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Siyadlala delivering community sport in Gauteng: Delivery and uptake

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Abstract

The paper reports on an impact assessment of the Siyadlala (community mass participation programme) offered in the different Gauteng clusters. Underpinned by a management systems approach, the strategy and delivery model was traced through case study analyses of one hub per cluster (including Westbury, Ratanda, Tembisa, Onverwacht and Munsieville). This entailed the profiling the hubs, strategic partnership and 'uptake' by staff and participant to provide evidence for strategic decision-making. A Participatory Action Research framework informed a multimethod approach, with questionnaires completed by 20 staff members, 79 secondary and 63 primary school participants. Nineteen managers were interviewed and 88 research participants from the different service constituencies (e.g. stakeholders, staff and participants) took part in focus group sessions. The events-driven model, stakeholder collaboration and youth development foci (for poverty-alleviation) delivered relatively high levels of participation (11 200) according to the size and locality (rural versus urban). School holiday programmes mostly afforded secondary school children access to safe spaces and various social (including life skill) benefits, while primary school children experienced improved social relationships and recognition. For contract workers, the lack of access to quality resources, the centralised governing system, implementation-focused training and *ad hoc* stakeholder participation limited their changes for meaningful upward social mobility and career opportunities associated with poverty alleviation.

Keywords: Community sport, mass participation, sport-for-all, stakeholders, social impact.

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Introduction

The *Siyadlala* Programme, launched in 2004 as the flagship sport mass participation project of Sport and Recreation South Africa, has over the years transferred to provincial ownership. Provinces in South Africa are implementing it according to their own vision, priorities and strategies, while still adhering to the initial national focus of 'community empowerment' and 'poverty alleviation' (Burnett, 2010). The continued developmental focus has positioned it as a sport-for-development initiative, in addition to also providing scope for contributing to the development of sport and sporting talent through a broad 'catchment area' (Collins, 2008).

Inherent in a top-down delivery system (Mintzberg, 2006), the policy framework for sports development demonstrates what Girginov (2008: 278) refers to as "systems thinking ... [that] implies a holistic approach to sports development and that change in one part of the system triggers changes all over the whole". It is thus underscored by linear causal thinking that poses unitary logic and particular delivery model that would inevitably translate into particular outcomes, including an increase in participation, socio-economic empowerment and political transformation as encapsulated by different modes of governance (Parent, 2008).

Particular models will inevitably deliver on different outcomes, while good practices emanating from such models may lead to shared learning and duplication in similar settings. However, the contextual complexity should not be underestimated: certain inputs or investments might follow a differential 'throughput' process that could have some intended and unintended consequences. This complexity and community "uptake" is complex (Huicho, Dieleman, Campbell, Codjia, Balabonova, Dussault, & Dolea, 2010), as each site comes with different dynamics, needs and priorities at the local level of engagement (Vermeulen & Verweel, 2009). This paper aims to put the "complexity" back into the understanding of community sport delivery as it finds a causal relationship between cause and effect (Coalter, 2010; 2011).

Programme strategy and delivery

Early in 2012, the *Siyadlala* Mass Participation Programme aimed at significantly increasing sport participation among disenfranchised populations such as people from low socio-economic backgrounds, girls and women, the elderly and people with disabilities, while training contract workers (unemployed youth) for coordinating the programme in various communities, hubs or community structures, operated from community sport facilities. The 50 hubs in Gauteng Province, situated in five geographically distinct clusters, namely in the Centre, South, East, West and North clusters, spread across 28 municipalities.On average, a Senior Coordinator managed three contract workers and liaised with various local stakeholders and representatives of different community-based structures involved in the provision of sport and recreation to various sectors of the community.

The community penetration of hubs aimed to cooperate with other structures and partners, such as other government departments (such as Department of Health, South African Police Service and Department of Social Development), Sport Federations (particularly the South African Football Association's local structures), the non-government sector (e.g. LoveLife) and schools. Each hub had to coordinate a system of service delivery through strategic alliances. *Siyadlala* staff played an enabling role of management and coordination of

different programmes and stakeholders. They ensured multi-agency collaboration and aimed at minimizing parallel service delivery within a community. In some instances, staff members continued to implement programmes if no other service provider was available. Aerobics became a popular activity, especially among elderly women.

The principle of inclusion and open access to all participants serves to make this a sport-for-all initiative as much as it aims to address "social ills" (sport-for-development) and extend sport experiences for participants in competitive leagues. The *Siyadlala* calendar in 2012 had an events-driven approach with the following activities:

- Carnival in April, including a street parade, dancing, music making and painting
- Aerobics Marathon in May
- Indigenous Games Festival at cluster level in June
- Sport festivals in June and July for sports such as soccer, volleyball, netball, cricket, basketball, pool and table tennis
- School holiday programmes for multiple sports, arts and cultural activities, including coordinating the participation of other stakeholders to deliver services in March/April, June/July, October and December
- Women's month activities in August, including a beauty pageant, dancing, poetry and entertainment
- Golden Games in September for senior citizens
- Cultural explosion in December, including dancing, poetry, drama and music
- Other activities, including assisting in races (e.g. marathons and community races), adventure or leadership camps and various programmes at schools (e.g. assist with tournaments). During school holiday programmes, other stakeholders collaborated to deliver life-skills programmes, health education or anti-crime messages (police forums).

According to the Senior Sports Officer, at district level and the Assistant Recreation Officer, all hubs are operating from the different sport complexes, mostly positioned in close proximity to schools and public facilities. A signed Memorandum of Understanding with the local municipalities stipulates that the municipality staff will be responsible for the management of facilities and management of their own programmes, whereas the *Siyadlala* staff would mainly focus on facilitating mass participation, liaising with local stakeholders and offering events for optimal community participation.

The impact was assessed towards the end of 2011 to establish the effect (retrospective impact) of the *Siyadlala* delivery model in five of the key hubs

identified by the Gauteng Department of Sport, Recreation, Arts and Culture – one in each cluster, namely Westbury (Central cluster), Ratanda (South cluster), Tembisa (East cluster), Onverwacht (North cluster) and Munsieville (West cluster). This entailed the profiling the hubs, tracing the service delivery sector, strategic partnership and "uptake" by staff and participant to provide evidence for strategic decision-making (Burnett & Hollander, 2006).

Methodology

An explorative research method was adopted, and it traced impact in a retrospective manner (asking research participants to reflect on their experiences and programme effects). It followed a Participatory Action Research (PAR) approach to capture trends and quantifiable effects, as well as narratives for indepth qualitative data (Frisby, Reid, Millar & Hoebel, 2005).

The complexity of context provides information at different levels of engagement, namely the micro-level (individual development and relationships), meso-level (e.g. social institutional level such as a school or club) and macro-level (constituting a policy framework and structures) (Burnett, 2009; Raffo, Dyson, Gunter & Kalambouka, 2009). A literature study, which is integral to scientific inquiry, rendered valuable insights into youth development and community sport programmes (Duerden & Witt, 2010; Weiss & Wiese-Bjonstal, 2009).

The methodology entails the following methods and sample as adapted from the S·DIAT:

- "General" questionnaires (programme delivery and experiences) completed by 20 *Siyadlala*contract workers; 79 secondary school participants (55 boys and 24 girls); and 63 primary school participants (33 boys and 30 girls).
- Interviews with 19 managers and staff from all hubs, as well as a centre manager and school principal from Westbury in addition to provincial staff representatives (n=2).
- Focus groups with 88 research participants 25 staff members, 8 elderly participants (Onverwacht and Tembisa) and 47 school-going children, ranging between 5 and 10 per hub: Tembisa 4 boys and 6 girls, Munsieville 5 boys and 7 girls, Onverwacht 8 boys and 3 girls, Westbury 6 boys and 4 girls, Ratanda 2 boys and 2 girls. Eight stakeholders were also available for focus group sessions 4 at Onverwacht and 4 at Westbury.

A purposive sample of research participants completed different methods and ensured that the different research participant cohorts delivered comparative data (Pike, 2013). Quota sampling for different types of research participants, ensuring representation of different categorical variables such as gender and age

according to the time of activity presented at the different hubs. Implementers mainly refer to staff, the majority of whom were contract workers. Collecting different data sets contributed to enhanced validity and triangulation.

Results

Several deviations from the prescribed delivery mechanisms and strategy exist as evident in the different **hub profiles**:

At the **Westbury** hub, a Senior Activity Coordinator manages three contract workers and liaises closely with staff from a local fitness club, situated on the same premises, which they also share with the sport section and staff of the local authority. Being next to a soccer stadium, they assist in presenting events for soccer clubs and local schools that use it for their athletic meets. Staff support each other in offering school holiday programmes, in which they offer activities like swimming, rugby, football, netball and athletics. They regularly invite other government departments to the holiday programme and maintain good relations with a previous Activity Coordinator, who assisted as a member of the local Police Forum. One contract worker offers physical activities at his previous high school for several weeks per year.

The strategy of stakeholder collaboration and assistance from the government sector was highly appreciated from the management of the 'community gymnasium':

They provided us with advice and leadership for structuring the gymnasium. They also provided us with 10 steps and sponsored 16 medals ... We appreciate their advice and them motivating us. They taught us about running the gymnasium and assist us getting an interim committee together. They helped a lot with sorting things with the council structure.

The experience of delivering physical activities for Life Orientation lessons at the local school and assistance with athletes had reciprocal benefits for the contract worker, who utilized the experience to build a portfolio of evidence for an enhanced employability status. He said that coaching the athletics team of 25 athletes, "including 6 girls who performed very well at the provincial competition" motivated him and gave him prestige.

At **Onverwacht**, several other programmes were considered particularly valuable, as they addressed the needs of the most vulnerable populations within the community or state institutions. Programmes held in high regard by the management include the Prison Programme, where soccer legends offer a league at the Zonderwater Correctional Facility, an aerobics club for the elderly, train 40 squad leaders for the Mamelodi soccer tournament and also train drum

majorettes. Programme integration was a key strategy, such as in the case of having a critical mass of programmes aimed at answering the needs of the elderly. In addition to their participation in aerobic classes, women also sew costumes for the Carnival under supervision of the Senior Activity Coordinator (then appointed as Carnival Coordinator), and thereby earn much-needed income. Members of the same group trained together for the Golden Games, and strong friendships developed. They bonded as a group and continued involvement in public programmes led to a sponsored trip (PUTCO, a transport company and the Mayor) for 75 to Durban. They also went out on another excursion to the Johannesburg Zoo. The elderly reported social and health benefits as expressed by one of the participants:

Before I participated in the aerobics, I couldn't reach my socks after my neck operation. Now I can put my socks and shoes on without difficulty ... my wife and the other women like to socialize and I also bonded with the other male member – we have become friends.

Club development assistance for local netball and soccer clubs has the potential to induce closer collaboration, but the lack of facilities (currently the soccer and netball facilities are unusable due to long grass and poor surfaces – 'almost beyond repair') limited the offering sports at the centre, as the school holiday programmes took place at another venue, a few kilometres away. However, library staff also assisted in offering indigenous games and 'story times' for primary school learners during the school holidays. The focus on the training of staff (e.g. coaching, event management, administration and experiences in community work) contributed to opening career paths for contract workers. During the past five years, eight found employment in government departments (e.g. Youth Development, Rural Development, SAPS and Zonderwater Correctional Services) and thus acquired transferable skills during their contract period with the *Siyadlala* programme.

At **Ratanda**, the contract staff members had offices at the community hall (equipped with a few table tennis tables), which was also the venue for the Extended Public Works Programme. Staff offered recreational and sport activities at two other locations, where soccer, netball, volleyball and indigenous game activities prepared community members for competitive participation (e.g. LoveLife Games). The contract workers assisted with the coordination of activities for other government departments, including the local government (assisted with events), Social Services (provided training in aerobics), centres for the elderly and disabled (pre-event training for the Golden Games, Spirit Games for wheelchair basketball, and indigenous game festivals respectively). They also coordinated dance and drama competitions (even taking part in the 2011 gymnastrada in Switzerland) and supported gumboot-dancing performances, organised fundraising and marketing dance performances where dancers could

earn up to R350 an hour. Sixty runners competed in the Soweto Marathon, while others participated in different community races. Various agents, including SANGA gave talks about drug abuse and prevention during school holiday programmes.

The **Munsieville** hub was mostly engaged in coordinating participation for the OR Tambo Games, as well as Ward Games – the main programmes offered by the local municipality as coordinated by SALMA (South African Local Municipality Association). Except for an aerobics programme offered in the change rooms, *Siyadlala* staff did not offer regular programmes but rather focused on mobilizing community members to participate in *Siyadlala* events, and assisted in managing the community facility.

Due to insufficient "functional facilities", as the netball field and cricket pitch were in need of repair, the tennis courts were under-utilized and competitive soccer teams mainly (over)used the one soccer field. Competitive soccer teams, such as the Silver Star League (sponsored by the local casino), a team in the Castle League and one in the Metropolitan League mainly practise or play their games on the pitch, leaving many of the 50 000 community members without access to sport facilities, even without access to suitable open play spaces. Staff members assisted with the training and registration of a netball team and two other soccer teams, and officiated at athletic competitions on (informal) requests from local schools. They facilitated the participation for dance and drama groups like the Pantsula Dance Group and Kwatsha dancers, who took part in the Carnival (offered by the Provincial Department of Sport, Recreation, Arts and Culture).

Pre-event training in indigenous games, netball soccer and cricket took place at the facilities of Ikageng Community Home-based Care (an organization that also organizes food parcels for the needy), whose staff reciprocated by assisting in school holiday programmes. *Siyadlala* staff members assisted them with after-school sport activities for about 218 OVCs (Orphans and Vulnerable Children – from very young children to about 23-year-olds). Other stakeholder collaboration included HIV-prevention talks (Department of Social Development), safety and anti-crime talks (Community Police Forum), assisting local government with the Community Waste Programme and liaising between local government and the community.

From the head office at the multi-purpose centre in the Emkhathini Section, the **Tembisa** hub covered a vast area by serving seven communities through various satellites. They recruited children from about 50 local schools to participate in community sport programmes. In addition to the prescribed events, the staff also facilitated sport clinics and workshops (as "break-aways for the sports and arts community to interact"). They regularly offered a 'grannies' (aerobic)

programme whose participants were highly appreciative "having their blood pressures checked", "feel more healthy and energetic" and "cope better for sharing their problems with others" (according to participants). They mostly collaborated with the government Communication and Information Services (GCIS) and the Ekurhuleni Metro Council Health Department (for the Golden Games and displays). They also offered regular aerobic activities to senior citizens and adult women, who paid a monthly fee of R20 for purchasing materials to make and sell arts and crafts.

Due to the delivery model of facilitation of stakeholders and events, rather than the regular implementation of programmes, most of the impact or effect relates to the 'reach' and wider community participation. According to the relative size (number of satellite hubs) and locality (urban versus rural), the collated number of 11 200 participants of events differs significantly. Tembisa, with 78 wards, had the highest number of 7 000, followed by Ratanda (1 780), Munsieville (1340), Westbury (832) and Onverwacht (228).

The total number of participants per sports code demonstrates that the programme mainly addressed a gap in the market by facilitating netball participation for girls, compared to football offered local clubs (Figure 1).

Other sports offered were mostly recreational (e.g. table tennis), and focused on assisting schools or recruiting participants for events (e.g. athletics). It should also be understood that most of these activities across hubs (except aerobics) and football offered at the Zonderwater Correctional Services were mainly implemented by other service providers with holiday programmes partly offered by *Siyadlala* staff.

The *social impact* at the individual (micro-level) is mainly reflective of the provision of participation opportunities in safe spaces, social interaction and socialisation with friends and access to information and activities for participants. For contract workers it was about access to socio-economic empowerment (e.g. earning a stipend) and becoming more employable. The following figures provide an overview of these perceived benefits from the participants and contract staff members.

Most *contract staff* members (53.3%) have volunteered in three or more programmes that provided temporary employment, as 56.3% have been involved in *Siyadlala* for less than one year. Their education levels vary, with 55.0% having matric and 35% have post-matric qualifications. Most (73.3%) enjoyed coaching and reported being "very" confident (68.4%), with less (36.8%) viewing themselves as "strategically effective", having mostly been exposed to coaching and programme implementation.

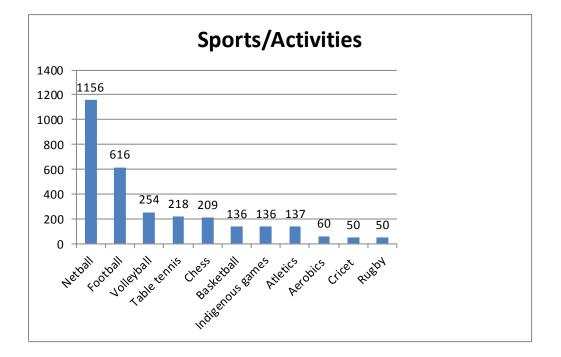


Figure 1: Number of participants per sporting code or activity

Primary and secondary school participants who took part in various holiday programmes prioritised having access to safe participation and recreational activities, with health, life-skills and relationship benefits (see following two figures).

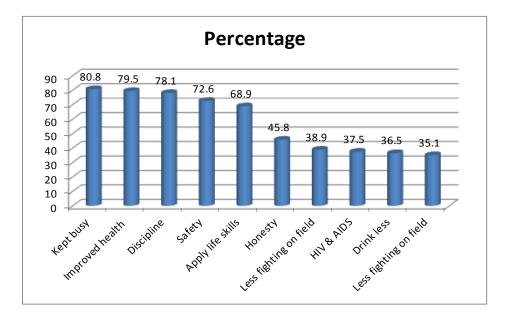


Figure 2: Benefits reported by secondary school respondents

From these results it is clear that relatively more participants (68.9% and higher) indicated preventative measures (being kept busy), improved physical health, discipline, and practice or travelling in a safe space, as well as being able to apply life skills in everyday life as most beneficial. It seems more difficult for *Siyadlala* and active participation in sport, physical activity and other *Siyadlala* activities to reduce or affect manifested patterns identifiable as deviant.

The majority of primary school participants did not indicate health-related benefits, but mostly favoured relational issues, social and sport skills as a result of their participation in *Siyadlala* activities (Figure 3).

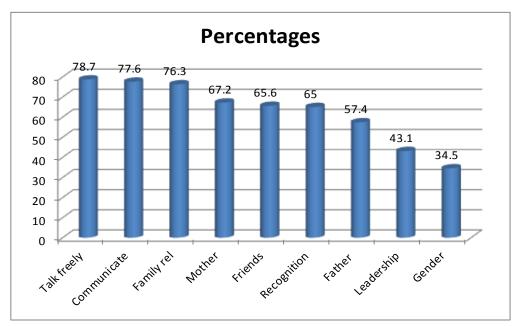


Figure 3: Benefits reported by primary school respondents

Being able to "talk freely" (n=48, 78.7%) also relates to benefitting by gaining confidence to communicate (n=45, 77.6%) as the main benefit. Family relations (n=45, 76.3%), and support from a mother (n=41, 67.2%) and father (n=35, 57.4%), as well as making friends (n=40, 65.6%), were perceived benefits. Gaining recognition as a player (n=39, 65.0%) and being afforded opportunities to develop leadership (n=25, 43.1%) are also among the benefits identified by primary school learners. They had less opportunity or interest in playing with opposite-sex peers, and thus a small percentage reported improved "gender relationships" (n=19, 34.5%) compared to secondary school participants (n=40, 54.1%).

Discussion and conclusion

The event-driven approach does not translate into regular activity and minimizes the impact, as 'nothing really happens with the participants after the event'. However, the approach of facilitation mainly translates into meso-level impact in terms of a degree of *community support* and affording existing teams and schools access to various events and holiday programmes where food is also a key attraction (especially in the absence of the school-operating feeding scheme). It also afforded participants access to adult supervision, coaching, competitions and safe spaces as positive elements of youth sport programmes (Duerden & Witt, 2010; Kidd, 2011). The integration of life-skills interventions from the various local stakeholders not only provided learners access to educational material and information, but addressed a level of inequality by bringing information and services to the most vulnerable of populations. The life-skills effects and relationships reported by the participants provided proof in this regard. The irregularity of events and involvement of different target groups mainly facilitated social bonding of existing groups (micro-level), whereas stakeholders collaborated rather than established enduring networking and integrated service delivery beyond a particular initiative (e.g. holiday programme).

Programmes offered positive *recreation* and leisure time engagement ("keeping us busy prevents us from loitering in the street and getting involved in crime") as communicated by focus group participants in Munsieville. Preventative measures of potential risk behaviours such as drug abuse, "train surfing" (reported in Tembisa) and *psychological benefits* in terms of receiving acceptance and recognition were viewed as powerful "antidotes" (Vermeulen & Verweel, 2009; Weiss & Wiese-Bjornstal, 2009). Providing sites for forging social interaction and forming *relationships* is highly beneficial for children who were highly dependent on the recognition and acceptance of peers (from the same and opposite sex), as well as receiving parental approval and support for participation (particularly primary school learners). Contract workers bonded and supported each other in the search for employment and when in need. This resonates with the findings of Cuskelly (2008), who provided evidence of the formation of personal connections through continuous volunteering in the sport sector.

From a *human capital* perspective, the main challenge for contract workers, who were highly dependent on the stipend, continued to experience high levels of vulnerability due to the limited duration of contracts. Another challenge faced by them related to the type of training offered, as well as the focus of capacity building and experience that had limited transferability outside 'community work' or sport coaching and administration. This negatively affected the ability of contract workers to find employment or career pathways outside the NGO or government sectors.

The challenge of access adequate *resources* such as good-quality facilities, lack of access to school children for regular sport provision and not being able to facilitate a synergy between service providers at the local levels (as silos still exist), diminished the potential smooth synergies and strategic partner collaboration. Limited and cancelled budgets for holiday programmes (post-2010 when the FIFA World Cup drained provincial budgets), complicated service delivery, which is the key system in the *Syadlala* delivery model.

Within the facilitating and coordinating role of *Siyadlala* contract workers, the issue of accountability came under scrutiny, as they did not operate in a particularly *enabling environment*. They could not access multi-year contracts and did not receive clear outcome indicators for delivery. They had to 'make do' with forging informal relationships based on the 'good will' and needs of other stakeholders, who would inevitably place their own agendas first and negotiate collaboration on their own terms.

Although promoting a sport-for-all agenda, the diverse nature of programmes, blurred mandates and lack of local stakeholder synergies, in addition to highly centralised contractual resource dependency, did not address the priority needs of communities at large. This is often the case with ambitious community programmes striving to achieve community integration and transformation. Such programmes require adequate quality resources and special programmes of critical mass and foci that would ensure regular and sustainable participation directed by clear strategies and measurable outcomes. Mass participation programmes can be designed and resourced to deliver societal outcomes, otherwise the outcomes are merely spin-offs of broad-based activities.

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