CHAPTER 2
GOVERNMENT, POLICY AND SPORTS ORGANISATIONS IN MALAYSIA

In Malaysia, there has been growing government awareness of and involvement in sport: both sport for all and high performance sport. In order to appreciate the extent of government involvement and understand the sport for all context in Malaysia, it is important to scrutinise the structure of government, the policy making process and the organisation of sport in the country. The policy process framework provided in this chapter will be used to evaluate the sport for all component of the National Sports Policy (1988) in the final chapter.

Government Structure in Malaysia

Malaysia, comprising thirteen states and two Federal Territories, gained independence from the British on 31 August 1957. After independence, Malaysia promulgated a Federal Constitution which Harding (1996) noted is a "unique expression of the country's varied culture and history" (p. 47) and purports to be the supreme law of the Federation. The Malaysian government is based on the concept of parliamentary constitutional monarchy with a federal government structure that is made up of three components, namely the legislature, executive and judiciary.
The Legislature

Legislative authority in Malaysia is vested in Parliament and the State Legislative Assemblies.

Parliament

Parliament is bicameral. Besides the Yang di Pertuan Agong (the King), it is made up of the Dewan Rakyat (the House of Representatives) and the Dewan Negara (the Senate).

The post of the Yang di Pertuan Agong is rotated every five years between the nine state rulers. The states of Malacca, Penang, Sabah and Sarawak do not have rulers but governors who are appointed every four years by the Yang di Pertuan Agong. The role of the Yang di Pertuan Agong as part of the legislature is very limited and he acts on the advice of the Parliament and the Cabinet.

According to Harding (1996), the Dewan Rakyat, which is popularly elected, is the most important element of Parliament. Not only does virtually all government legislation commence at the Dewan Rakyat, but almost all important debates are held there. One of the main functions of the Dewan Rakyat is to legislate by considering and passing bills. The bills that are passed are then transmitted to the Dewan Negara.

Milne and Mauzy (1978) noted that although in theory a private member could introduce a bill, in practice the Government introduces all bills. According to them, the Dewan Rakyat also provides a forum in which government policies can be stated and debated.
The Dewan Negara is made up of members elected by the Legislative Assemblies of the 13 states as well as members who are appointed by the Yang di Pertuan Agong, on the recommendation of the Prime Minister. According to Article 45 of the Constitution, the Yang di Pertuan Agong elects members from among those who “have rendered distinguished public service or have achieved distinction in the professions, commerce, industry, agriculture, cultural activities, or social service, or are representatives of racial minorities or are capable of representing the interests of aborigines”. The Dewan Negara can only delay, but not block legislation that has been passed by the Dewan Rakyat.

The power of Parliament to make laws is exercised through bills that are passed by both Houses and assented to the Yang di Pertuan Agong. Every bill must be “read” three times in each House before it can be passed on for endorsement.

State Legislative Assemblies

Each state has its own elected Legislative Assembly. The powers of the State Legislative Assemblies are limited and their role in the government is comparatively small. According to Milne and Mauzy (1978) most State Legislative Assemblies meet about four or five times a year and meetings are normally short except for the budget debate.

The Executive

Although the Yang di Pertuan Agong is the nominal head of the executive, the Prime Minister and the Cabinet are the real executive.
Prime Minister

The Yang di Pertuan Agong appoints a Prime Minister who is the leader of the party with the majority in Parliament. Since independence, Malaysia has been ruled by the Barisan Nasional (National Front) which is made up of a coalition of political parties.

Cabinet

The actual government of the country is in the hands of the Cabinet. The Cabinet is a council of ministers who are appointed by the Yang di Pertuan Agong to advise him in the exercise of his functions. The Cabinet, which is chaired by the Prime Minister, is made up of members of Parliament. The Cabinet is collectively responsible to Parliament, which in practice means the Dewan Rakyat (Milne & Mauzy, 1978). Harding (1996) added that collective responsibility is important and all Cabinet members are required to expressly support all Cabinet decisions.

The Cabinet is responsible for drawing up national policies. However, Abdul Aziz Zakaria (1987) stressed that only matters that are deemed important by the Minister are discussed in Cabinet. Cabinet meetings are informal and all discussions are secret.

The Judiciary

Judicial power in Malaysia lies with the Supreme Court, the High Courts and the Lower Courts, which comprise the Sessions Courts, Magistrates’ Courts, Juvenile Courts and Penghulu’s Courts. The Supreme Court is the final court of
appeal. The High Court handles serious criminal offences such as murder, drug trafficking and kidnapping, and civil cases that involve large sums of money. The Sessions Court has jurisdiction over all offences other than offences punishable by death. Several civil matters are also outside the jurisdiction of the Sessions Court, for instance matters relating to divorce, bankruptcy, injunctions and enforcement of trusts. The Magistrates’ Courts operate in major towns throughout the country, and they determine minor matters that do not usually involve sophisticated legal analysis. The Juvenile Court has jurisdiction over offenders between the ages of 10 and 18 years. The court has jurisdiction to try all offences except those punishable by death. The Penghulu’s Court is presided by a Penghulu or Headman appointed by the state government. The Penghulu settles local disputes informally.

Public Policy

In his book “Policy analysis: what governments do, why they do it, and what difference it makes”, Dye (1976) succinctly defined public policy as “whatever governments chose to do or not to do” (p. 1). In Malaysia, the government forms public policies to state its goals and objectives on a particular subject (INTAN, 1991). Once a policy is formed, it is possible to make plans to achieve its goals and objectives. In the case of the National Sports Policy (1988), the policy’s objectives included raising the standard of sports in the country as well as to encourage mass participation in recreation and fitness activities.
Policy Analysis

Dye (1976) explained policy analysis as simply "the description and explanation of the causes and consequences of government activity" (p. 1) and according to Dunn (1994), it includes investigating the causes, consequences, and performance of public policies and programmes. Dunn (1994) also felt that policy analysis includes policy evaluation as well as policy recommendation. Gray and Jenkins (1983) added that analysis is needed to establish and manage better policies. According to them, even the best policies are of little value unless they are delivered and good management is insufficient if policies are inadequate. Dye (1976) stressed that policy analysis should focus on government activities, and not government rhetoric. In order to analyse policy, C. O. Jones (1970) came up with a framework for systematic examination of policy making and policy administration in the United States. Nevertheless, he suggested that the framework could be used to analyse policy in other nations as it was not culture-bound. Therefore, it is possible to apply C. O. Jones' (1970) policy process framework to the National Sports Policy (1988). C. O. Jones’ (1970) policy process framework as shown in Table 2 consists of five systems, namely problem identification, formulation, legitimation, application and evaluation.
Table 2


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Problem Identification

The first system in C. O. Jones' (1970) policy process framework is problem identification. In the case of the National Sports Policy (1988), the identified problem was that Malaysian athletes had been achieving little success at international events and Malaysians were unhappy with the situation. According to the then Secretary General of the Ministry of Culture, Youth and Sports, Abu Bakar Mohd Said (1987), the existing guidelines at that time were inadequate in getting commitment and co-operation from all sectors in achieving sporting success. The motives for government involvement in sport for all are discussed in Chapter 3.

Formulation

The next system in C. O. Jones' (1970) policy process framework is formulation. After identifying the problem, which was the disappointing performance of Malaysian athletes at international events, steps had to be taken to remedy the situation. The then Minister of Culture, Youth and Sports, Mohd Najib
Razak, initiated a National Sports Congress at the Genting Highlands on 12 and 13 January, 1987, which was attended by 216 participants from various sports organisations. They included representatives from the Ministry of Culture, Youth and Sports; state Culture, Youth and Sports Departments; Olympic Council of Malaysia; National Sports Associations; Malaysian Schools’ Sports Council; National Sports Council; state Sports Councils; institutes of higher learning and the mass media. According to the report of the Congress (Ministry of Culture, Youth and Sports, 1987), four papers were presented by experts and authorities in their respective areas. They were:

1. Structure and organisation of sports in Malaysia by Hamzah Abu Samah, the then President of the Olympic Council of Malaysia.

2. Policy and strategies for competitive sports by Prof. Dr. Khoo Kay Kim, sports critic from the Department of History, University of Malaya.

3. Policy, strategies and promotion of sport for the public by Dr. Leonard de Vries, President of the Physical Education Association of Malaysia.

4. Development and provision of sports facilities by Noh Abdullah, the then Director General of the National Sports Council of Malaysia.

“Structure and organisation of sports in Malaysia” outlined the roles of the various organisations and their mutual co-operation. “Policy and strategies for competitive sports” discussed the process of achieving sporting success internationally. “Policy, strategies and promotion of sport for the public” outlined the definition, scope, rationale, policy and implementation of sport for all. The last paper “Development and provision of sports facilities” presented the problems of
providing sports facilities in the country. After the paper presentations, workshop sessions were held to discuss the issues raised.

Legitimation

As a result of these discussions, resolutions were made (Ministry of Culture, Youth and Sports, 1987). The resolutions, passed under the paper on “Structure and organisation of sports in Malaysia”, were related to the functions of the National Sports Council and its co-operation with the Olympic Council of Malaysia, the National Sports Associations as well as the Malaysian Schools’ Sports Council. One accepted resolution was to give sport development the same priority as economic, education and socio-cultural development. It was also decided that the National Sports Policy would constitute both high performance sport and sport for all.

The resolutions for the paper on “Policy and strategies for competitive sports” underlined the steps to be taken by the various agencies involved with high performance sport: for example, roles of the National Sports Council and the Ministry of Education were delineated (Ministry of Culture, Youth and Sports, 1987). It was suggested that the National Sports Council train experts in all areas of sport, while the Ministry of Education promotes sports and Physical Education more widely in schools. Other suggestions included establishing a National Sports Fund and an effective incentive scheme for athletes, sports officials and coaches. There was also a call to review the process of preparing athletes for international competition. These resolutions show that the congress participants had a clear vision of what was needed to promote and support the development of high performance sport.
According to the report of the Congress (Ministry of Culture, Youth and Sports, 1987), the resolutions for "Policy, strategies and promotion of sport for the public" called for an effective implementation of the sport for all policy. As for high performance sport this demanded extensive administration, education, funding and facilities. The National Sports Council, the Malaysian Schools' Sports Council, youth and sports bodies as well as the district and town councils were to be involved in sport for all Malaysians.

The resolutions for "Development and provision of sports facilities" took into consideration both high performance sport and sport for all (Ministry of Culture, Youth and Sports, 1987). Although the government recognised the interrelatedness of high performance sport and sport for all, there was no doubt about the dominance of high performance sport. Facilities for national athletes were to be given priority. However, in order to encourage participation, facilities should meet the needs of the general society including the provision of facilities accessible to persons with disabilities and to maximise facility use.

The resolutions that were accepted by the congress are in Appendix C.

After the congress, the Ministry of Culture, Youth and Sports set up a working committee to examine the resolutions of the congress to develop a national sports policy. The National Sports Policy (1988), approved by Cabinet on 20 January 1988, is part of the legitimation system in C. O. Jones' (1970) framework. An examination of the policy showed that important considerations brought up during the congress, were incorporated into the policy. A significant inclusion was that the policy incorporates both high performance sport and sport for all. Other details that were included in the policy were a need to establish the National Sports Foundation and to draw up a 20-year blueprint for sports facilities.
Some recommendations from the congress were omitted from the formal policy and not all concepts were clarified. One example refers to the term "sport for all". Although during the congress (Ministry of Culture, Youth and Sports, 1987), it was pointed out that the term "sport for all" is more universal compared to "sport for the public", the policy interchangeably used the term "mass sport" and "sport for all". Incidentally the term "mass sport" was not used during the congress. In this thesis, the term "sport for all" will be used, as it is a universally accepted terminology. Though reviving traditional games was one of the suggestions made at the congress, this idea was omitted in the policy.

Application

The next system in C. O. Jones' (1970) policy process framework, application, refers to administering the policy. The National Sports Policy (1988) is currently being implemented by the various sports organisations across the country. This diversification of implementation greatly affects sport for all in Malaysia. Therefore, the relationships among the various organisations will be unfolded in the discussion of the sports structure in Malaysia later in this chapter. The various government efforts in promoting sport for all will be considered in Chapter 4.

Evaluation

The last system in C. O. Jones' (1970) policy process framework is evaluation. He defined this as "judging the effects of policy on public problems" (p. 108). The evaluation criteria depend on the issue being studied and so will
shape the information needed for the evaluation. Dunn (1994) added that evaluation provides information about the discrepancies between the expected and actual performance of a policy. Evaluation of the sport for all components of the National Sports Policy (1988) can be found in Chapter 5.


The National Sports Policy (1988) took into account both high performance sport and sport for all. According to the then Minister of Youth and Sports, Muhyiddin Mohd Yassin (1997), the policy is comprehensive as it encompasses the different areas and parties involved with the development, promotion and management of sports in the country. In addition to that, the policy gives the rationale, background information, objectives as well as strategies and implementation, vis-à-vis the promotion and development of sport.

The rationale given in the National Sports Policy (1988) was that sport played an important role in promoting national unity and integration among the various races in the country. Sport is beneficial at various levels. At the individual level, sports contributes to the development of the whole person by improving one’s physical and psychological well-being. At the social level, by providing an alternative for spending leisure hours, sport promotes social interaction, improves community health in addition to preventing crime and juvenile delinquency. At the international level, sport is seen as a means of enhancing national image.

The policy included background information of sport in Malaysia. The responsibility for sport has mainly been undertaken by the Olympic Council of Malaysia and its affiliates as well as government organisations such as the Ministry of Youth and Sports, the National Sports Council and the Malaysia Schools’ Sports
Council. In setting up the policy, the government found several shortcomings. Firstly, sport in the country lacked qualified sports personnel and facilities. Secondly, there was also a need for scientific training methods and overall development of sportspersons.

Four main objectives are stated in the National Sports Policy (1988). They are:

1. To develop a healthy, disciplined and united society through greater participation in sport by all strata of the population;
2. To provide opportunities and facilities to meet the basic social, psychological and physiological needs through sport;
3. To develop and improve the knowledge and practice of sport for the social wellbeing of the individual and the enjoyment of leisure of the population; and
4. To achieve sporting excellence at national and international levels and enhance national image and goodwill.

Implementation strategies proposed in the policy took into account planning, organisation, personnel, funding, incentives and facilities. These strategies included developing professional and qualified sports personnel, cooperation among the sports bodies in the country, establishing a National Sports Foundation to finance sports activities, providing incentives to sportspersons as well as drawing up a 20-year blueprint for sports facilities.
Organisation and Structure of Sports in Malaysia

Although mentioned in the National Sports Policy (1988) the roles and responsibilities of the various sports organisations in the country are not detailed. The Malaysian sports system is complex: it involves both government and non-governmental organisations and institutions working together at various levels. The governmental organisations are the Ministry of Youth and Sports, the Ministry of Education and other organisations such as the Malaysian Government Services Welfare and Recreation Council, the Armed Forces, Police and Prisons, while the non-governmental organisations are the Olympic Council of Malaysia and its affiliated sports associations (see Figure 1). The following section will explain the roles and responsibilities of the various sports organisations.
Figure 1. Sport administrative structure in Malaysia.
Ministry of Youth and Sports

Today's Ministry of Youth and Sports began as the Ministry of Culture, Youth and Sports on 3 May 1964. According to the then Prime Minister, Tunku Abdul Rahman, the creation of the new ministry would enable the government to "devote more time and attention to these important spheres of national activities" ("Sports Chiefs hail Tengku", 1964, p. 20). Of such significance and prestige was the Ministry seen to be that Tunku Abdul Rahman, chose at that juncture to head the Ministry. The newspaper article quoted him as saying that the creation of the Ministry was due to the increasing importance of sport in the country and throughout the world.

The function of the Ministry has evolved with the times. When the Ministry of Culture, Youth and Sports was first established in 1964, its aims were to develop and raise the standard of culture and sport in the country. This was to be achieved by providing training and recreational facilities for culture, youth and sport. The Ministry originally concentrated on high performance sport. In 1972, the year when the National Sports Council was established, the Ministry of Youth and Sports was restructured in order to implement government programmes more effectively. Sport related projects undertaken by the early Ministry included providing sports assistance, co-ordinating all sports and cultural organisations, managing Stadium Negara and Stadium Merdeka in addition to managing the Government Services Sports Council (Adnan Abdullah, 1964).

However although there was a history of sport playing among various facets of Malaysian society, the creation of the Ministry of Culture, Youth and Sports did not of its own accord raise the profile of sport as a social institution in
the wider world. But rather several strategies were put in place by the Ministry.

They included:

a) providing sports facilities in urban and rural areas;

b) providing training facilities for all sports;

c) setting up District and State Recreational Councils;

d) setting up a National Recreational and Sports Council to co-ordinate the work of the various State Recreational Councils and Sports Organisations in order to affiliate to the International Recreational Association;

e) setting up the Government Services Recreational and Welfare Council in every state;

f) co-ordinating the work of the various State Government Services Recreational and Welfare Councils at the national level;

g) organising more inter-state competitions and championships;

h) promoting and organising competitions with other territories and countries;

i) organising educational trips abroad; and

j) establishing an Institute of Physical and Sports Education.

(Ministry of Culture, Youth and Sports, 1965)

Over twenty years after its foundation, the Ministry of Culture, Youth and Sports had seen its day as a multi-purpose ministry. It was reconstituted and refocussed. A newly focussed Ministry of Youth and Sports was formed on 20 May 1987 (Zainon Ahmad, 1987). Its objective was to build a united, disciplined youth population with high morals who would take an active role in the social and
economic progress of the country (Ministry of Youth and Sports, n.d.-b). Sport was seen to play a vital role in this government purpose. One of the functions of the Ministry was to promote a healthy lifestyle among the population by encouraging sport for all activities and by the introduction of the *Malaysia Cergas* (Fitness Malaysia) programme. This initiative, launched in 1982, was to encourage an active lifestyle as well as improve physical fitness and mental health. *Malaysia Cergas* was not only a programme, but also a theme, a slogan and a call to move towards an active lifestyle. Its ultimate goal was to increase productivity and strengthen social and inter-racial relations (National Sports Policy, 1988). The Ministry as it exists until today is not a controlling body; according to Khoo (1989), the Ministry's role is to assist in sport development. As shown in the organisation structure of the ministry in Figure 2, the sport related divisions under the Ministry of Youth and Sports are the National Sports Council, Merdeka Stadium Corporation, Sports Commissioner’s Office, International Games Secretariat and the Sports Division. The National Youth and Sports Department is responsible for the planning of youth and sports programmes while the state Youth and Sports departments co-ordinate the programmes in their respective states. There are a total of 15 state Youth and Sports departments throughout Malaysia.
Figure 2. Administrative structure of the Ministry of Youth and Sports Malaysia.
The National Sports Council (NSC) was set up in 1972 under the National Sports Council Malaysia Act, 1971 and the amended National Sports Council Malaysia Act, 1979 (see Appendix D). The then Prime Minister, the late Tun Abdul Razak, officially launched the Council on 21 February 1972. The NSC was in practice comatose until it was revived in 1981. The NSC was inactive during that time because there was no manpower to staff the NSC: the Director General of the Sports Division, Ministry of Culture, Youth and Sports was also the Director General of the NSC (S. F. Chin, personal communication, April 16, 2001). During the period from 1972 to 1981, the Sports Division of the Ministry of Youth and Sports handled the job functions of the National Sports Council. In 1980, the Minister of Culture, Youth and Sports revamped the NSC with full time staff and made it responsible for the development of high performance sport (Noh Abdullah, 1987). The NSC assumed the duties and responsibilities of the Ministry of Culture, Youth and Sports in developing high performance sport (NSC 1998 Annual Report).

It is stated in the National Sports Policy (1988) that "the primary function of the NSC is to coordinate and assist in the development of sport in order to enhance the performance of sportspersons at national and international competitions" (p. 15). In addition to that, the NSC also advises the Minister on sport related matters, implements policies to develop sport, conducts sports research and provides sports facilities (NSC 1998 Annual Report). The Council is directly involved in financing sports development and helping sports organisations get funds to participate in international competitions (Khoo, 1989). So far,
programmes run by the NSC include training camps and centralised training, such as *Tunas Cemerlang, Kem Bakat, Target '86, Gemilang '90* and *Jaya '98*.

On the face of it, the NSC is not concerned with sport for the populace, but rather with high performance sport. Its main objective is to achieve excellence in competitive sports. The NSC works with the Olympic Council of Malaysia (OCM), state Sports Councils and National Sports Associations to improve the standard of high performance sport at national and international levels. Although the NSC is responsible for training athletes for the South East Asian Games, Asian Games, Commonwealth Games and the Olympics, it is the OCM that is responsible for the final selection of athletes. The NSC’s contribution to the OCM enables the OCM to train athletes and send them for competitions abroad (National Sports Council, n.d.). The NSC also provides incentives and rewards to athletes who excel.

The National Sports Council of Malaysia Act, 1971, Rule 3 (i) stipulated that the state Sports Council shall promote the general interest of amateur sports in the state and in particular to provide adequate facilities for the advancement of all branches of amateur sports both at state and district levels. State and district sports councils are set up throughout the country to carry out NSC programmes (National Sports Council, n.d.). Every state and federal territory has a governing Sports Council to develop amateur sport in the state; their responsibilities include providing sports facilities and co-ordinating state Sports Associations. The state Sports Councils take turns to host the Malaysia Games, a biennial national sporting event. The objective of the Games is to discover new sporting talent among the under-21.

The NSC is also responsible for managing the Tun Razak Hockey Stadium, the Jalan Raja Muda Stadium, the Gymnastics Gymnasium at Jalan Tenteram and the Squash Centre at the Tun Razak Sports Complex, Jalan Duta.
The National Sports Institute, which was set up in 1992, comes under the NSC. The Institute aims to provide sports science services, research, and continuous education towards achieving sports excellence. There are four units under the Institute. They are the Sports Medicine Unit, the Sports Science Unit, the Coaching Curriculum Development Unit and the Sports Resource Centre. Each has a part to play in making the Institute a centre of excellence in sports for the nation. The national coaching certificate courses conducted by the Council have been based on a sports science curriculum. One of the arguments later made for sport for all is that in spreading sports more widely, they are more cost effective than high performance sport development. Sport for all does not require such substantial support.

Merdeka Stadium Corporation

The Merdeka Stadium Corporation Act 1963 (amended 1987) empowers this corporation under Section 3(2) (a) “to establish, manage and maintain any stadium or any facilities for use in connection with any such sports, games, athletic, recreations, pastimes, exhibitions and parades as to the Corporation seems fit” (p. 10). See Appendix E. The Merdeka Stadium Corporation was originally responsible for running both the Merdeka and Negara stadia. In addition to managing these two venues, the corporation is also responsible for managing the sports facilities that were built for the 1998 Commonwealth Games. They are the National Sports Complex at Bukit Jalil and the Sports Complex at Bukit Kiara. The National Sports Complex at Bukit Jalil is made up of the National Stadium, Putra Stadium (an indoor stadium), the National Hockey Stadium, the National Squash Centre and the National Aquatic Centre, while the Sports Complex at Bukit Kiara
is made up of the Juara Stadium (for netball) and the National Lawn Bowls Centre. All these are from time to time used for sport for all events.

**Sports Commissioner’s Office**

The Sports Commissioner’s Office enforces the Sports Development Act 1997 and governs all sports associations to ensure that they do not contravene the Sports Development Act which came into effect in Peninsular Malaysia on 1 January 1998 (see Appendix F for copy of Act). This act aims “to promote and facilitate the development and administration of sports in Malaysia” (Sports Development Act 1997, p. 7). National control is maintained by requiring district, state and government sports associations to register with the Sports Commissioner’s Office (Fathul Razi Bakri, 2000). The Sports Commissioner is the Secretary General of the Ministry of Youth and Sports.

**International Games Secretariat**

The International Games Secretariat was responsible for organising the XXI South East Asian Games held in Kuala Lumpur in September 2001. This Secretariat took over from the Commonwealth Games Secretariat that was set up to oversee the organisation of the XVI Commonwealth Games in Kuala Lumpur in 1998. The Commonwealth Games Secretariat worked closely with the official organising body, SUKOM Ninety Eight Berhad, a registered company, in organising the Games.
Established in 1971, the Division is in charge of sport for all. It was only after the NSC took over the responsibility of high performance sport in 1981 that the Sports Division of the Ministry of Youth and Sports concentrated on sport for all. Prior to that, the Division spent most of its budget and effort on high performance sport. During that time, there were no sport for all programmes as such. According to former Director General of the Ministry, (Zainal Abu Zarin, personal communication, August 25, 1998), when the NSC was reactivated in 1981, all the Division’s programmes were to be conducted by the NSC. During this time the Division had to create new programmes for sport for all.

The objectives of the Sports Division are to build an active, fit, disciplined and united society through sport for all, to plan and implement sport for all and to promote fitness and recreation through Malaysia Cergas (Ministry of Youth and Sports, 2000b). These objectives are to be achieved through leadership and management; providing creative and effective community programmes; setting up sports infrastructure and facilities; arranging promotional activities and creating a sporting culture.

The Division runs mass sports programmes and activities as well as campaigns and programmes to promote sport for all. Mass sports events include the Sports Month, the Sport for All Carnival, Sport for All League, cross country races, walks and runs. The division is also responsible for promoting new games and activities in addition to producing qualified referees, sports officials, coaches and athletes as well as conducting technical workshops (Ministry of Youth and Sports, n.d.-b).
The Ministry of Youth and Sports has evolved through the times and the structure of the Sports Division of the ministry has changed to meet present economic and social challenges. After the Sports Division was set up in 1971, the Division was divided into three branches, namely Sports Promotion, Sports Training and Sports Medicine. The Sports Development branch introduced various sports activities to the public. The Sports Training branch was responsible to raise the standard of sports at state and national level as well as produce qualified coaches and officials. The Sports Medicine branch was set up to provide medical services to Malaysian sports contingents as well as to enhance the knowledge related to sports physiology, sports medicine and training theories. Later the Sports Research branch and the Management branch were added to the Sports Division. In 1982/1983, the Sports Training branch was renamed to Sports Services. The branches were revamped again in 1986/1987 to become the Management branch, Sports Development branch, Research and Co-ordination branch and the Sports Service branch. In 1994/1995, there were three branches under the Sports Division. They were Recreation, National Fitness and Sports Development. In January 2001, another branch, Organisation Development and Promotion, was added.

The Sports Division is currently divided into four branches: Sports Development, National Fitness, Recreation as well as Organisation Development and Promotion. Each is responsible for different functions in propagating sport for all.

The Sports Development branch liaises with non-governmental organisations concerned with sports, recreation and fitness. Programmes are conducted with the co-operation of these organisations. The Sports Development branch’s role is to assist in the efficiency and effectiveness of the non-governmental organisations. The Sports Development branch also acts as a
secretariat for national, regional and international events organised by the nongovernmental organisations (Ministry of Youth & Sports, 1999b).

The National Fitness branch is responsible for conducting Malaysia Cergas and sport for all activities at national, zone, state and district levels. It also works closely with the state Community Fitness Centres, district Community Centres, gymnasium rakyat (public gymnasium) and run fitness tests (Ministry of Youth & Sports, 1999b).

The Recreation branch conducts programmes for air, land and water based recreation as well as motor sports.

Ministry of Education

The specific role of Education is to prepare young people to take a productive and responsible place in society. The National Education Philosophy states that education in Malaysia develops the potential of individuals in a holistic and integrated manner to produce intellectually, spiritually, emotionally and physically balanced individuals (Curriculum Development Centre, Ministry of Education, 1999a). What is relevant here is the part of the Ministry of Education authorities in advising on and providing physical activity for children and young people. Sport education in school has two streams: Physical Education classes and sports competitions. The National Sports Policy (1988) mentions the roles and responsibilities of the Education Ministry in sports, viz.

The Ministry of Education will provide adequate time for Physical Education for all pupils as well as develop and coordinate sports activities in schools including the development of leadership qualities in sport and physical education with the cooperation and assistance of the Ministry of
Physical and Health Education is a compulsory subject in primary (7 – 12 years old) and secondary (13 – 17 years old) schools. As such it is accorded the same importance as other core subjects in the school curriculum (Abdul Rahim Ahmad, 1987). Under the new curriculum, Physical and Health Education are taught together to enable the health and fitness components to be more effectively integrated. This new curriculum is aimed at encouraging a positive attitude towards physical activity in order to promote lifetime involvement. It takes into consideration the intellectual, social, emotional and ethical aspects of development of the student. According to the Curriculum Development Centre, Ministry of Education (1999b), the Physical Education syllabus for primary and secondary schools focus on fitness, skills and sports.

In addition to its role at the primary and secondary school level, the National Sports Policy (1988) also cites the role of the Education Ministry in promoting sports in colleges and polytechnics and that of the Malaysian Universities Sports Council at institutions of higher learning. Physical Education is not compulsory for pre-university and university students. However the Malaysian Universities Sports Council organises annual sporting meets among the public universities. Responsibility of organising the sporting meets rotate around the universities.

Two bodies under the Ministry of Education are responsible for sports in schools. They are the Malaysian Schools’ Sports Council and the Ministry’s Sports Division.
The Malaysian Schools' Sports Council is responsible for high performance sport at the school level. This includes programmes to prepare students for competition. Students are given technical, tactical and psychological guidance. The Malaysian Schools' Sports Council organises, finances and prepares students for competitions at home and abroad (Bhatt, 1997). In addition to that, the Council also conducts coaching and officiating courses for teachers, carries out centralised training for national school athletes and co-ordinates sports rules and regulations at various levels (Sports Division, Ministry of Education, 1999). To ensure that its objectives are carried out, there are also sports councils at the state and district level.

The Sports Division under the Ministry of Education, on the other hand, is responsible for sport for all. This division was set up in October 1995 after the restructuring of the Ministry of Education. It is responsible for the planning and implementation of policies and decisions of the Education Ministry regarding sports education in schools (Sports Division, Ministry of Education, 1999). The Division designs and administers sports activities in schools to improve the fitness of all students (Ministry of Education, n.d.), increase student participation and promote interest in sports activities in schools as well as inculcate and develop sports values in them (Sports Division, Ministry of Education, 1999). Co-curriculum units under the state Education Department implement sports programmes. The Division provides teacher development by improving the productivity and professionalism of teachers in planning, managing and implementing sports in schools (Sports Division, Ministry of Education, 1999). In addition to that, the Sports Division also sees to the planning of sports infrastructure in schools for the use of all students.
It is evident from this wide range of purposes that the Sports Division is actively involved in promoting sports for all. Because sport for all and high performance sport are related, the Sports Division co-operates very closely with the Malaysian Schools’ Sports Council. As the Sports Division gets more students involved in sports, the Malaysian Schools’ Sports Council has a larger pool of talent to choose from.

The National Sports Policy (1988) also states that the Ministry of Education is responsible for training teachers to teach Physical Education. Non-graduate teachers go through a three-year diploma programme at teacher training colleges to prepare them to be primary school teachers. A compulsory elective in Physical Education is included as part of the curriculum for all primary school teacher trainees. This is to meet the manpower needs in schools where most primary school teachers are required to teach Physical Education. In addition to this compulsory component of teacher trainee courses, there are currently five teacher training colleges that offer a major in Physical Education. They are the Specialist Teacher Training College in Kuala Lumpur, the Besut Teacher Training College, the Temenggong Ibrahim Teacher Training College, the Tun Abdul Razak Teacher Training College and the Miri Teacher Training College (Wee Eng Hoe, personal communication, September 22, 2001).

In addition to teacher training colleges, universities also produce teachers. A few public universities offer undergraduate programmes in Physical Education and Sports Science. For example, Universiti Putra Malaysia offers B.Ed. (Physical Education), Universiti Teknologi Malaysia offers B.Sc.Ed. (Sports Science), Universiti Kebangsaan Malaysia offers B. Ed. (Sports and Recreation) while Universiti Pendidikan Sultan Idris offers B.Ed. (Sports Science).
There are plans to set up a Physical Education College (Jugjet Singh, 1998 October 18). The purpose of the College would be to produce more teachers specialising in sports. It has been suggested that Physical Education colleges be set up in every state. The idea, which was mooted in 1993, has yet to come to fruition.

**Malaysian Government Services Welfare and Recreation Council**

According to the National Sports Policy (1988), the Malaysian Government Services Welfare and Recreation Council’s (MAKSAK) role is to “encourage and coordinate all sports activities in the various public services” (p. 17). The Federation of Malaya Government Servants Sports Council was set up in 1956 to organise sports activities among government departments (MAKSAK, 1995). Following the formation of Malaysia, its name was changed to the Malaysian Government Services Welfare and Recreation Council in 1963. It comes under the Prime Minister’s Department and is headed by the Chief Secretary of the Government of Malaysia. This shows that sport is a high priority for the government as the country’s highest-ranking civil servant is in charge of the Council. MAKSAK is made up of 18 members, representing the 15 state councils as well as the sports council of the Armed Forces, Police and Prisons.

The Council was set up to incorporate some 800,000 civil servants in the larger scheme of things. Sports facilities were provided, unrecorded paid leave as well as financial subsidies were given. It is important to encourage this group to participate in sports as most of them hold sedentary jobs (Abdul Rahim Ahmad, 1987). This reinforces the importance of sport for all. The function of the Council corresponds with the objective of National Sports Policy (1988) to develop a healthy society through greater participation in sport by all levels of society.
Sports, recreation, social and welfare activities organised by the council strengthens ties among civil servants (MAKSAL, 1995). Sports and recreation programmes include orienteering, traditional dancing, darts, carrom and cross country races (MAKSAL, 2000). These programmes provide opportunities for close working relationships among government servants and to break barriers between departments and divisions. Participants who take part in council activities are given unrecorded leave, as well as financial assistance for travelling, board and lodging. The Council also organises and participates in friendly games with government servants of neighbouring countries like Singapore and Brunei.

**Armed Forces, Police and Prisons**

The nature of job in the Armed Forces, Police and Prisons require their staff to deal with physical emergencies. Therefore, these departments have programmes to keep their staff physically active and maintain their fitness through physical activity. In this context, sport for all plays a significant function in the security of the nation.

The Armed Forces Sports Control Board was formed in 1960 to administer sports within the Armed Forces (Hasbullah Yusof, 1972). Among its objectives, the Board provides recreational training to as many officers as possible to keep them fit and active as well as encouraging them to organise and play games.

Within the Malaysian Police Forces, sports are organised at district, state and national levels. The Royal Malaysian Police Sports Council is responsible for organising sports at the national level. There is a sports officer appointed in every state to promote sports (Toft, 1972).
The Prisons department also conducts regular physical activity programmes for its staff.

Olympic Council of Malaysia

The National Olympic Committee of Malaysia is called the Olympic Council of Malaysia (OCM). The OCM (previously the Olympic Council of the Federation of Malaya) was registered in 1953 and officially affiliated to the International Olympic Committee a year later (Khoo, 1989). The OCM is a non-government, non-profit, voluntary democratic organisation registered with the Registrar of Societies.

The OCM is the umbrella body for all National Sports Associations. Currently there are 47 associations under the OCM including both Olympic and non-Olympic sports (Appendix G). The OCM is affiliated to the Association of National Olympic Committees, the Olympic Council of Asia, the Southeast Asian Games Federation and the Commonwealth Games Federation.

According to the Olympic Charter (International Olympic Committee, 1996), National Olympic Committees play an important role in propagating the principles of Olympism through sporting activities, courses to train sports administrators as well as action against discrimination, violence in sports and use of prohibited substances.

These roles that are stated in the Olympic Charter are also contained in the National Sports Policy (1988) and the Constitution of the OCM. The National Sports Policy (1988) states that the OCM is responsible for promoting the aims of the Olympic Movement. In so doing it must work closely with the National Sports Council in the selection and training of sportspersons for international
competitions recognised by the International Olympic Committee such as the South East Asian Games, the Commonwealth Games, the Asian Games and the Olympic Games. The OCM only has jurisdiction over the national sports bodies with respect to multi-sports events that are under the patronage of the International Olympic Committee and the Commonwealth Games Federation (Sieh, 1997). As a result, the OCM has control over its members during such Games. According to its Constitution, OCM contributes towards the development and training of sports administrators and coaches in addition to facilitating exchanges between the OCM and its members with other National Olympic Committees and International Sports Federations, which are the world controlling bodies of various sports. Testing for prohibited substances and procedures are regularly conducted on elite athletes, and there have been instances where Malaysian athletes have been banned for using prohibited substances.

Contrary to public opinion, the Olympic Movement does not only concentrate on high performance sport, but also encourages sport for all. Hence National Olympic Committees must play their part to encourage the development of sport for all (International Olympic Committee, 1996). According to Kim (1996), sport for all integrates the Olympic ideal and encourages human beings to reach their full potential. As such the fundamental principle of the international Olympic movement is seen to be practised through the sport for all movement (Chang, 1991). In fact, Pierre de Coubertin, founder of the modern Olympic movement declared

Sport is not a luxury pastime, an activity for the leisured few, nor merely a form of muscular compensation for brain work. For every man, woman or child, it offers an opportunity for self-improvement quite independent of profession or position in life. It is the apandage of all, equally and to the same degree, and nothing can replace it.  

(as quoted in Chang, 1991, p. 95)
The OCM has been making an effort to promote sport for all. Just as the International Olympic Committee has a Sport for All Commission, so too does the OCM. Unfortunately sport for all programmes by the OCM have so far been limited to programmes held on Olympic Day, for example the Olympic Day Run (M. P. Haridas, personal communication, September 21, 2001). Since the core business of the OCM is to promote high performance sport, most of the money and effort is channelled towards this end. As the Olympic team is considered its national flag bearer for sport, considerable resources are afforded to high performance sport. Sport for all is also a relatively new concept for the OCM, which has always been endeavoured to produce champions.

The OCM is funded through government grants, donations, the International Olympic Committee (through Olympic Solidarity) and sponsorships (Sieh, 1997). According to its 17th Annual Report for 1996-1998, the total income for OCM including grants from the Malaysian government and the International Olympic Committee, sponsorship, rental and affiliation fees totalled RM2,123,292.70 for the year ended 31 December 1997 (Olympic Council of Malaysia, 1998).

National Sports Associations

The National Sports Association (NSA) is responsible for developing its specific sport under guidance from its International Sports Federation. The specific role of the NSA is to promote, develop and provide opportunities for participation and competition for a particular sport, both at national and international levels. These associations work closely with the NSC and other relevant government
agencies (National Sports Policy, 1988). The NSAs train and coach the athletes while the NSC provides the funding.

The focus of NSAs is not only on high performance sport. Some NSAs do realise the importance of development programmes to encourage more people to take up the sport. It is evident that NSAs with structured development plans have been the ones that are continuously producing champions, for example squash and ten-pin bowling.

In Malaysia, NSAs are registered under the Sports Development Act 1997. Before the introduction of this legislation, associations had to be registered with the Registrar of Societies. The Act, which came into effect from 1 January 1998, requires that all NSAs be registered with the Sports Commissioner’s Office at the Ministry of Youth and Sports. Under the Sports Development Act 1997, the NSAs are more accountable to the government.

All NSAs receive a budget from the NSC with additional funds coming from the private sector (Hamzah Abu Samah, 1987). The Rakan Sukan (Sports Friends) programme, launched in 1994, saw a tie-up of a corporate sponsor to a sport. More popular sports found it easier to obtain sponsorship with high profile sports attracting high profile sponsors. Unfortunately, some sponsors have since pulled out of this partnership when the sport they sponsored did not live up to expectations. Another source of income for sports associations is the privately run lottery, Sports Toto, which was established in 1969. This lottery is still in operation today. Money from the lottery does not go into sport for all programmes.

NSAs are usually headed by those who contribute to the association or are politically influential enough to safeguard and advance the association’s interests (Douglas, 1989). Some association presidents are members of the Malay aristocracy. For example, the president of the Football Association of Malaysia is
the Sultan of Pahang, Sultan Ahmad Shah, while the president of the Malaysian Hockey Federation is the Sultan of Perak, Sultan Azlan Shah. These are two of the more popular sports in the country. And with such widespread interest, it is easier for these sports to find sponsors.

The NSAs are mainly managed by elected volunteers. However, this scenario is slowly changing. Some associations hire full-time paid staff to run the associations. See Appendix H for an organisation chart of a NSA (Squash Racquets Association of Malaysia).

An examination of the organisation and structure of sports in Malaysia shows that the structure of sports in Malaysia is a systematic one with the various organisations designed to work together to promote sports in the country. In terms of high performance sport, the NSAs train the athletes, the NSC funds their participation in international events while the OCM selects the athletes for events such as the South East Asian Games, Commonwealth Games, Asian Games and Olympic Games.

The organisations responsible for high performance sport and sport for all are also clearly defined. However, most of the sports organisations in Malaysia concentrate their efforts on competitive sport; for example the NSC, the Malaysian Schools' Sports Council, the OCM and the NSAs work toward promoting high performance sport in their particular sports sphere. The main organisation that focuses on sport for all is the Sports Division of the Ministry of Youth and Sports. The Sports Division of the Ministry of Education also plays a part in sport for all in schools by implementing sports activities for all students. Although the main focus of the OCM and the NSAs are high performance sport, these organisations too play a role in promoting sport for all. At present, their efforts to promote sport for all
can be considered as mere tokenism. It is hoped that in future more will be done to integrate high performance sport and sport for all.

Even though the sports structure in Malaysia is systematised to a certain extent, it is not static. Changes are being made to make the system of sport delivery in the country more cohesive. An example is the Sports Development Act 1997 that was legislated in 1998 to facilitate sports in the country. A close investigation of the various sports organisations shows the need for greater co-ordination and co-operation between the different organisations. More co-operation at all levels is necessary to meet the common goal of improving sport in Malaysia. As sport for all benefits the masses, more organisations should play an active role in this. At present, the government does not make it compulsory for all sports organisations to do development and conduct programmes to promote sport for all. There is no legislation to regulate this.

The motives for government involvement in sport for all will be discussed in the following chapter.