTRODUCTION

This book is concerned with the activities of policy making and planning as carried out by governments and associated agencies in the field of leisure, sport and tourism. Governments are distinguished from organizations in the *private/commercial* and *voluntary/not-for-profit* sectors by their, generally, democratic nature, which makes them accountable to the public at large. They also exercise considerable power over citizens and other institutions, within a framework of law. Government, together with a plethora of appointed and elected agencies and an independent judiciary, is referred to as the *state* or the *public sector*. It is hard to think of any type of leisure, sport or tourism facility or service that is not provided by public,

commercial *and* not-for-profit organizations. For example:

1. golf courses and gyms are provided by local councils, by commercial companies and by not-for-profit clubs;
2. theatres are owned and operated by governments at all levels, by commercial organizations and by not-for-profit trusts; and
3. tourist attractions, such as heritage sites, are owned and managed by all three sectors.

In a number of Western countries, the distinction between the public and non-public sectors has, however, become less clear in many fields in recent years as more services traditionally provided by public bodies have been sold off, leased or contracted out to private and not-for-profit operators or developed

in public–private partnerships. Such arrangements have, however, been commonplace in the field of leisure, sport and tourism for many years. Public bodies have for a long time contracted various leisure, sport and tourism functions to commercial and non-profit organizations, including the operation of hospitality outlets and seasonal swimming pools, and have leased out buildings, such as theatres and heritage sites, sometimes on a commercial basis and sometimes for a ‘peppercorn’ rent to not-for-profit bodies. Many commercial and not-for-profit organizations in sport, tourism, entertainment and the arts make use of public buildings and lands. It is clear that there has always been a *mixed economy* of leisure, sport and tourism. However, the scale of change in recent decades has been substantial, bringing a marked shift away from direct public sector management and giving rise to much soul-searching as to the appropriate ‘mix’ of the public and private sectors.

## DEFINING LEISURE, SPORT AND TOURISM

In the book, leisure, sport and tourism are sometimes referred to separately and sometimes together. Each of these is a form of human non-work activity, but also an industry and an area of government policy. Each has been subject to continuing debate over the question of definition, but for the purposes of this book we adopt three relatively simple definitions from the many available:

- *Leisure* is ‘relatively freely undertaken non-work activity’ (Roberts, 1978, p. 3).
- *Sport* is ‘a recreational activity requiring bodily exertion and carried on according to a set of rules’ (*Oxford Pocket English Dictionary*).
- *Tourism* is ‘the temporary movement of people to destinations outside their normal places of work and residence’ (Mathieson and Wall, 1982, p. 1).

Thus the three phenomena overlap, as suggested in Fig. 1.1. Sport is entirely a form of leisure, except for the relatively small number of professional sports people. In the case of tourism, travel for non-leisure purposes is often included, for example business and conference travel – but even these people generally make use of leisure facilities at their destination, often mixing business and pleasure. The industries associated with these phenomena provide many people with jobs, not only in management and service support, but also in engaging professionally in activities which they see as *work* – for example, professional artists and sports people – but which, when engaged in by the rest of us on an unpaid basis, are seen as *leisure*.

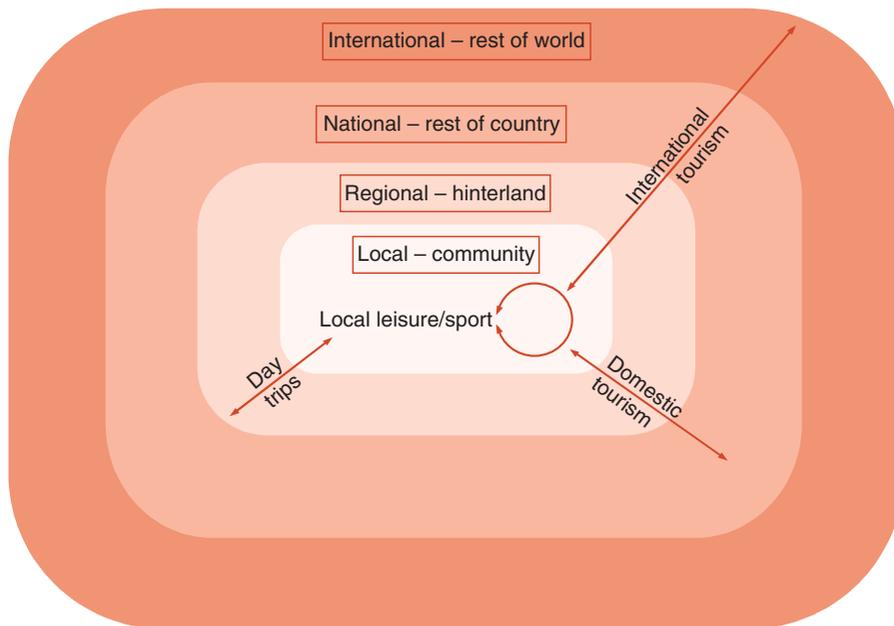
The overlaps and relationships can also be viewed in spatial terms, as illustrated in Fig. 1.2. While leisure and sporting facilities are generally planned primarily to meet the needs of the residents of the local communities in which they are located, many cater for both tourists and locals. Thus the patrons of a restaurant or the visitors to a museum, a beach or a sports stadium can be a mixture of local residents and tourists. The overlap can also be seen in the phenomenon of the day-tripper or excursionist who does not stay overnight in a destination, and is therefore excluded from many definitions of tourism, but who clearly acts like, and has many of the same demands as, the tourist. This intermingling of locals and tourists may not apply in some situations, or may only apply to a limited extent, typically where the bulk of local residents are much poorer than the tourists and/or when facilities for tourists are deliberately planned in relatively high-priced enclaves.

The geography of leisure, sport and tourism results in five different planning environments that we are mindful of throughout the book, as illustrated in Fig. 1.3.

1. *Single site*: eventually, all planning culminates in consideration of single sites or facilities, such as a single park or stadium. In this book



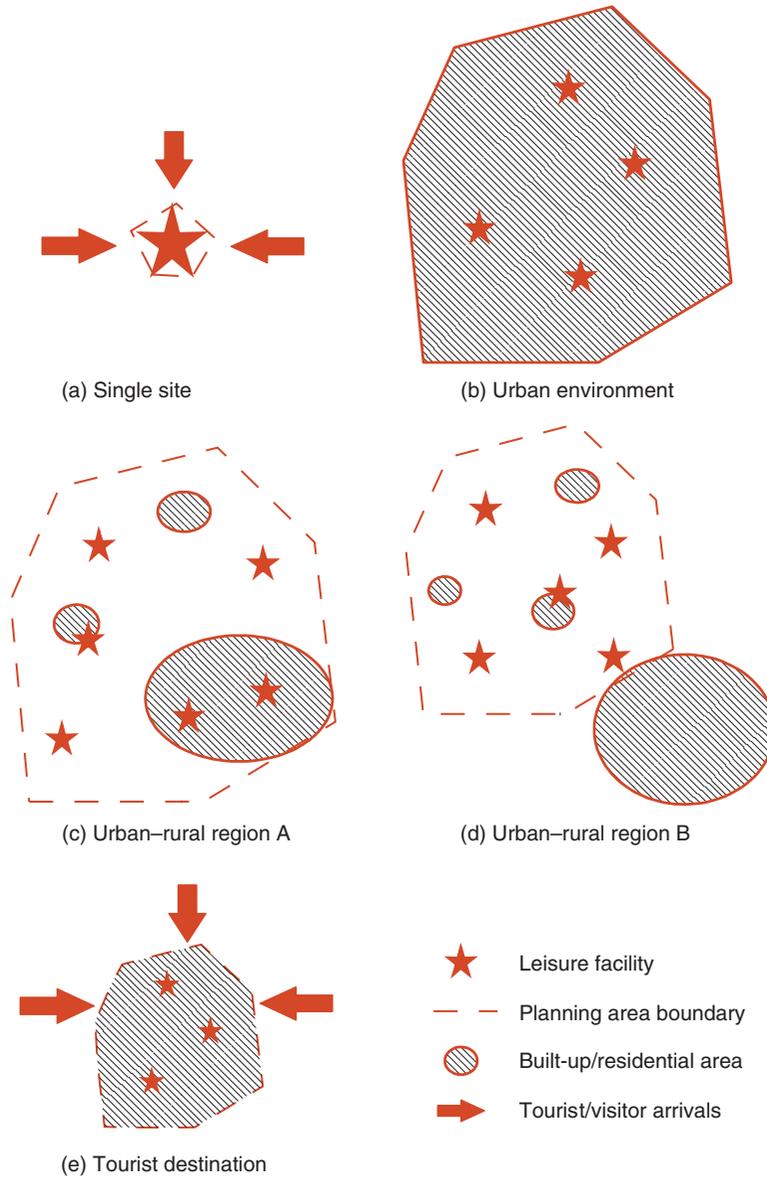
**Fig. 1.1.** Leisure, sport and tourism: overlaps.



**Fig. 1.2.** Leisure, sport and tourism and geography.

we are mostly concerned with the other four scenarios shown in the diagram, reflecting the principle that any one facility should be planned within a strategic context, taking

account of other similar and/or competing facilities. Major facilities are invariably subject to more detailed individual study, often referred to as a *feasibility study* and much



**Fig. 1.3.** Planning environments.

relevant research, particularly in relation to natural areas, has arisen from single-site planning contexts, where the policy focus is on internal management of the site rather than consideration of the strategic context, although there has been some discussion of the limitations of such an approach in the literature (Driver, 2008).

2. *Urban planning environment*: the residential population is distributed throughout the planning area, as are leisure, sport or tourism facilities.

3. *Urban-rural region type A*: the major population centre and a number of lesser population centres are located inside an otherwise rural or semi-rural planning area.

4. *Urban–rural region type B*: the major population centre is located outside the planning area and so a major source of demand is in the form of day-trippers into the area.
5. *Tourism destination*: the major focus is on visitors who arrive from outside the region via access points like airports or major highways. This can also be an additional feature of any of the other three environments.

## GOVERNMENTS AND LEISURE, SPORT AND TOURISM

### Range

Despite the importance of the commercial and not-for-profit sectors, substantial parts of the leisure industries nevertheless continue to lie wholly or substantially within the public domain, including:

1. urban and national parks;
2. sports facilities and events;
3. arts facilities, organizations and events;
4. public broadcasting;
5. natural and cultural heritage; and
6. tourism promotion.

Even when management of publicly owned facilities has been handed over to the private or voluntary sector, the public agency generally retains overall responsibility. Local councils and provincial governments in particular have a wide-ranging responsibility and concern for the economic vitality of their local economies and for the overall quality of life of members of their communities. This involves a broad concern for the availability and quality of leisure services and facilities generally and for tourism as a sector of economic activity, in addition to such matters as jobs, schools, roads, drains and refuse collection.

In Western-style liberal democracies, governments provide and administer the law, which limits or controls individual and

collective behaviour, but they are also involved in the economic activity of delivering goods and services. While most economic activity takes place in the non-government sector, at least 25% is typically accounted for by governments. The range and types of government activity is indicated in general terms in [Table 1.1](#). At one extreme, activities such as sport and the arts are promoted, via subsidy or direct provision of facilities, while at the other extreme some activities are prohibited, for example, the use of certain recreational drugs and cruel sports. Between these extremes, legislation and taxation are used to support or regulate leisure activities in various ways.

It should be noted that the rationale for governmental involvement with tourism is different from that applying to the other forms of leisure. A local council becomes involved with residents' leisure activity in general because of its implications for their well-being; but tourism, by definition, involves the leisure activity of *non-residents*. The council may become involved because tourism generates economic benefits for the local community through incomes and jobs support, or because it is necessary to regulate the industry to prevent it from damaging the environment. At national level, similar considerations apply to *international tourism*: it is promoted by governments largely because of its economic impacts. Even in the case of *domestic* tourism involving residents holidaying in their own country, national governments are generally concerned with the economic implications of tourism. They are not generally concerned with residents' holiday-making as a leisure activity, except for the low-profile phenomenon of *social tourism*, which is discussed in Chapter 16.

### Geographical dimensions

The state and public policy activity with which we are concerned has a hierarchical geographical dimension, as shown in [Table 1.2](#). There is considerable overlap in responsibilities at the

**Table 1.1.** The range of government involvement in leisure, sport and tourism.

Sector	Types of government involvement	
	Promotion/provision	Regulation/control/prohibition
Sport	Subsidy/funding to sporting organizations; direct provision of sport facilities/services (usually subsidized)	Sports drug-testing; animal treatment regulations; banning of cruel sports; prohibition of performance-enhancing drugs
Outdoor/environment/heritage	Provision of parks and playgrounds; ownership and conservation of natural and historic assets	Protective conservation and planning law; protection of rare species; export bans on species/heritage
Arts/broadcasting	Subsidy/funding to arts bodies/artists; direct provision of cultural facilities/services (usually subsidized); public broadcasting	Copyright and moral rights laws and regulations; licensing of broadcasters; export bans on art heritage; censorship of literature, films/videos
Social activities	Some direct provision (e.g. sea-fronts, picnic sites, community centres)	Alcohol licensing/taxation; prohibition of recreational drugs; gambling licensing/taxation; prostitution/brothels control
Tourism	Funding of tourism marketing; ownership/conservation/provision/marketing of natural heritage, arts facilities/services	Government trade missions/embassies; airline/air-traffic regulation; immigration/passports; anti-sex tourism legislation
All sectors	Training/education; research funding; charitable status; general enabling legislation for local councils	Safety regulations: individual/crowd/venues; town/country planning; noise regulations

various levels of government but, in general, as we move up the geographical hierarchy the facilities and services provided have a more extensive physical catchment area and the policy making is – or should be – more strategic.

In economically developed countries, governments at various levels spend substantial sums of money each year on leisure, sport and tourism services and also garner substantial sums in the form of duties and taxes on leisure, sport and tourism services. Table 1.3 provides some indication of the economic scale of public expenditure. Of particular note is the proportion of expenditure at the various

levels. Quite often analysis and commentary on leisure, sport or tourism policy fails to take all levels into account: for example, national governments are sometimes criticized for concentrating funding on the *elite* level of sport or the arts, ignoring the fact that substantial funding of *grassroots* participation is often provided by lower levels of government.

## Rationale

In primarily capitalist societies, what is the *rationale* for the particular patterns of state

**Table 1.2.** The state and leisure, sport and tourism: geographic dimensions.

Level	Examples of areas of activity	Examples of organizations
1. International	International airline regulation	International Air Transport Association (IATA)
	Hosting international sporting contests	International Olympic Committee (IOC)
	Environmental/heritage agreements	International Union for the Conservation of Nature (IUCN)
2. National	Tourism promotion/marketing	National tourism commissions
	Support of elite sports	National sports councils/commissions
	Licensing of broadcasting	Broadcasting regulatory bodies
	Provision of national parks	National parks departments/commissions
3. Regional	Planning and provision of regionally significant parks, sporting and arts facilities	States/provinces (in federal systems); counties; ad hoc regions
4. Local	Planning and provision of parks and sporting and arts facilities	Local councils and boards/committees
5. Single facility	Development and operation of a single leisure facility/programme	Any of levels 2–4 above; Trusts

involvement that have evolved? What are the competing philosophies concerning the appropriate role of the state? Why do some activities and sectors apparently merit government involvement while others do not? Who benefits and who loses from the institutions and practices that have emerged? Why should the community as a whole – the ratepayers and taxpayers – provide for and subsidize some leisure-time activities but tax and regulate others? Why should taxpayers pay for the promotion and market research costs of a largely privately owned industry like tourism? If these government activities are justifiable in principle, on what *scale* should they be conducted and what is the appropriate *distribution* of subsidies, facilities and services? And how are decisions made on

these matters? These are among the issues we address in this book.

The role of governments in leisure, sport and tourism, as in other fields, has evolved over time, and continues to evolve. Sometimes change comes about gradually, for example by means of Acts of Parliament authorizing additional government expenditure or establishing a new government agency. At other times change is dramatic, as in the dismantling of the communist regimes and the establishment of market systems in Eastern Europe and the Soviet Union during 1989–1990. But even when change is gradual, it is rarely achieved without controversy. Some groups gain desired services while others lose, because they are required to pay additional rates or taxes for services

**Table 1.3.** Public expenditure on leisure: England and Australia.

	National	State	Local	Total
<b>England 2007–08 (£ millions)</b>				
Broadcasting <sup>a</sup>	120		0	120
Heritage	174		60	234
Libraries	142		1,002	1,144
Museums and galleries	413		246	659
Other arts	496		349	845
Sport	177		1,023	1,200
Parks	20		906	926
Tourism	56		128	184
Other	58		100	158
Total	1,656		3,814	5,470
<b>Australia 2006–07 (AU\$ millions)</b>				
Broadcasting and film <sup>a</sup>	1,168	74	0	1,242
Libraries	130	386	620	1,136
Museums and galleries	257	498	464	1,219
Other arts	264	442	0	706
Sport	229	781	532	1,542
Parks	82	1,337	675	2,094
Other recreation	306	0	828	1,134
Tourism	62	544	106	712
Total	2,498	4,062	3,225	9,785

From England: Dept of Communities and Local Government; Australia: Veal, Darcy and Lynch (2013, p. 171).

<sup>a</sup>Australian figure includes total cost of public broadcasters, but UK equivalents are funded from licence fees, not included; at time of writing: AU\$1 = £0.50.

from which they feel they do not benefit, or because a facility or service is closed down. Some see particular instances of change as the fulfilment of political promises, others as a betrayal.

The role of governments in democratic societies is invariably contentious, and their role in relation to leisure, sport and tourism is not immune to this contention. Philosophy, political ideology and group interests come into play in the debate, as well as technical arguments about what the market and governments are and are not capable of doing. These philosophical, political and technical issues are also among the issues addressed in this book.

## FRAMEWORK

A very broad framework for viewing the leisure, sport and tourism service delivery 'system' is presented in Fig. 1.4. Such a systems approach is common in tourism studies (Pearce, 2012) but less so in leisure and sport. It is not developed in detail in this book, but is provided as an informal guide. It consists of five elements:

1. *The people/community*: individuals/households, viewed individually or as groups with common interests.
2. *Organizations*: public and private sector organizations involved in the provision and

regulation of leisure, sport and tourism facilities and services, including voluntary organizations, commercial companies and governments and their agencies, including elected and appointed members and senior and strategic management personnel.

3. *Leisure, sport and tourism facilities/services*: including their complement of line managers and 'frontline' staff.

4. *The environment*: the natural and man-made physical environment.

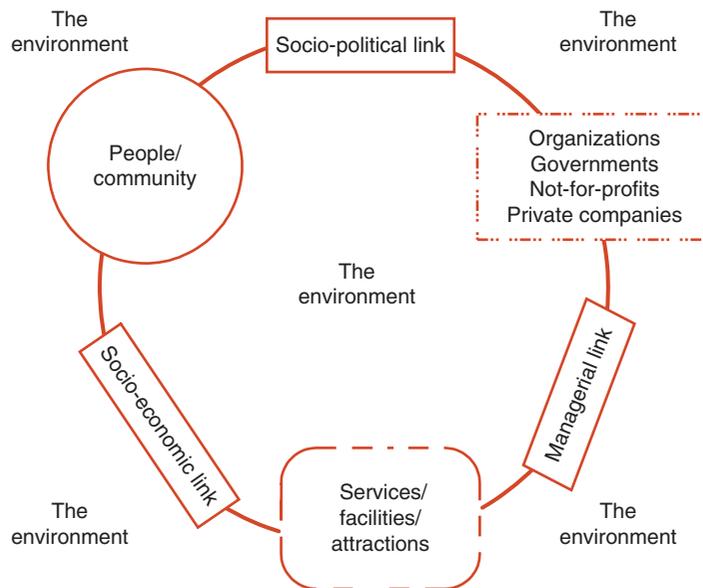
5. *Processes*: which link these various elements, including planning, marketing, political processes and the use, purchase and consumption of services, and which take place along the links labelled *socio-political*, *managerial* and *socio-economic*.

## PERSPECTIVE

The framework outlined above is *functionalist* in nature; in an informal way it uses the metaphor of a biological system or machine to represent

society, which suggests that society can function more or less smoothly when the various interacting elements behave in certain ways. This does not, of course, mean that smooth operation is guaranteed or automatic: the system can malfunction and smooth functioning to one group may be seen as malfunctioning to another. Chronic malfunctioning of the system results in unsustainability, an issue which has become particularly prominent in discussion of tourism in recent years. It should, however, be stressed that the framework is just a metaphor, an aid to thinking. It is illustrative of certain features of society only: it clearly cannot represent *all* aspects of society and their operation.

Even with these qualifications, functionalist approaches have been subject to considerable criticism by theorists and commentators (see Resources section). A number of theoretical positions in the social sciences see contemporary society as being chronically dysfunctional, and rife with conflict and division. This view reflects emancipatory philosophies, such as Marxism and some radical



**Fig. 1.4.** A social, political and managerial framework for viewing leisure, sport and tourism service delivery processes.

forms of feminism, which call for fundamental changes in the way society is organized – in particular the wholesale replacement of capitalism, or the mixed economy, by some alternative socio-political or economic system, as discussed in Chapter 2. Such perspectives see little point in the development of practices that seek to improve the operation of the existing, fundamentally flawed, system.

It is a premise of this book, however, that contemporary Western society is, on balance, more functional than dysfunctional. Clearly it does not function anywhere near perfectly and it does not function automatically, but only as a result of the considerable efforts of many people and organizations. It must also be recognized that the system involves a number of tensions and mixed blessings. For example, the extraordinary productive power of capitalism produces considerable threats to the environment; and the very basis of the system – private investment, risk and reward – produces great disparities in income and wealth that welfare and income redistribution policies only partly ameliorate. A *functional* world is therefore not the same as a *perfect* world. In this book, it is assumed that governments have a legitimate role in seeking to improve an imperfect system and that part of that role involves a concern for the provision of leisure, sport and tourism services and the provision of a planning and regulatory framework for the delivery of many of these services. This is the focus of the book.

Another theoretical perspective that would raise doubts about the value of many of the practices advocated in this book is postmodernism, a view of contemporary society which appears to reject a consensus idea of social progress. In this book, it is assumed that society can indeed progress and improve through incremental change, even though views may differ about what constitutes progress and improvement. Furthermore, there are institutional structures that, while far from perfect, are capable of achieving and accommodating such change or can be reformed to do so. Any

other position would, arguably, be hypocritical, since there would be no point in developing public policy and planning procedures of the sort put forward in this book for a society that was seen as requiring radical or fundamental change or where the ideas of progress or improvement were meaningless. The ‘reformist’ stance should not, however, be interpreted as being complacent or simply supportive of the status quo. There is a continuum between, at one extreme, a conservatism that sees little need for change of any sort and, at the other extreme, a radicalism that wishes to see the system completely dismantled and replaced. This book occupies the middle ground; it presents analytical tools designed to achieve improvement in the well-being of communities, in terms of supporting human rights, improving health and well-being and achieving greater equity as well as efficiency.

In Chapter 5, a wide range of differing views is explored concerning the appropriate role of the state, from complete state control to a minimalist, ‘roll back the state’, view. This book is predicated on a middle-road perspective. The stance is broadly consistent with traditional social democratic ideals (Veal, 1998). The environment in which leisure professionals in the Western world work is a basically capitalist one, but a strong and essential role is played by the state, and part of that role is legitimately concerned with the provision of leisure, sport and tourism services. That role can be enhanced, and society benefited, by the exercise of certain analytical skills which are directed at a better understanding of community demands and behaviour and their more effective and efficient satisfaction and facilitation.

The development of the public sector of leisure, sport and tourism has not been the result only of the actions of elected governments. Professionals involved directly in the area have also been influential. Professionals work as public servants at international, national, regional and local levels – sometimes referred to as the *state bureaucracy* – and for the private and not-for-profit sectors, and in academe. There is

also a substantial involvement of professional consultants in the field, who are often engaged by public bodies to conduct policy and planning studies, and who may be former public sector employees or academics and may be either small operations with one or two employees, or large, multi-disciplinary, possibly international, organizations. These professionals conduct the research and establish the terms of discourse in the field and they produce the reports and policy recommendations that are generally the basis of political decisions. Some of them are responsible for implementing the decisions and managing the facilities and services, or imposing the regulations that ensue, or, in the case of academics in particular, evaluating and critiquing the outcomes. Considerable power is therefore exercised by such professionals. This text is concerned with the knowledge and skills they bring to their tasks.

Hemingway and Parr (2000) argue that there are three types of relationship between knowledge and professional practice. In the *traditional* relationship, knowledge is generated by the science/research community and transmitted to practitioners to provide the basis for practice. In the *personal* relationship the professional develops his or her own body of knowledge from practical experience, on the basis of 'what works'. In the *critical* relationship the value of knowledge and practice is evaluated against key normative criteria, such as development or emancipation. The field of leisure, sport and tourism policy making and planning could be said to involve all three of these relationships and this book seeks to draw on and relate to all three.

Finally, we should be clear about the use of the term 'practice' in this book. A number of texts exist which are concerned with *leisure management* – where the emphasis is primarily on the efficient and effective operation of facilities and services once they are established. This text is concerned with the prior stage of formulating policies and plans and evaluating their implementation as an input to further policy and plan formulation. It is, of course,

recognized that it is not always easy to draw a precise line between these components of practice, especially when discussing services as opposed to facilities.

## CONTENT AND STRUCTURE OF THE BOOK

The contents of the rest of the book can be summarized as follows.

### Part I: Society, Politics, Policy and Planning

In Chapter 2, competing ideas about the right and proper role of the state in society, and in relation to leisure, sport and tourism in particular, are examined from the point of view of various political ideologies.

Chapter 3 examines a number of basic concepts, such as wants, needs, demand, benefits and participation, which are widely used – and misused – in discussions of leisure, sport and tourism.

Among the most widely accepted roles of governments are the duty to uphold and protect the rights of their citizens. In Chapter 4, therefore, the status of leisure as a human right and a right of citizenship is examined.

In Chapter 5 the ideas of *mainstream economics* on the role of the state are examined, since they underpin much of the thinking from the centre-left to right of political thought, and provide the basis for economics-based analysis of state activities.

### Part II: Planning Frameworks

Chapter 6 provides an introduction to government processes and public decision-making processes. Chapter 7 critically examines the various generic models of policy making and

planning, while Chapter 8 evaluates a number of approaches to leisure and tourism policy-making and planning. Chapter 9 presents one particular leisure planning model – the U-Plan system – which is based on the key concept of participation.

### Part III: Planning Tools

This part of the book outlines a number of specific tools used in planning and policy making: consultative methods and processes concerned with stakeholders (Chapter 10); facility/service auditing in regard to capacity (Chapters 11–12); and demand estimation and forecasting (Chapter 13).

### Part IV: Evaluation

Here we consider evaluation methods, of an economic nature, namely cost–benefit analysis and economic impact analysis (Chapter 14) and more general performance appraisal (Chapter 15).

### Part V: Sectors, Groups and Issues

Throughout the book there is a tendency to deal with leisure, sport and tourism as a whole, whereas, in fact, these sectors consist of a number of very different activities and industries. We also deal with the public or the community as a whole, although it consists of numerous disparate social groups with differing resources, demands and tastes. Chapter 16 therefore discusses particular leisure sectors: sport and physical recreation; the arts; outdoor recreation in natural areas; urban outdoor recreation; and tourism. Chapter 17 features particular social groups defined by: gender; ethnicity; disability; income; and age – children, youth and the elderly. Chapter 18 is a new chapter in this edition, discussing a number of issues and challenges facing leisure, sport and tourism.

## SUMMARY

In this chapter it is noted that, while sport and tourism can be seen conceptually as primarily forms of leisure, there are significant differences between leisure, sport and tourism and between leisure studies, sport studies and tourism studies. They do, however, have enough in common to be considered in one book.

While marked changes took place in the balance between the public and private sectors in the last couple of decades of the 20th century, the public sector remains a significant force in the planning and provision of leisure, sport and tourism services in most Western countries.

Government activity is viewed in a ‘systems’ context, involving: (i) the public as consumers, clients and members of the political system; (ii) public, commercial and non-profit sector organizations; (iii) facilities and services planned and managed by organizations; (iv) the surrounding physical environment; and (v) the planning, marketing and political processes which connect the first four components.

While recognizing the need for critical analysis of the rationale for government activity, the book is premised on the belief that public sector activity designed to ensure certain leisure, sport and tourism services in the broad context of a market economy is legitimate.

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- Political behaviour: Leisure: Coalter (1988), Bramham *et al.* (1993), Henry (2001); Sport: King (2009, p. 64–66); Tourism: Hall (1994).
- Critiques of functionalism: Leisure: Wearing (1998, p. 1–21); Sport: Gruneau (1999, p. 140, note 32), Jarvie (2006, p. 23); Tourism: Cohen (1996, p. 92).

- Leisure/sport as a social service: Coalter (1988, 1998, 2000), Nicholson and Stewart (2013).
- Sport as a business: Noll and Zimbalist (1997), Jeanrenaud and Késenne (2006).
- Systems frameworks: Tourism: Mill and Morrison (2006, p. 1–7), Pearce (2012).
- History of leisure/sport/tourism policy: Leisure: Bailey (1979), Cunningham (1980), Henry (2001); Sport: Stewart *et al.* (2004), Bergsgard *et al.* (2007); Tourism: Dredge and Jenkins (2007), Edgell and Swanson (2013).
- Regulation: Alcohol consumption: Critcher (2011); Gambling: Veal and Lynch (1998), West and Austrin (2011).
- Professions in leisure, sport and tourism: Coalter (1988, p. 177–180), Henry (2001, p. 147–160), Yule (1997).

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