

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

THE WAY WE P(L)AY:

Commonwealth Assistance for Sport and Recreation

Report from the House of Representatives
Standing Committee on Expenditure

November 1983

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Foreword

Although an inquiry on Commonwealth expenditure on sport and recreation was commenced by the Expenditure Committee in late 1982, a number of factors, including a Federal Parliamentary election, prevented the inquiry from beginning in earnest until June 1983. Within six months much has been achieved: the Committee has considered 170 submissions and spoken to 81 witnesses. In line with its commitment on taking Parliamentary Committees to the people, the Committee took evidence and made inspections in all the States and the Northern Territory.

The Committee is particularly grateful to the representatives of Commonwealth, State and local government, of sporting and recreational organisations and the individuals who gave so generously of their time and energies to assist in the inquiry.

As Chairman, I would like to thank my fellow Committee members who travelled throughout Australia to take evidence. It was difficult, in many instances, for members to fit the additional work into busy schedules but their commitment has made possible the production of this report in such a short time. Thanks are also due to the Committee Secretariat: particularly David Worthy, the Sub-committee Secretary, who worked long hours preparing numerous drafts. Peter Ratas, Dianne Morrison, Jan Burgess and Betty Williams always made themselves available to meet deadlines.

The depth and breadth of this report has been enhanced by the knowledge of the Committee's Specialist Adviser, Mrs Sue Harlow, whose skill in drawing together the threads of the evidence and setting a cohesive framework for our ideas made the final shaping of the report so much easier.

I am grateful to the Commonwealth Tertiary Education Commission for agreeing to second Mrs Harlow to the Committee for three and a half months. However, their decision not to extend the secondment for a further four weeks hampered the final deliberations of the Committee and delayed the drafting of the report. Action such as this by Government Departments and authorities only harm the harmonious relations between the Parliament and the bureaucracy.

I am most grateful to Mrs Harlow for generously giving her private time to assist in the final hearings of the Committee.

I believe this report will make an important contribution to the development of a more cohesive Sport and Recreation Policy by governments in Australia.

The report highlights the lack of a coherent recreation policy at the Commonwealth level and makes recommendations that rectify this problem.

Leo McLeay
Chairman

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LIST OF RECOMMENDATIONS

Department of Education and Youth Affairs

1. the Commonwealth Schools Commission seek from all schools authorities, both government and non-government, information on the extent to which existing school sport and recreational facilities are used by the outside community and the reasons for any lack of use especially in areas where there is a shortage of sport and recreation facilities;

(Paragraph 1.15)

2. the Commonwealth Schools Commission, in co-operation with the Department of Sport, Recreation and Tourism, undertake or commission an evaluation of established community access projects. For the purposes of a more thorough-going evaluation, it may be desirable for the Commission to fund a limited number of pilot projects in selected schools involving, for example, the employment of caretaker/managers for the trial period;

(Paragraph 1.15)

3. the Commonwealth Schools Commission, in conjunction with other relevant Commonwealth agencies including the Department of Sport, Recreation and Tourism and with the co-operation of government and non-government education authorities, actively encourage the adoption of school building concepts and designs which are conducive to community recreation use. The subject should be placed on the agenda for an early future meeting of the Recreation Ministers' Council.

(Paragraph 1.15)

Department of Aboriginal Affairs

4. all programs of assistance for Aboriginal sport and recreation be brought under the control of single agency, perhaps with the additional responsibility for Aboriginal art and

culture, responsible to the Minister for
Aboriginal Affairs and separate from the
Aboriginal Development Commission;
(Paragraph 3.19)

5. that agency, in consultation with the
National Aboriginal Conference and the
National Sports Commission, formulate a
comprehensive national plan for
Aboriginal sport and recreation among
whose objectives should be the maximum
participation of local Aboriginal
communities and the active involvement
of State and local government
authorities in a balanced sport and
recreation program;
(Paragraph 3.19)
6. as a prerequisite of that plan, a
national survey of the sporting and
recreation needs of Aboriginal people be
undertaken;
(Paragraph 3.19)
7. the agency develop a wider range of
funding options to encourage greater
participation of Aboriginal people in
sport and recreation opportunities;
(Paragraph 3.19)

Department of Sport, Recreation and Tourism
Sports Assistance Programs

8. the Department of Sport, Recreation and
Tourism encourage national sporting
organisations seeking assistance to
identify in their grant applications the
funding requirements of any specialist
bodies they claim to represent and that
these be recognised by the Department in
grant allocations;
(Paragraph 3.31)
9. the Department should organise a series
of workshops and/or the production of a
handbook aimed at those organisations
without full time administrative staff
to be held in State capitals with a view
to promoting better program
understanding and administration;
(Paragraph 3.40)

10. the Department should offer approved sporting organisations a rolling four year program for the salaries of national executive directors and national coaching directors. A recipient organisation would in addition to its cash allocation in any one year, be guaranteed a level of funding for the following three years with the level of funding in the fourth year being decided at the same time as the current year cash allocation. Approved organisations should be offered a guaranteed constant level of assistance for the period 1984-85 to 1987-88;

(Paragraph 3.43)

11. similar four year rolling programs should be extended to approved national sporting organisations for assistance with:

(a) participation in international competition and meetings overseas, and

(b) the staging of international competitions and meetings in Australia;

(Paragraph 3.43)

Australia Games

12. before a firm commitment of Commonwealth funding for the Australia Games is entered into, the objectives and scope of the Games be clarified;

(Paragraph 3.55)

Program of Sport and Recreation for Disabled People

13. a larger proportion of funds allocated to the Program of Sport and Recreation for Disabled People should be earmarked to promote the participation of disabled people in mainstream as well as disabled sport and on recreation programs for the disabled;

(Paragraph 3.57)

14. the Australian Institute of Sport be encouraged to provide, where practicable, facilities and scholarships

for disabled athletes to participate in both elite mainstream and elite disabled sport;

(Paragraph 3.58)

15. the National Athlete Award Scheme should be extended so that a proportion of the funds are used to assist promising or outstanding disabled athletes with some of the costs to them of participation in elite mainstream or elite disabled sports;

(Paragraph 3.58)

16. all sport and recreation facilities to which the Commonwealth contributes funds for new construction must be fully accessible to disabled people;

(Paragraph 3.59)

17. the Commonwealth Government should provide assistance for the staging of the 1988 International Disabled Games should Australia be chosen as the host country;

(Paragraph 3.59)

18. the membership of the National Committee on Sport and Recreation for the Disabled should include in future one member with experience in working with the intellectually handicapped;

(Paragraph 3.63)

19. the funding arrangements proposed in Recommendations 10 and 11 be extended to cover the Program for Sport and Recreation for the Disabled;

(Paragraph 6.64)

20. in connection with these changes, a series of workshops and/or a booklet should be produced for the recipients of grants under the Program for Sport and Recreation for the Disabled in conjunction with those proposed in Recommendation 9;

(Paragraph 3.64)

International Standard Sporting Facilities Program

21. the scope of the International Standard Sporting Facilities (ISSF) Program should be expanded to include capital

assistance for international and national standard sport and recreation facilities equitably and rationally distributed among the States and regions;

(Paragraph 3.69)

22. before any monies were allocated under such an expanded program there should be a study to identify what international and national sport and recreation facilities were required in Australia and what were the appropriate locations of such facilities;

(Paragraph 3.69)

23. in line with Recommendation 21, the program funding arrangements should be sufficiently flexible to allow local government authorities and sporting organisations to provide, with State governments, up to fifty per cent or more of project funds;

(Paragraph 3.69)

24. before family leisure centres were given further consideration, a full evaluation of earlier initiatives in this field should be undertaken to define their purpose and to determine their benefits to the local community and the appropriate role of the Commonwealth;

(Paragraph 3.70)

25. the ACT should not be eligible for assistance under the present or expanded ISSF program while major construction work at the National Sports Centre is in progress;

(Paragraph 3.71)

Grants to Life Saving Organisations

26. grants-in-aid to life saving organisations be brought under the full control of the Minister for Sport, Recreation and Tourism;

(Paragraph 3.84)

27. eligibility for assistance to life saving organisations should be widened to include organisations such as ski patrol and volunteer coastguard organisations;

(Paragraph 3.84)

Australian Institute of Sport

28. the National Training Centre Program should be expanded to give non-resident athletes and teams greater access to the Australian Institute of Sport's facilities;
(Paragraph 3.94)
29. further decentralisation of team or individual sports from the Australian Institute of Sport should take account of the need for a strong central core in Canberra;
(Paragraph 3.96)
30. the Commonwealth should establish a program which will meet the cost of an administrator of any newly established State institute of sport for a limited period of three years;
(Paragraph 3.97)
31. a limited number of scholarships similar to those made available at the Australian Institute of Sport should be made available for
 - (a) athletes of national standing or potential who participate in sports not catered for by the AIS
 - (b) athletes of national standing or potential who would qualify for a scholarship at the AIS but who are unable to attend the AISand tenable at State institutes of sport or other approved training centres;
(Paragraph 3.97)
32. the Australian Institute of Sport should take the initiative in establishing closer links with existing State institutes of sport;
(Paragraph 3.97)
33. the clearinghouse functions currently carried out by the Australian Clearinghouse for Publications in Recreation, Sport and Tourism (ACHPIRST) should be taken over by the Australian National Library within the next three to five years and should be designated a high priority by the National Library;
(Paragraph 3.98)

34. during that three to five year period, the service provided by ACHPIRST should be maintained on a joint Commonwealth/State shared funding basis;
(Paragraph 3.98)
35. the sports information collection and dissemination activities of the Australian Institute of Sport should be strengthened and its development co-ordinated with that at the Australian National Library;
(Paragraph 3.98)
36. should the Sports Studies course at the Canberra College of Advanced Education be assessed to be successful, funding for the course should be transferred to the Commonwealth Tertiary Education Commission as from the 1985-87 Triennium and administered through the normal tertiary funding machinery;
(Paragraph 3.102)

Departmental Administration

37. all programs funded by the Department of Sport, Recreation and Tourism should be subjected to regular evaluation;
(Paragraph 3.110)
38. where information essential for evaluation is not freely available, provision of this information by the recipient should be made a condition of the provision of the assistance;
(Paragraph 3.110)

National Sports Commission

39. as an interim measure, a Recreation Advisory Council be established responsible to both the Minister for Sport, Recreation and Tourism and the Minister for Home Affairs and the Environment and charged with the tasks of
 - (a) examining the needs of those recreation activities not included under the sports or arts umbrellas,
 - (b) identifying a role for the Commonwealth in that field,

- (c) advising on appropriate consultative machinery involving the Commonwealth, State and local governments and recreational organisations, and
 - (d) acting as a focal point for recreation interests;
(Paragraph 3.115)
40. the terms of reference of the National Sports Commission should include recreational sport as well as elite sport;
(Paragraph 3.116)
41. if a National Sports Commission is to be established, it should have:
- (a) legislation to define and protect its existence,
 - (b) fixed terms for statutory office holders,
 - (c) clearly defined terms of reference which indicate the range of issues on which it is expected to advise,
 - (d) separate funds to enable it to carry out its own investigations,
 - (e) a clear and separate existence from the Department of Sport, Recreation and Tourism so that it is not dependent upon the Department for administrative or research support to carry out its functions,
 - (f) the requirement that any specialist committees, such as the National Committee for Sport and Recreation for the Disabled should be subordinate to the Commission rather than separate bodies providing competing or parallel advice;
(Paragraph 3.117)

Department of Territories and Local Government

42. Recommendation 25 should be conditional upon satisfactory arrangements being made to guarantee community access to the National Sports Centre after the needs of the programs for Australian Institute of Sport athletes have been met;
(Paragraph 3.121)

Indirect Commonwealth Assistance for Sport and Recreation
General

43. grant conditions should continue to ask recipients for evidence of:
(a) self help, and
(b) a democratic decision-making process;
(Paragraph 4.9)
44. any Commonwealth assistance to sport and recreation should not discourage voluntary effort and organisation;
(Paragraph 4.9)
45. the National Sports Commission should, as soon as possible, inquire into the equity of the current revenue raising efforts of assisted sporting organisations bearing in mind the principle that all participants should be expected to make an appropriate contribution towards the cost of their sport whilst mechanisms are developed to ensure that the participation of the economically disadvantaged is not restricted;
(Paragraph 4.9)

Taxation Concessions

46. the existing sales tax exemptions in the sport and recreation field should not be extended and the current exemptions for schools and universities should be reviewed for their cost and effectiveness in increasing participation;
(Paragraph 4.17)
47. the National Sports Commission should be asked to report on:

- (a) the effectiveness of a number of means, including taxation concessions, of reducing the costs of participation in sport and recreation to people living in isolated regions,
 - (b) the economic circumstances of professional sportspeople in Australia with a view to identifying any inequities in present taxation arrangements;
(Paragraph 4.17)
48. the extension of the general gift provision of the Income Tax Assessment Act should not be extended to sporting organisations at the present time;
(Paragraph 4.27)

Own Revenue Sources

49. sport and recreation facilities which have received Commonwealth funding assistance should be encouraged to recoup from users operating costs wherever it is feasible;
(Paragraph 4.29)
50. the conditions attaching to grants of financial assistance to sport and recreation organisations should not discourage these organisations from exploiting what opportunities exist for trading revenue provided such revenue is used to the benefit of sport and recreation;
(Paragraph 4.30)

National Sports Lottery Proposal

51. a national sports lottery should not be introduced as either an alternative or as a supplementary form of assistance to sport and recreation;
(Paragraph 4.36)

Commercial Sponsorship

52. commercial sponsorship of sport is acceptable to the extent that it shows a clear benefit to the development of the sport;
(Paragraph 4.42)

53. if the Commonwealth Government were to make it a condition of the granting of Commonwealth assistance that sporting organisations not accept tobacco company sponsorship, the Commonwealth should offer compensation to those sporting organisations which were affected adversely;

(Paragraph 4.54)

54. the Commonwealth Government should not co-sponsor sporting events with tobacco companies;

(Paragraph 4.54)

55. the Australian Broadcasting Tribunal's draft guidelines with respect to incidental advertising by tobacco companies should be adopted;

(Paragraph 4.54)

General

56. the National Coaching Accreditation Scheme be expanded to strengthen coaching at the regional and local levels.

(Paragraph 5.14)

Recreation

57. the Commonwealth fund a Regional Recreation Catalyst Scheme in co-operation with State, local and regional authorities and with broadly based community organisations and that this scheme should involve the employment of regional recreation officers;

(Paragraph 5.33)

58. the Regional Recreation Catalyst Scheme should have access to an innovation program fund administered by the Department of Sport, Recreation and Tourism which would make available a limited number of small grants for innovative community recreation purposes with priority being given to disadvantaged areas;

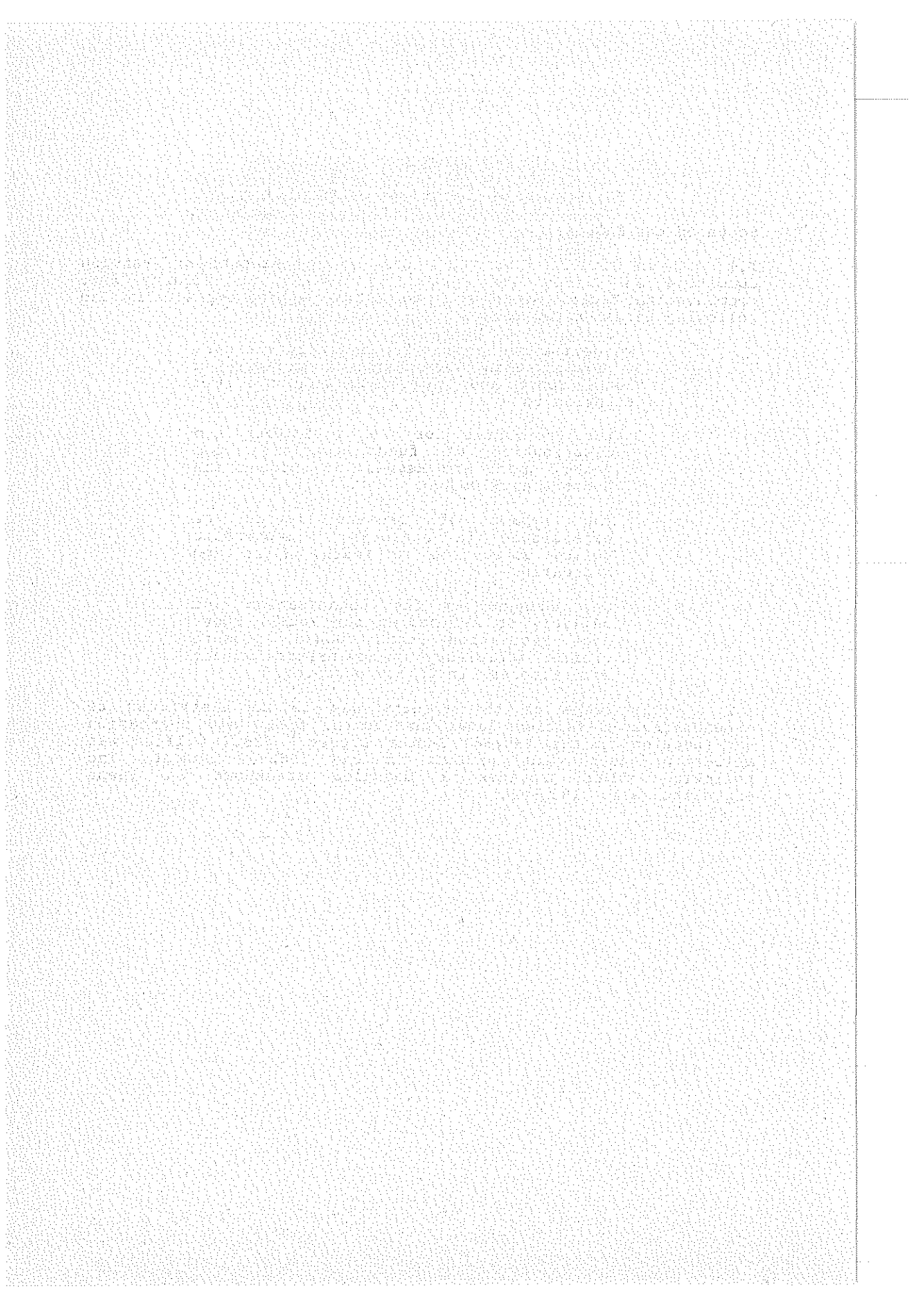
(Paragraph 5.33)

59. a worthwhile amount of Commonwealth Government funds provided for recreation purposes should be set aside for use as research grants to be administered by the Department of Sport, Recreation and Tourism;

(Paragraph 5.36)

60. the Department of Sport, Recreation and Tourism should investigate ways of encouraging employers to provide work-place related recreational opportunities which promote the health and fitness of their employees;

(Paragraph 5.37)



CHAPTER 1

The Scope and Objectives of the Inquiry

Scope of the Inquiry

1.1 In October 1982 the House of Representatives Standing Committee on Expenditure agreed to conduct an inquiry into Commonwealth Youth, Sport and Recreation expenditures with the following terms of reference:

'To review the efficiency and effectiveness of Commonwealth Government expenditure on Youth, Sport and Recreation with specific attention to -

- . the procedures for the allocation and distribution of funds available for Youth, Sport and Recreation through the Commonwealth Budget
- . the impact of present levels of expenditure in achieving Commonwealth policy objectives in Youth, Sport and Recreation
- . any changes in the organisation and delivery of Assistance for Youth, Sport and Recreation that would promote greater efficiency in administration and effectiveness in policy outcomes.'

1.2 The scope of the inquiry was to be restricted to expenditures classified under the Youth, Sport and Recreation sub-function in the 1982-83 Budget papers.¹ \$26.7 million was allocated under this heading in the 1982-83 Budget. The following table provides a detailed breakdown on these expenditures for 1982-83.

TABLE 1

Details of Commonwealth Outlays on Youth, Sport and Recreation
1982-83 (\$ million)

A. Youth

Grants-in-aid to youth organisations and for international youth exchanges.		0.800	0.800
--------------------------------------------------------------------------------	--	-------	-------

B. Sport

Australian Institute of Sport			
Capital Works	7.984		
Net Operating Expenses	4.505		
AIS/CCAЕ 'Sports Studies' Course	<u>7.317</u>	12.806	
International standard sports facilities		4.909	
Sports Assistance Program			
Sports Development Program	3.186		
Assistance Program for Sport and Recreation for Disabled People	0.191		
Australia Games	0.180		
Australian Commonwealth Games Association grant for team preparation	<u>0.155</u>	3.712	
Australian Olympic Federation			
Grant for team preparation, 1984 Olympic Games		0.500	
National Aboriginal Sports Foundation		<u>0.284</u>	22.211

C. Recreation

Aboriginal Culture and Recreation		0.897	
Life Saving (Grants to Surf Life Saving Association, Royal Lifesaving Society)		<u>0.600</u>	<u>1.497</u>

TOTAL			<u>24.508</u>
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Sources: 1983-84 Budget papers
Department of Aboriginal Affairs
Department of Sport, Recreation and Tourism

1.3 Classified under the Youth, Sport and Recreation heading in 1982-83 were some minor expenditures on youth (\$600 000 in 1982/83); specifically grants-in-aid to youth organisations and for international youth exchange some administered by the Department of Education and Youth Affairs. The Committee regarded the inclusion of these expenditures in its inquiry as anomalous since the expenditures have no relation to the sport and recreation expenditures which made up the bulk of the category and the vast proportion of Commonwealth expenditures on assistance to youth, for example the Community Youth Support Scheme, are excluded. For these reasons the Committee decided to exclude from the scope of the inquiry the expenditures on youth classified under the sub-function.

1.4 The report thus focuses on the sport and recreation expenditure of the Commonwealth Department of Sport, Recreation and Tourism. There are, however, three significant additional sources:

- (i) funds distributed to the National Aboriginal Sports Foundation and as grants-in-aid to Aboriginal communities and groups for recreational and sporting activities which are administered by the Department of Aboriginal Affairs;
- (ii) expenditure by the National Capital Development Commission on facilities at the National Sports Centre at Bruce (ACT); these facilities are subsequently managed by the Department of Territories and Local Government and leased to the Australian Institute of Sport;
- (iii) indirect assistance to sport and recreation provided through the Commonwealth's regulatory and taxation systems.

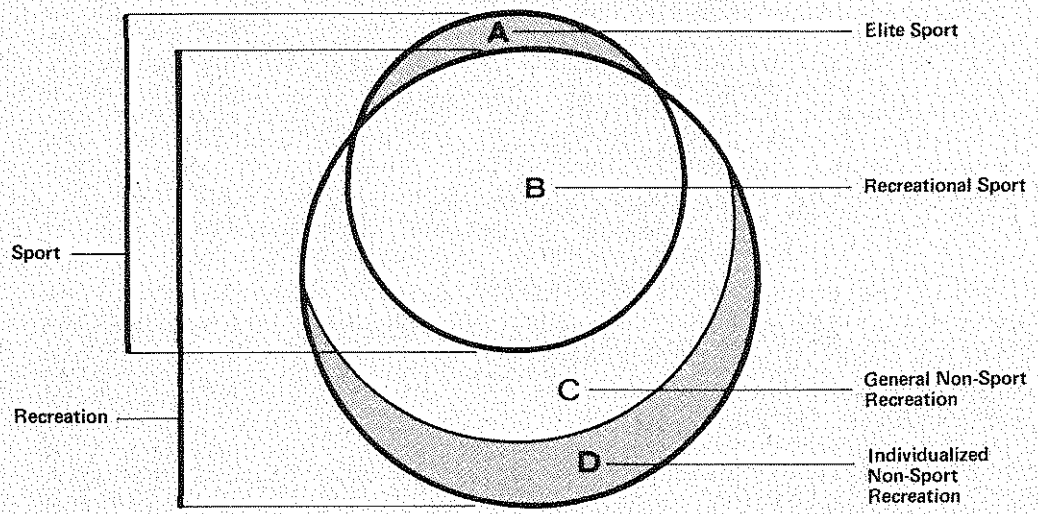
1.5 In adopting this focus, the Committee is aware that although the direct Commonwealth expenditures and indirect assistance levels involved are relatively small, other indirect Commonwealth expenditures which cover a wider field have an enormous influence on the sporting and recreational aspirations of Australians. The Committee noted during its hearings that much evidence was given by witnesses about the relative emphasis placed on 'sport' or 'recreation' or 'elite sport' or 'high performance sport' or 'recreational sport'. Definitions for such terms abound but the Committee, in taking evidence became aware less of the distinctions between the terms than of the high

degree of overlap between activities to which they referred and the extent to which any particular activity can have a different meaning for the individual engaged in it: tennis can be a means of earning a living for a tennis professional, a chance to represent his country for a Davis Cup player, a competitive activity for a club player, a step towards fitness or simply an entertaining social activity.

1.6 One method of representing the pluralistic nature of sport and recreation is expressed in the diagram below. The diagram represents total sport and recreation activities in Australia. The smaller circle represents sport; the larger represents recreation. The area of overlap between the two circles (B) represents recreational sport and the area of the sports circle which does not overlap (A) represents elite sport or sport at its highest competitive level. The shaded lower area of the recreation circle (D) represents highly individualised, non-sport recreation such as reading a book or watching television.

Figure 1

Diagrammatic Representation of Sport and Recreation Activity in Australia



1.7 It is important to note that, although the Commonwealth expenditure focussed upon by the Committee falls heavily into the sector of elite sport (A) and to a lesser extent on (B), all other sectors are effected by Commonwealth expenditure through a variety of programs not addressed by this Inquiry. For example, people pursuing individualised non-sport recreation (D) may find they have their opportunities to enjoy a wider variety of television programs or books as a result of increased Commonwealth expenditure on the Australian Broadcasting Corporation or of the activities of government sponsored activity to promote inter-library lending.

1.8 With less individualized recreational activities (C), people may find they are able to enjoy a greater variety of artistic performances, Australian films and national parks because of Commonwealth expenditure or financial concessions in this area. In the area of recreational sport, the Commonwealth makes a particularly significant contribution to sporting opportunities for young people through its provision of funds for secondary and tertiary education, some of which are for the building of recreation and sporting facilities and others which meet the recurrent costs of sport and recreation programs.

1.9 The high level of Commonwealth expenditure on education led the Committee to seek advice from the Commonwealth Department of Education and Youth Affairs regarding the extent to which funds provided to schools and tertiary education institutions by the Commonwealth were used for the construction of recreational facilities, particularly sporting facilities, and the extent to which such facilities could be used by the community. The Committee was advised that, although Commonwealth funds spent on sporting facilities at tertiary education institutions can be identified, funds for schools are made available in such a way that no estimate can be made of expenditure on school sporting facilities. With regard to the community use of sporting facilities, the Committee was informed that each State and Territory education authority and non-government schools authority had their own policy.² The Commonwealth funding agencies although supportive of the concept, did not wish to attempt to impose its preferences on the State, Territory and non-government authorities.

1.10 The Commonwealth Schools Commission has stated the view that the community shared use of schools is a positive development which can be justified on educational and community development grounds.³ The Commonwealth Schools Commission considered that to be effective the policy required community participation in management and responsibility. With a view to promoting greater community participation, the Commonwealth Schools Commission intended in the 1982-84 Triennium to document the present situation regarding community/school facilities and decision-making and planning processes. Other action being considered included:

- . changing aspects of funding arrangements to facilitate participatory planning processes and shared facilities;
- . support to encourage States to appoint support staff such as community liaison officers to overcome procedural and legal difficulties inhibiting effective development of community sharing in the use of facilities;
- . encouraging professional groups to use participatory planning techniques;
- . collecting and disseminating information to assist those moving towards shared use facilities.

The Committee was advised that little in a practical sense had been achieved so far. One useful development was a seminar sponsored by the Commonwealth Schools Commission on Schools and Community Facilities held in Sydney in February 1981.⁴

1.11 The Commonwealth Tertiary Education Commission had formulated no views on the community use of sports and recreation facilities in tertiary education institutions and regarded the matter as one to be left to individual institutions. It did advance the view that, where adopted, community use should be on a user pays basis so that operating costs are met.

1.12 The Committee's attention was drawn to the potential for community use of facilities at educational institutions by several witnesses.⁵ Some tertiary institutions and one school in Sydney commented on the suitability of education based recreational facilities for wider use. One of the most important suggestions was that additional funds from within the education budget be made available to selected tertiary education institutions to enable further development of sporting and recreational facilities for use by the student population, the wider community and possibly as venues for high standard competition.⁶ The question of use of tertiary education institution facilities as training centres for elite athletes was also raised.

1.13 The Committee accepted that there were advantages in promoting wider use of expensive facilities and it was impressed by the efforts of, for example, the Angle Park community in South Australia to fully utilize its combined school/community centre. However, it noted that an essential feature of community facilities was a location convenient to large numbers of people in a region and considered that although schools often met this criteria, relatively few tertiary education institutions were

suitably located to be suitable community centres even though some could possibly be appropriate as regional sports venues. Moreover, the Committee acknowledged that making the facilities available itself was not sufficient to ensure their use. There were instances of community accessible school facilities being used infrequently because of the availability of alternative venues or simply because of the negative attitudes toward schools themselves held by some people. The latter factor ought not to be underestimated.⁷

1.14 The question of community use of sporting and recreational facilities at schools and tertiary education facilities was a large issue which the Committee could not hope to cover adequately in its present inquiry. The Committee agreed, that further examination of the issue than had so far been given was needed and that the examination should take into account:

- . the need for a Commonwealth policy on community use of schools;
- . a close examination of possible conflicts between student and community use;
- . an assessment of likely costs of community use and of the most appropriate means of meeting these costs;
- . consideration of the accessibility to the community of sporting and recreational facilities, particularly those at tertiary education facilities, before any recommendation of funding for community use was made;
- . the importance of ensuring that funds allocated by the Commonwealth are used for their intended purpose; but also
- . means of promoting the fullest use of facilities funded in full or in part by the Commonwealth.

1.15 The Committee believed that immediate positive action in this field can and should be taken by the Commonwealth. The success of any Commonwealth initiatives required the co-operation and support of the schools authorities and the local communities. The Committee therefore recommends that:

1. the Commonwealth Schools Commission seek from all schools authorities, both government and non-government, information on the extent to which

existing school sport and recreational facilities are used by the outside community and the reasons for any lack of use especially in areas where there is a shortage of sport and recreation facilities;

2. the Commonwealth Schools Commission in co-operation with the Department of Sport, Recreation and Tourism, undertake or commission an evaluation of established community access projects. For the purposes of a more thorough-going evaluation, it may be desirable for the Commission to fund a limited number of pilot projects in selected schools involving, for example, the employment of caretaker/managers for the trial period;
3. the Department, in conjunction with other relevant Commonwealth agencies including the Department of Sport, Recreation and Tourism and with the co-operation of government and non-government education authorities, actively encourage the adoption of school building concepts and designs which are conducive to community recreation use. The subject should be placed on the agenda for an early future meeting of the Recreation Ministers' Council.

The Committee noted that the Commonwealth Schools Commission has a School and Community element in its Projects of National Significance Program and that approximately \$2 million had been spent on School and Community projects since 1973 with current annual levels of expenditure of the order of \$100 000.

1.16 The Committee received information from submissions and during hearings and inspections on the desirability of Commonwealth promotion of additional recreational opportunities through an expansion of funding to the Arts and national parks.⁸ Some consideration of the Commonwealth role in the funding of national parks is included however in Chapter 5 of this report. The Committee is conducting a separate inquiry into Commonwealth funding of the Arts.

1.17 Against this background, it can be seen that the specific programs of sport and recreation assistance examined in detail by this Inquiry are only a relatively small component of the support provided by the Commonwealth Government.

Objectives of the Inquiry

1.18 In examining expenditure on sport and recreation, the Committee has sought to answer the following questions:

- (i) do the individual programs in this field achieve their specific objectives efficiently and effectively and what alterations to existing administrative arrangements and procedures would improve individual program efficiency and effectiveness?
- (ii) what forms of alternative, indirect assistance are available and how do they compare with existing direct programs?
- (iii) how well do existing programs taken together achieve the Commonwealth's overall aims for sport and recreation?
and
- (iv) is the Commonwealth's present role in sport and recreation appropriate given community preferences and expectations?

1.19 The first of these questions is examined in Chapter 3. Programs are examined individually. Most of the issues raised in this chapter arise from submissions received and evidence given at hearings to the Committee. The comments of the clients and potential clients of programs have indicated a number of shortcomings in administrative arrangements and procedures and where it considered they were appropriate the Committee has recommended changes.

1.20 Question two concerning the merits of alternative forms of indirect assistance delivered through the non-government sector is investigated in Chapter 4. During hearings the Committee's attention was frequently drawn to alternative models of government sport and recreation administration provided by other countries. The Committee believed, however, that international comparisons were unhelpful because of the often large differences between the size, social and economic organisation of Australia and these other countries. The Committee therefore decided to not attempt a detailed investigation of overseas models of sport and recreation administration in this report. Of course, Governments need to keep themselves informed of overseas developments to allow themselves the opportunity to adopt certain aspects of overseas programs which appear relevant to Australian conditions.

1.21 The third and fourth questions are considered in Chapter 5. The Committee's response to the questions necessitated consideration of how Commonwealth objectives for sport and recreation and their priorities had changed in recent years. The fourth and final question was introduced in response to the concern expressed by a large number of participants in the inquiry about the balance between sport and recreation provision and between the responsibilities of the three levels of government in the federal system. The growth and present pattern of sport and recreation provision in Australia is described in Chapter 2. The appropriate future role for the Commonwealth is examined in Chapter 5.

CHAPTER 2

The Pattern of Sport and Recreation Provision and Commonwealth Involvement

The Pattern of Sport and Recreation Provision in Australia

2.1 Traditionally, sport organisation in Australia has focused on recreational sport and has been based on clubs with elected, unpaid officials and a high level of voluntary work. In some sports, such as squash and ten pin bowling, the provision of facilities has been a private, commercial initiative; in others, particularly golf and lawn bowling, members themselves have provided the facilities although support from local government authorities in the form of access to land has sometimes been available at a nil or low cost to sporting organisations. Gambling revenues, particularly poker-machine income in New South Wales has helped some private clubs to establish excellent facilities for both recreation and recreational sport.

2.2. The most significant providers of sport and recreation facilities have been local government authorities and State governments. These, for most Australians, have been responsible for providing and maintaining the community centre, the public hall, the municipal swimming pool and the local library as well as parks and gardens and camping sites. They have maintained the beaches and developed national parks and historical sites. In New South Wales, Victoria, South Australia, Western Australia, Tasmania, the Northern Territory and the Australian Capital Territory the Committee spoke to representatives of State and Territory departments which have responsibility for sport and recreation matters.¹ Submissions and evidence were also received from local government authorities and from the Australian Council of Local Government Associations (ACLGA).²

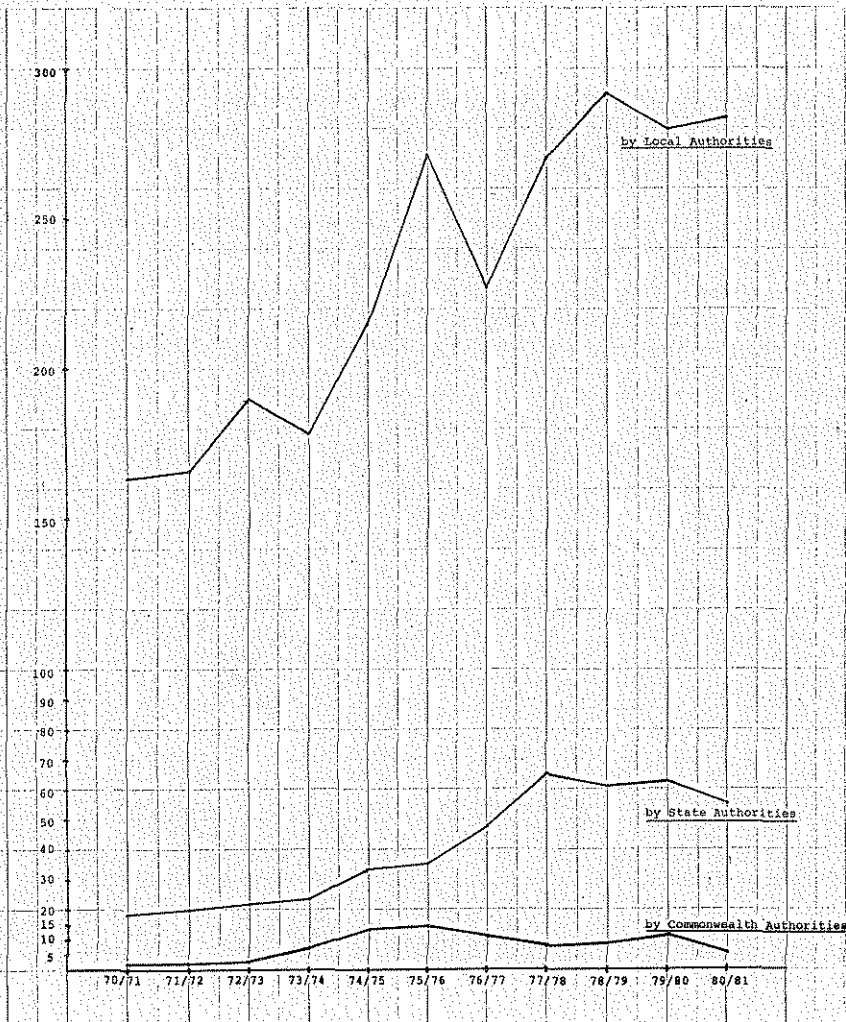
2.3 The ACLGA drew to the Committee's attention unpublished data compiled by the Australian Bureau of Statistics (ABS) on expenditure by the three levels of government on recreational facilities and services. The graph in Figure 2 shows the growth of gross outlays on recreation facilities and services sourced to Commonwealth, State and local government revenues during the period 1970-71 to 1980-81. The expenditure figures comprise outlays on the provision and maintenance of facilities such as parks, playgrounds, athletic fields, stadiums, beaches, swimming pools, botanical and zoological gardens, community centres and public halls and other facilities serving purposes primarily related to leisure-time activity and outlays on the support of organisations engaged in the provision and promotion of recreational services. Inter-governmental

transfers for specific recreation purposes have been allocated to the source authority, not to the authority spending the money. To facilitate comparability, the expenditures have been expressed in constant terms (1979-80 dollars) and outlays on recreation facilities and services in the Northern Territory and the Australian Capital Territory have been excluded. Care should be exercised in drawing inferences regarding changes in the overall level of Commonwealth involvement in recreation provision. The data presented in Figure 2 do not reveal the effects on State and local Government outlays on recreation facilities and services of any shifts in Commonwealth general purpose revenue and capital payments to State and local governments. The graph in Figure 3 shows changes in the real level of Commonwealth general purpose revenue and capital payments to State and local governments during the period 1970-71 to 1980-81.

Figure 2

**Gross Outlays on Recreational Facilities and Services
by Level of Government, by source, 1970-71 to 1980-81
(1979-80 dollars)**

\$ million



Note: Excludes outlays on recreational facilities and services in the A.C.T. and the N.T.

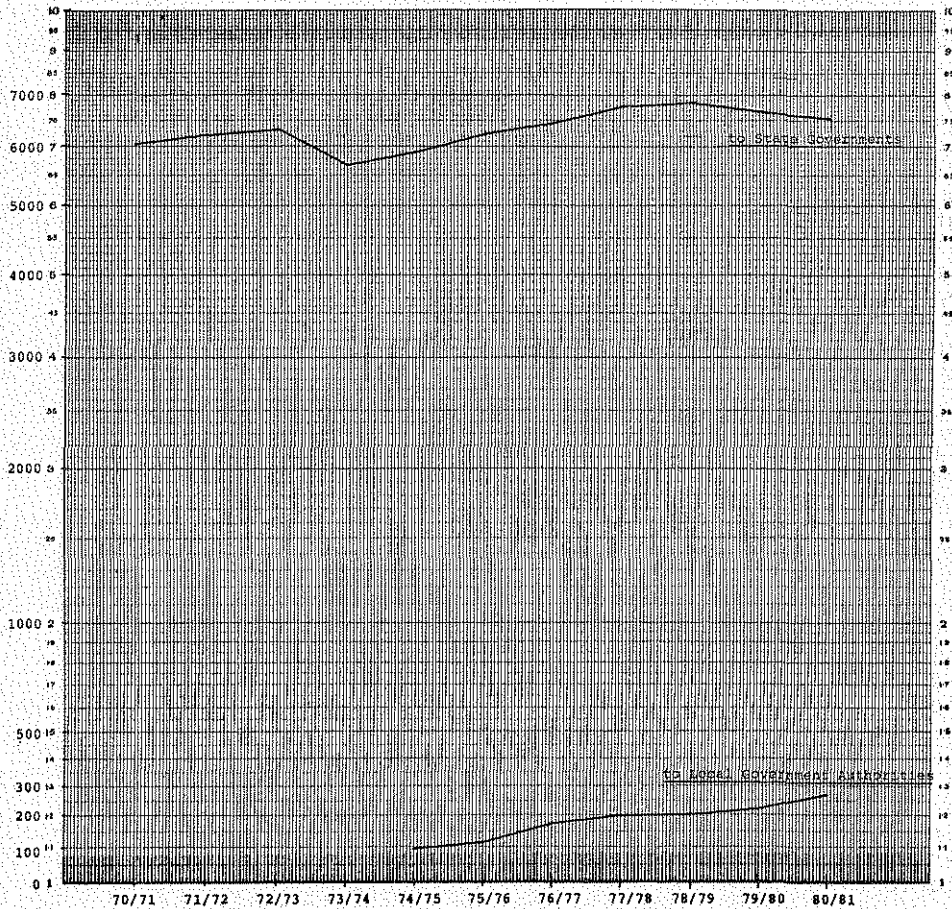
SOURCE: Australian Bureau of Statistics, unpublished data.

Figure 3

Commonwealth General Purpose Payments to State and Local Governments, 1970-71 to 1980-81
(1979-80 dollars)

\$ million

(Logarithmic Scale)



- Note: 1) Includes recurrent and capital payments
- 2) Excludes payments to the N.T.

Source: Budget Papers, 1973-74, 1975-76, 1978-79 and 1982-83.

2.4 The conclusion the Committee drew from the above information was that most of the recreational facilities and services used by ordinary Australians to enrich their leisure time are provided from State and especially local government revenue sources. Evidence given to the Committee by State and local governments emphasised the important role that these authorities have in providing recreational opportunities as well as sporting facilities. As shown in Figure 3 the Commonwealth provides substantial general purpose assistance to State and local governments. With respect to general purpose revenue assistance, machinery has been put in place, in the form of the Commonwealth Grants Commission and the six State Grants Commissions, to enable this assistance to be distributed among the States and among local government authorities in accordance with their relative revenue capacities and expenditure needs. At the local government level where outlays on sport and recreational services are significant budget items, the assessed relative needs for these services may have a significant impact on the tax-sharing entitlements of some local government authorities. It could well be pertinent for discussion between relevant Commonwealth and State Ministers that a local authority's Grants Commission assessed needs for sport and recreation services together with the actual level of the authority's outlays on sport and recreation services be taken into account when specific purpose assistance to local government for sport and recreation is determined.

2.5 Although these authorities generally supported the Commonwealth Government's involvement in funding sport at the national level, almost all were critical of the fact that Commonwealth initiatives did not include assistance for recreation. Recreation in the past has received Commonwealth support through such programs as 'Life. Be In It', the Community Assistance for Leisure Facilities Program and national fitness funding. This is no longer available and provision of recreation facilities and programs is now the province of local and State governments. Several States had expressed the view at the Recreation Ministers Council (RMC) in 1976 that although recreation should primarily be the responsibility of the States, there was a need for a Commonwealth presence in the recreation field.³ The evidence presented to the Committee on this matter is examined in greater detail in Chapter 5 where the Committee supported the view that existing Commonwealth recreation programs are inadequate and outlined its own views of the directions a greater Commonwealth involvement in recreation should take.

2.6 The Committee was impressed by the attempts of various State and local government authorities to put Commonwealth assistance to sport into perspective. Commonwealth assistance focuses on training and assisting athletes who are already at, or are close to the standard required to represent Australia in international competition. The Commonwealth Government provides some funds to assist in the administration of sport but these

are directed to the national associations or organisations responsible for Australian involvement in international competition. Government support for other levels of sport (inter-State competition, intra-State and regional competition and local competition) is carried out largely on facilities provided and maintained by States and local government.

2.7 Although the provision and maintenance of sporting facilities has been to a major degree the responsibility of governments, the traditional model of sport organisation, as noted above, has been based on clubs with voluntary, elected officials. In most sports these clubs have formed district, regional, State and national organisations. Such bodies have had the responsibility for organising competitions and often for arranging selections for overseas competition. They have rarely, until fairly recently, had access to sources of funds other than membership levies and assistance from government authorities in the form of provision of facilities at a low cost. Despite this limited financial base, amateur sport in Australia has accomplished a great deal.

2.8 During the last decade, however, changes have begun to occur. State governments have, in some instances, provided office accommodation and related assistance for sporting associations; private sponsors have, increasingly, provided support, often in the form of equipment or uniforms or travel assistance; local governments have provided subsidised activities for groups with special needs; and the Commonwealth has provided funds for coaching, administration at the national level and national and international representation. As well as this some segments of sport have become increasingly professionalised in recent years. High profile sports such as cricket, golf, tennis and some football codes attract large numbers of spectators and derive income from this source. Such sports also attract the major proportion of commercial sponsorship. Among those sports or levels of sport which attract crowds of spectators and a high level of commercial sponsorship there are many which have become substantial business undertakings providing, it might be considered, a form of high standard, professional entertainment. This should not be interpreted as a criticism since there is a valuable place in Australia for this kind of activity. For the purposes of government policy however, a strong distinction has to be drawn between these sports or levels of sport and those sports with a lower public profile and those levels of sport undertaken by individuals for enjoyment, a satisfying level of competition, fitness and, frequently, for recreation.

2.9 These changes have dramatically affected the way in which sport is organised. The changes are not unique to Australia; if anything, Australia lags behind other countries. Nevertheless the changes have been far-reaching: a large number of sports now have full-time, paid organisers at least at the national level; the frequency and standard of competition is

higher; the opportunities for coaching assistance and training are generally much greater; and umbrella organisations, notably the Confederation of Australian Sport (CAS), and some State sports federations are exerting a growing influence over sport. The CAS claimed in their submission that they were the umbrella organisation for 121 national sporting associations and represented 6 million sportspeople.⁴

2.10 Many witnesses saw the increasing organisation of sport as an important factor in promoting Australian success in overseas competition, in developing less well known sports and in increasing membership in sports generally.⁵ However, others criticised the changes seeing them as the cause for increasing bureaucracy in sport, increasing the financial costs to players, causing administrators to spend a greater proportion of time seeking sponsors and also stimulating increased demands from the owners of facilities.⁶

2.11 A number of national and State sporting organisations including the Australian Soccer Federation, the Australian Ladies Golf Union and West Australian Sports Federation questioned the role of such large organisations as CAS.⁷ It was suggested that umbrella organisations adopted were prone to 'empire building' or a 'big business' approach which ignored the wishes of members or the 'grass roots' participants in sport and that there was a danger that smaller, low profile sports would be discriminated against. Nonetheless, the CAS believed that it had a vital role to play in representing Australian sport and that, if sufficient Commonwealth funds could be made available to release staff members from very time consuming fund raising activities, the CAS could make a far greater contribution.⁸

2.12 The Committee saw this growth pattern in Australian sports organisation as inevitable. Such growth will make demands upon all levels of government and upon participants and spectators and the Committee believed one of the most important questions it had to address was the necessity for balanced provision of sporting opportunities. This expansion of sport has been paralleled by increasing interest in recreational opportunities of both a sporting and non-sporting type and the Committee was frequently reminded of this interest in recreation in submissions and during its hearings.⁹

The Growth of Commonwealth Involvement

2.13 The Commonwealth has no constitutional authority for providing assistance to sport and recreation. Its involvement in this field stemmed from a concern for national health and fitness as related to defence needs. The National Fitness Act (1941) established the Commonwealth Council for National Fitness to advise the Government on national fitness matters. The Council was administered by the Department of Health and included representatives from National Fitness Councils which had been established in all States.

2.14 Commonwealth funds for national fitness were allocated to State Councils which administered fitness programs and, after World War II, camping and wider recreational programs. Funds were also made available to selected institutions for the development of physical education courses. As well as this the Commonwealth provided, from 1951, assistance to life saving organisations, and special grants were provided to assist with the Olympic Games in Melbourne in 1956 and the Commonwealth Games in Perth in 1962.

2.15 In the early 1970's Commonwealth and State governments established departments with responsibility for sport and recreation matters. At the Commonwealth level the Department of Tourism and Recreation was established in December 1972. This Department concentrated on:

- . sports development;
- . fitness;
- . community recreation;
- . youth affairs; and
- . tourism.

2.16 The Department of Sport, Recreation and Tourism indicated in its submission that the major sport and recreation initiatives of the Department of Tourism and Recreation were:

- . the introduction of a Sports Assistance Program aimed at assisting amateur sporting and competitive recreation organisations to attend national championships and international events; to help with the administration costs of international events in Australia; and to help bring international sportsmen, sportswomen and coaches to Australia;
- . the expansion of grants to the Royal Life Saving Society and the Surf Life Saving Association;
- . the establishment of a Sports Advisory Council;
- . the establishment of the Recreation Ministers' Council which superseded the Commonwealth Council for National Fitness;
- . the inclusion of sport as part of the Cultural Exchange Program administered by the Department of Foreign Affairs;

- . the preparation of reports on the development of a national sports institute, and the priorities and development of recreation;
- . the introduction of a capital assistance program for the development of leisure facilities (CALF), (including sports facilities, parks, drop-in centres, multi-purpose community facilities) with project costs shared between Commonwealth, State and local Governments;
- . conduct of a National Leisure Seminar and a National Coaches Seminar; and
- . increased financial contributions to the National Fitness movement and the implementation of a Fitness Australia campaign.¹⁰

2.17 In 1975 the Department of Tourism and Recreation was abolished and its sport and recreation functions were transferred to the Department of Environment, Housing and Community Development. The Commonwealth's role in sport and recreation was then examined by the Administrative Review Committee which highlighted the need to co-ordinate Commonwealth and State programs more effectively, to define clearly national objectives, to rationalise appropriate levels of government responsibility and to conduct programs which stimulated 'self help'.¹¹ A further review of the Commonwealth's role in this field was carried out by the Task Force on Co-ordination in Welfare and Health following the 1976 Olympic Games.¹²

2.18 Both of these reviews 'indicated that sport and recreation were legitimate and worthwhile areas for Commonwealth involvement, particularly where the national and international interest is served, the objective and reason for involvement is clearly defined, and where duplication does not occur with other levels of government.'¹³

2.19 The Recreation Minister's Council (RMC), established in 1973, also considered the relative roles of State and Commonwealth governments in 1976. At a RMC meeting in 1976, State and Territory Ministers expressed the opinion that, while recreation should primarily be the responsibility of the States, the following areas could only be effectively and economically handled at the national level:

- . national and international ventures
- . information dissemination
- . research

- . education for recreation workers
- . co-ordination to ensure effective use of resources.¹⁴

2.20 The following list of significant Commonwealth funded developments in sport and recreation during the period 1977 to 1983 was provided by the Department of Sport, Recreation and Tourism and indicates clearly that it was the views of the Task Force, at least with respect to sport, that have prevailed in the formulation of Commonwealth sport and recreation policy. The initiatives attributed to the 1977 to 1983 period by the Department of Sport, Recreation and Tourism were:

- . the introduction of a Sports Development Program to provide financial assistance to national sporting bodies and other major sports-related organisations;
- . the appointment of a Sports Advisory Council (SAC) to advise the Minister on matters relating to the development of sport in Australia and allocation of grants from the Sports Development Program;
- . the introduction of a National Athlete Award Scheme which provides grants to individual elite athletes;
- . the development of the Australian Institute of Sport;
- . increased financial assistance for Commonwealth and Olympic Games;
- . the development of the National Coaching Accreditation Scheme;
- . the provision of funds on a dollar for dollar basis with the State and Territory Governments for the construction of international standard sports facilities;
- . increased financial assistance to the life saving organisations;
- . the provision of funds for the development of the Australia Games;
- . the introduction of an assistance program for sport and recreation for disabled people;
- . the funding of the Sports Studies Course at the Canberra College of Advanced Education;

- . the introduction of scholarships to allow athletes from developing Commonwealth countries to attend the Australian Institute of Sport;
- . the development of the Institute as a National Training Centre.¹⁵

It should be noted that the first two initiatives listed above were continuations of existing arrangements rather than new initiatives.

2.21 The responsibility for provision of Commonwealth assistance to sport and recreation was transferred to the Department of Home Affairs and Environment in 1978 and, in 1983 a further change in administrative arrangements led to the establishment of the Department of Sport, Recreation and Tourism. This latest change came about as a result of the election of a new Government and reflected the commitment of that Government to the creation of a separate Ministry of Sport, Recreation and Tourism. Other undertakings in this field include commitments to:

- . ensure that Australian Institute of Sport (AIS) funds are sufficient to complete proposed facilities and accommodation;
- . improve sports education in schools, with emphasis on water safety skill development;
- . increase funding in the general sports grants area to enable national sporting bodies to adequately administer their sport;
- . maintain dollar for dollar funding to the States for international standard sports facilities;
- . provide direct grants to local Government bodies to construct basic sporting and passive recreation facilities;
- . provide funds to local and State Governments on a dollar for dollar basis to build family leisure centres;
- . ensure sufficient funds are available to enable more highly talented athletes to gain international experience;
- . institute a national Inquiry to assess the community's present and future needs in the provision of passive outdoor recreation infrastructure;

- . provide financial support for the biennial Australia Games;
- . implement a tax-averaging scheme for sportsmen with short careers in high body contact sports, and
- . form a National Sports Commission to oversee provision of Federal assistance to sport and recreation at every level (in the 1983-84 Budget funds were made available for an Australian Sports Commission to be created and it is expected that this will be in operation by 1984).¹⁶

2.22 In the 1983-84 Budget the Minister for Sport, Recreation and Tourism announced an increase of fifty-four per cent or \$7 920 000 over 1982-83 in expenditure on sport and recreation programs under his portfolio. Included in that increase was an additional \$2 869 000 for 'sport, recreation and fitness' programs and \$274 000 for the setting up of the Australian Sports Commission. The Minister's Budget Statement listed the following initiatives in sport and recreation for 1983-84:

- . the Sports Development Program will be expanded to
 - increase assistance for full-time national administrators and coaches
 - provide new directions for sport at community level
 - identify, assist and develop talented athletes;
- . additional funds for sport and recreation for disabled people will
 - assist the pre-event training for high performance disabled athletes
 - provide more opportunities for pilot recreation projects for disabled people;
- . increased funds for the Surf Life Saving Association of Australia from \$400 000 to \$600 000 in 1983-84 will
 - provide increased grants to local surf clubs to upgrade rescue equipment
 - stimulate a number of new national initiatives;

- . increased funds to the Royal Life Saving Society from \$200 000 to \$225 000 in 1983/84 will help promote life saving courses more widely around Australia;
- . funds provided will allow investigation into the implementation of new approaches to fitness and recreation;
- . funding will be made available to national recreation organisations;
- . a decentralised branch of the Australian Institute of Sport to cater for hockey will be established in Perth;
- . funds for the national training centre program at the Australian Institute of Sport will be doubled, allowing more national squads to benefit;
- . scope will be available for provision of sport and recreation facilities under 'wage pause' and Community Employment programs;
- . there will be consideration of a possible tax averaging scheme for high performance sportspeople;
- . consultation will be entered into with State Government Departments on provision of sport and recreation facilities at community levels;
- . proposals will be developed for a national inquiry into present and future needs for the provision of passive outdoor recreation infrastructure;
- . consideration will be given to the extension of the International Standard Sports Facilities Program;
- . the special sport and recreation needs of particular groups in Australian society will be examined; and
- . consideration will be given to proposals for a Sports Development Plan.

2.23 The Interim Committee of the Australian Sports Commission was announced on 13 September 1983. In making the announcement, the Minister for Sport, Recreation and Tourism said that the Interim Committee had been asked to consider and report on within three months:

- . the roles and powers of the proposed Sports Commission (including the extent of coverage of aspects of recreation as well as sport);
- . details of the structure of its membership and the responsibilities of its members; and
- . its relationships with
 - the Minister for Sport, Recreation and Tourism
 - the Department of Sport, Recreation and Tourism
 - sports bodies/associations, including the Confederation of Australian Sport
 - institutions, such as the Australian Institute of Sport, and
 - other levels of government.¹⁷

The role of the proposed Sports Commission is examined in Chapter 3.

CHAPTER 3

The Efficiency and Effectiveness of Specific Commonwealth Programs in Sport and Recreation

3.1 In Chapter 1 of this report the focus of the Committee's attention was described as the sport and recreation expenditure of the Commonwealth Department of Sport, Recreation and Tourism and two other major programs: the funds distributed by the Department of Aboriginal Affairs for Aboriginal recreational activities; and expenditure by the National Capital Development Commission for facilities at the National Sports Centre in Canberra. This Chapter seeks to examine each of the programs that fall within this group and to answer the first of the questions set by the Committee as an objective of the inquiry:

'do the individual programs in this field achieve their specific objectives efficiently and effectively and what alterations to the existing administrative arrangements and procedures would improve individual program efficiency and effectiveness?'

3.2 Each program, its aims and objectives and the funds available to it, is described separately. Issues raised in submissions to the Committee and during its hearings are explored in some detail. Specific Committee recommendations are made for each program.

a. The Department of Aboriginal Affairs

3.3 The Department of Aboriginal Affairs has in recent years provided for Aboriginal sport and recreation through two primary channels:

- (i) a grant-in-aid program to Aboriginal communities for sport and recreation facilities and services administered by the Welfare, Arts and Community Affairs Branch of the Department; and
- (ii) grants to Aboriginal sports people and sporting organisations for recurrent purposes administered by the National Aboriginal Sports Foundation (NASF).

In addition the Department makes a few grants to State or Territory governments for sport and recreation purposes. These outlays have been included under (i) in the following discussion.

3.4 The Department described the activities of the two programs in its submission as follows:

'The types of sport and recreation activities funded by the Department vary. Sports and recreation facilities supported include the construction of basketball and netball courts, football and cricket ovals, change rooms, as well as the installation and maintenance of sprinkler systems. The funding of sports/recreation co-ordinators is also supported as is the funding of organisations for sports and recreation equipment. Community centres have been constructed or purchased; those are often multi-purpose and not confined solely to youth sport and recreation activities. Recreational camps and excursions have also been funded.

The NASF has played an important role in the development of Aboriginal participation in sport. It is incorporated in the Minister for Aboriginal Affairs portfolio as an independent body under the Aboriginal Councils and Associations Act. The NASF is funded by the Department and is composed entirely of prominent Aboriginal sportsmen and sportswomen. It provides financial assistance and equipment to Aboriginal groups, organises competitions and tours, and provides awards for outstanding performances. The NASF is not involved in programs administered directly by the Department.'¹

3.5 Table 2 below shows the expenditures on these two programs for 1980-81 to 1982-83. On 4 October 1983 the NASF was abolished and its functions were transferred to the Aboriginal Development Commission. The 1983-84 allocation for Aboriginal sport hence will be determined according to the Commission's own priorities and have not yet been finalised.

TABLE 2

Department of Aboriginal Affairs
Expenditures on Sport and Recreation, 1980-81 to 1982-83

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
NASF	-	263 276	284 000
Other Sport and Recreation	(716 264)	(813 133)	(896 732)
Facilities	265 089	241 731	319 400
Equipment	3 079	4 611	40 000
Community Centres	269 246	362 725	247 627
Sport/Recreation			
Co-ordinates	9 600	20 000	177 403
Miscellaneous*	<u>169 250</u>	<u>184 066</u>	<u>112 302</u>
TOTAL	<u>716 264</u>	<u>1 076 409</u>	<u>1 180 732</u>

* includes recreational camps, excursions and a Girl Guides program.

Source: Department of Aboriginal Affairs, Submission Evidence.

3.6 The Department of Aboriginal Affairs described the objectives of overall Commonwealth assistance for Aboriginal sport and recreation as:

- . the acquisition of excellence in sport;
- . the provision of sporting skills;
- . the increased access of Aboriginal people to sporting competition; and
- . general community development in terms of social cohesion and health improvement.²

Objectives (1) to (3) are seen as being served by the NASF while the fourth objective is considered to be served by the sport and recreation grants-in-aid program administered by the Department of Aboriginal Affairs.

National Aboriginal Sports Foundation

3.7 The NASF provided the following kinds of assistance:

- . cash awards to promising senior and junior Aboriginal sportspeople;
- . grants to Aboriginal sporting or community organisations or groups

- the purchase of sporting equipment,
- to staging of sporting carnivals, and
- travel to sporting events (in limited cases only).

Some grants were made to organisations involved in alcohol and drug dependence rehabilitation for purchases of sporting equipment. The NASF did not make grants for capital purposes. A breakdown of NASF expenditures on these various categories of assistance is not available. Table 3 below sets out NASF expenditures on grants and administration for 1980-81 and 1981-82.

TABLE 3

National Aboriginal Sports Foundation
Expenditure on Grants and Administration, 1980-81 and 1981-82

	<u>1980-81</u>	<u>1981-82</u>
Grants	137 645	133 657
Administration (salaries, members' travel, etc.)	<u>119 588</u>	<u>120 726</u>
TOTAL	<u>257 233</u>	<u>254 383</u>

Source: National Aboriginal Sports Foundation, 1980-81 and 1981-82 Annual Report.

3.8 The NASF pointed to a number of achievements of its programs: expansion of assistance to Aboriginals through the Australian Institute of Sport, affiliation of the NASF with the Confederation of Australian Sport and some measure of international recognition of the NASF.³ The NASF, however, had encountered several problems since it was established on an independent basis in 1979. The NASF itself believed that the present programs of assistance for aboriginal sport and recreation suffered from several shortcomings.

- . there was insufficient liaison between the NASF and the Department of Aboriginal Affairs;
- . a small NASF membership and secretariat had a large task vetting requests for assistance from communities across Australia; and
- . the Department of Aboriginal Affairs was unable or unwilling to provide assistance through its own area and regional staff.⁴

3.9 In evidence given to the Committee Mr Brian Dixon, the Chairman of the NASF, referred to a number of other problems encountered by the NASF.⁵ In response to concern at the high cost of administration of the NASF especially members' fees and travel expenses, the number of members was cut from ten to four. The Department of Aboriginal Affairs had expressed concern about the level of funding of sports carnivals (a Darwin sports carnival in 1980-81 had cost over \$83 000 out of a total grant allocation of \$137 600). Funding of sports carnivals had been suspended in 1982-83 pending a review of this category of assistance. The National Aboriginal Conference reviewed the NASF last year, a copy of its report was attached to the NASF submission.⁶ That report noted the lack of administrative support for the NASF and canvassed a number of options for absorbing the NASF in a larger body such as the National Aboriginal Conference itself, the Aboriginal Development Commission and the Department.

3.10 Mr Dixon told the Committee of his concern about the future of the NASF and expressed the view that it should remain autonomous and indeed be given more responsibility. The NASF's submission recommended that the Foundation be given full funding responsibility for Aboriginal sport and recreation and be given increased staff for this task and to overcome the co-ordination and administration problems referred to previously. Specifically, the NASF wanted a project officer located in the NASF to liaise with the Department of Aboriginal Affairs, an Aboriginal liaison officer in the Confederation of Australian Sport and two Aboriginal sports development officers in the Northern Territory.⁷

3.11 As mentioned previously, the functions of the NASF have been assumed by the Aboriginal Development Commission. A three member advisory committee comprising representatives of the Department, the Aboriginal Development Commission and the National Aboriginal Conference has been appointed to supervise program continuity. In making the transfer, the Minister for Aboriginal Affairs considered that the function would be better served by the greatly increased administrative support that could be provided by the regional network of offices of the Aboriginal Development Commission and by the greater flexibility of funding made possible by the increased resources that the Government has made available to the Commission.⁸ Future funding options made possible by the new arrangements could include the provision of capital grants and forward funding commitments for employment programs similar to those provided by the Sports Development Program administered by the Department of Sport, Recreation and Tourism.

3.12 The Committee considered that some of the administrative problems which had arisen with the NASF could be resolved by the absorption of the Foundation in a larger administrative unit. However, it had reservations about the merits of transferring the function to the Aboriginal Development Commission. Assistance to

sport would have to compete for funds with other Commission undertakings in fields such as housing, business enterprises. The Aboriginal Development Commission also had no apparent expertise in or clear commitment to Aboriginal sport. The Committee believed that responsibility for Aboriginal sport and recreation should remain with the Minister for Aboriginal Affairs. It was government policy to retain most programs of specific assistance to Aboriginal people under the control of the Minister for Aboriginal Affairs and the Minister had a special responsibility for the development of Aboriginal communities. The Committee considered that at some future date it may be appropriate to integrate Aboriginal sports assistance with other Commonwealth sports assistance. In the interim, however, it seems that only elite level Aboriginal sport should be fully integrated. The Committee considered that, ideally, responsibility for the administration of all Aboriginal sport and recreation programs should reside in a single agency which would be charged also with responsibility for Aboriginal art and culture because of the overlap between recreation and culture and the importance of Aboriginal identity in each.

3.13 In addition to the specific difficulties which had befallen the NASF, the Committee was concerned about a number of general aspects of assistance to Aboriginal sport:

- . the lack of co-ordination with other programs of assistance to Aboriginal sport and recreation provided by the Department and those programs administered by the Department of Sport, Recreation and Tourism;
- . shortcomings in financial control. Apart from expenditure acquittal requirements, there was no evident monitoring of program performance and follow up activity. Adequate review machinery would need to be established especially if forward funding commitments were to be extended to sports assistance programs;
- . the paucity of objective needs assessment criteria and priority setting.

The Committee was advised by the Department of Aboriginal Affairs that an Aboriginal Sports Advisory Committee, comprising the Chairman of the National Aboriginal Conference, the Chairman of the Aboriginal Development Commission and the Deputy Secretary of the Department, had been established recently to formulate Aboriginal sports policy and to ensure rationalisation and

co-ordination of Aboriginal sports assistance programs. The Committee was unable to form a judgment as to the effectiveness of this new committee.

Sport and Recreation Grants-in-Aid

3.14 With the Department of Aboriginal Affairs (DAA) grants-in-aid programs, the provision of sport and recreation facilities, including community centres, has been accorded the highest priority. This can be seen in Table 2 and in Table 4 below which shows the number of Aboriginal communities receiving grants-in-aid under the different categories of assistance.

TABLE 4

Department of Aboriginal Affairs
Aboriginal Communities Receiving Assistance under the
Sport and Recreation Grants-in-Aid Program

	1980-81	1981-82	1982-83
Facilities	8	10	13
Equipment	2	3	5
Community Centres	36	23	29
Sport/Recreation			
Co-ordinators	1	1	10
Miscellaneous	<u>6</u>	<u>8</u>	<u>7</u>
TOTAL	<u>53</u>	<u>45</u>	<u>64</u>

Source: Department of Aboriginal Affairs, Submission evidence.

The DAA Grants-in-Aid program, in contrast to the NASF program, provides assistance largely of a capital nature and with a large recreation element. This is the kind of assistance which is provided to the non-Aboriginal population by local government.

3.15 Unlike the NASF program also, the DAA grants-in-aid program benefits from the network of area and regional officers of the Department. Needs are identified and priorities set through consultations between Aboriginal communities, members of the National Aboriginal Conference and the area staff of the Department of Aboriginal Affairs. Like the NASF program no explicit selection criteria are applied. Grants are usually of fixed amounts for specific purposes. There are a small number of matching grants involving State and local governments. Grant recipients are required to submit audited statements of expenditures once a year with often the additional requirement of periodic financial statements throughout the year.

3.16 The NASF was critical of the Department's sport and recreation grants-in-aid program. It considered that the program lacked a national perspective and was not guided by any clear

policy. Consultation with Aboriginal communities was a philosophy not a policy.⁹ The Department was aware of a number of specific shortcomings with its program. It referred the Committee's attention in its submission to the results of a review of the efficiency and effectiveness of Departmental youth, sport and recreational programs undertaken by Regional Directors of the Department in June 1983. The Regional Directors concluded that:

- . the present low level of expenditure, which reflected the low priority accorded in the Department to sport and recreation, had had only a minor impact in achieving objectives;
- . co-ordination with other agencies was poor; and
- . there was a need for a comprehensive sports assistance program.¹⁰

The Regional Directors also referred to pressure from Aboriginal communities for increased funding flexibility through the provision of small, 'one-off non-accountable' grants. The communities considered that the amounts of money involved were not significant enough to warrant the acquittal procedures required. The Department informed the Committee that it considered the acquittal procedures were not onerous and should be maintained to safeguard the interests of both grantor and grantee. An alternative means of increasing funding flexibility was suggested by Regional Directors and involved the provision of a bulk allocation for small tied grants similar to the NASF program.¹¹ The Regional Directors had considered that the NASF program was very effective in increasing Aboriginal involvement in sport.

3.17 The Committee concluded that the Department had identified the major shortcomings of the sport and recreation grants-in-aid program. The Committee could not accept the view that the Commonwealth's expenditure on Aboriginal sport and recreation was too small to make a tangible impression. In the terms of overall Commonwealth expenditure on sport and recreation in recent years, the programs to assist Aboriginal sport and recreation are significant. For example, in 1982/83, such expenditures were equal to 37 per cent of funds made available for the Commonwealth Department of Sport, Recreation and Tourism's Sports Development Program. This latter program provides assistance to over 80 sports by assisting with administrative expenses, coaching, athletic scholarships and relevant overseas travel. Although the Sports Development Program has not been formally evaluated, it was clear to the Committee from the submissions it received and from the accounts given by witnesses, that this program had made an impression. It seemed unlikely that a program of one-third the size aimed exclusively at the Aboriginal population could fail to have an impact unless

there were problems other than lack of funds. This gives strength to the arguments advanced by both the Department and the NASF for greater co-ordination.

3.18 There was little evidence available to Committee to allow it to gauge the success of existing programs of assistance for Aboriginal sport and recreation or to assess what superior forms of assistance might be available. The Committee nonetheless believed that the existing programs have had a favourable impact on the opportunities of both talented Aboriginal sportspeople and many Aboriginal communities. While the administrative problems which have been experienced could be overcome to some degree by absorbing these programs in a larger administrative unit or by devolving to local government authorities, the Committee was not convinced that such changes would improve their effectiveness given the isolation of many Aboriginal communities, the extent of the need and the importance of self-management.

Recommendations

3.19 The Committee recommends that:

4. all programs of assistance for Aboriginal sport and recreation be brought under the control of single agency, perhaps with the additional responsibility for Aboriginal art and culture, responsible to the Minister for Aboriginal Affairs and separate from the Aboriginal Development Commission;
5. that agency, in consultation with the National Aboriginal Conference and the National Sports Commission, formulate a comprehensive national plan for Aboriginal sport and recreation among whose objectives should be the maximum participation of local Aboriginal communities and the active involvement of State and local government authorities in a balanced sport and recreation program;
6. as a prerequisite of that plan, a national survey of the sporting and recreation needs of Aboriginal people be undertaken;
7. the agency develop a wider range of funding options to encourage greater participation of Aboriginal people in sport and recreation opportunities.

b. The Department of Sport, Recreation and Tourism

3.20 The Department of Sport, Recreation and Tourism was established in March 1983. The sport and recreation functions of the Department were, between 1975 and 1983, administered in departments which grouped together a wide range of dissimilar activities. During the period 1977 to 1982, several significant programs were introduced to assist sport. There were, however, no major initiatives to assist recreation and Commonwealth support for earlier programs which focused on recreation such as the 'Life. Be In It' program and the Capital Assistance for Leisure Facilities (CALF) Program, was discontinued. The question of whether the current range of programs is adequate collectively to meet the Government's policy objectives is discussed separately in Chapter 5. The objective of the analysis in this Chapter is to examine each of the existing programs and to comment, particularly in the light of information received by the Committee in submissions and during hearings, on the extent to which each program meets its stated objectives and on the efficiency of the Department's administration of the programs.

Sports Assistance Programs

3.21 In 1982/83 four previously discrete programs were amalgamated to become the Sports Assistance Programs. These were:

- . the Sports Development Program (which includes the National Athlete Award Scheme and the National Coaching Accreditation Scheme as well as the Sports Development Program);
- . Commonwealth Games funding;
- . Australia Games funding; and
- . the Program of Assistance for Sport and Recreation for Disabled People.

Allocations to the components of this program have, in the past, been determined separately in the Budget process.

3.22 A further adjustment to the structure of this area of Commonwealth assistance was announced in the 1983/84 Budget, this was the separation of the allocation into:

- . Sport, Recreation and Fitness Programs; and
- . Sport and Recreation for the Disabled.

Separate amounts for these two programs were announced by the Minister for Sport, Recreation and Tourism at that time.

3.23 Expenditure on Sports Assistance Programs in 1982/83 was \$3 711 877 which represented approximately 27 per cent of sport and recreation expenditure by the Department of Sport, Recreation and Tourism and 17 per cent of all direct Commonwealth expenditure on sport and recreation, that is, including expenditure by the National Capital Development Commission on facilities at the Australian Institute of Sport and expenditure by the Department of Aboriginal Affairs. The 1983/84 Budget indicated that the relative significance of these programs would be increased: it is estimated that approximately \$6.8 million, or 32 per cent of the Department's sport and recreation allocation will be spent on them in 1983/84. These programs were the major focus of over 50 per cent of the submissions received by the Committee and were mentioned in many other submissions. The Committee believed that the Sports Development Program in particular, had among existing programs, the most effect on Australians who participate in sport as recreation. The development of a recreation and fitness stream in this program will widen this effect.

3.24 As noted above, there have been changes to the names and administrative arrangements for this group of programs in 1982/83 and 1983/84. The following examination will use current names and, where necessary, indicate previous program titles.

a. Sport, Recreation and Fitness Programs

3.25 This group of programs incorporates those previously called the Sports Development Program, the Program of Assistance for Sport and Recreation for Disabled People and assistance to the Commonwealth Games and to the Australia Games. In the 1983/84 Commonwealth Budget a new assistance program for recreation and fitness was announced and is scheduled to be introduced to this group of programs in the near future. As noted, funding to this category of programs increased from \$3.7 million in 1982/83 to \$6.8 million in 1983/84. Table 5 below sets out expenditure on this group of programs in recent years and estimated expenditure in 1983/84. Also included in this table is assistance to Australia's involvement in the Olympic Games. Although this is allocated separately, it has much in common with other items in this category such as grants to assist the Commonwealth Games and the Australia Games.

3.26 Table 6 sets out expenditure on these programs from 197-77 to 1982-83 in constant terms (1979/80 dollars) and indicates that expenditure on sport and fitness programs increased moderately in real terms between 1976/77 and 1980/81, declined in 1981-82 and recovered slightly in 1982-83. It is clear that the projected 1983/84 expenditure on these programs represents a significant real increase. Amounts allocated to Olympic, Commonwealth and Australia Games varies in a cyclical pattern affected by the timing of the games and, of course, by the location if an Australian city is involved as Brisbane was in the 1982 Commonwealth Games.

TABLE 5

Details of Commonwealth Expenditure on Sports Development, Recreation
and Fitness and Games Preparation, 1976-77 to 1983-84

	1976/77 \$'000	1977/78 \$'000	1978/79 \$'000	1979/80 \$'000	1980/81 \$'000	1981/82 \$'000	1982/83 \$'000	1983/84 \$'000 (est.)
Sports Development Program	366	998	1 333	2 000	2 885	2 885	3 186	
Fitness Program	600	600	600	650	700	-	-	
Sport and Recreation Programs for the Disabled	-	-	-	-	-	200	191	400
SUB TOTAL	966	1 598	1 933	2 650	3 585	3 085	3 377	6 790
Commonwealth Games Assistance (a)	225	-	-	-	115	185	155	(b)
Australia Games Assistance	-	-	-	-	-	50	180	(c)
Olympic Games Assistance	-	-	100	745	525	-	500	900
TOTAL	1 191	1 598	2 033	3 395	4 225	3 320	4 212	7 690

(a) This does not include capital allocations which totalled \$10m over the 1978/79 to 1981/82 period.

(b) No allocation is to be made for Commonwealth Games Assistance in 1983/84.

(c) An allocation is expected to be made for Australia Games assistance in 1983/84 from the Sport, Recreation and Fitness allocation.

Source: Department of Sport, Recreation and Tourism, submission evidence.

TABLE 6

Commonwealth Expenditure on Sports Development, Recreation
and Fitness and Games Preparation, 1976-77 to 1982-83
(1979-80 dollars)

	1976/77 \$'000	1977/78 \$'000	1978/79 \$'000	1979/80 \$'000	1980/81 \$'000	1981/82 \$'000	1982/83 \$'000
Sports Development Program	461	998	1 333	2 000	2 885	2 885	3 186
Fitness Program	755	698	656	650	623	-	-
Sport and Recreation Programs for the Disabled	-	-	-	-	-	157	137
SUB TOTAL	1 216	1 858	2 113	2 650	3 194	1 910	2 418
Commonwealth Games Assistance (a)	283	-	-	-	102	146	111
Australia Games Assistance	-	-	-	-	-	39	129
Olympic Games Assistance	-	-	109	745	468	-	358
TOTAL	1 500	1 858	2 222	3 395	3 764	2 613	3 016

- (a) This does not include capital allocations which totalled \$10m over the 1978/79 to 1981/82 period.
 (b) No allocation is to be made for Commonwealth Games Assistance in 1983/84.
 (c) An allocation is expected to be made for Australia Games assistance in 1983/84 from the Sport, Recreation and Fitness allocation.

Source: Table 5; ABS 'Quarterly Estimates of National Income and Expenditure' June Quarter 1983,
(Catalogue No.5206.0) Government final consumption expenditure implicit price deflator.

The Sports Development Program

3.27 No allocation to the Sports Development Program has yet been made from funds provided for the Sport, Recreation and Fitness Programs in the 1983/84 Budget. At the time of the writing of this report, no information was available to the Committee as to what funds would be available to this program and how the new recreation and fitness programs announced in the Budget would operate. The Committee has therefore focused its attention on the Sports Development Program as it has operated between 1976/77 and 1982/83.

3.28 The objectives of the Program were described by the Department of Sport, Recreation and Tourism as:

- . to contribute towards improving the standards of performance of Australian athletes in international competition, and to increase the opportunities for such competition at home and abroad;
- . to support national voluntary associations and to upgrade the standard of coaching throughout Australia;
- . to co-operate with other levels of government, national sporting associations and the private sector in assessing the needs of sports and determining how best to allocate resources.

3.29 To achieve these objectives, financial assistance has been provided to national sporting organisations and other organisations in the following broad areas:

- . international competition in Australia and overseas;
- . general administration of national sporting organisations;
- . employment of national executive directors and coaching directors;
- . assistance for the National Coaching Accreditation Scheme;
- . national coaching schemes and development projects;
- . grants under the National Athlete Award Scheme; and

- . attendance at international meetings by Australian delegates and members of international sporting organisations.

3.30 This program, as noted earlier in the report, drew a disproportionately high level of attention in submissions received by the Committee. Almost all of the submissions supported the program. Exceptions to this were from organisations which had not received support under the program because support had gone to a competing organisation, or from those which represented a sub-category of a sport where funds had been given to an association representing the overall category. One example of the difficulties that such divisions can impose was outlined for the Committee by Mr John Whitehouse, Honorary Secretary of the Australian Water Polo Association at the Committee's public hearings in Hobart on Friday, 15 July 1983.¹² Mr Whitehouse explained that water polo had broken from the Amateur Swimming Union of Australia (ASUA) in August 1982 to form a separate association and explained that one of the most important reasons for this was that people involved in water polo believed they had not received full representation or an adequate share of financial assistance through the ASUA. Against this must be balanced the views of witnesses such as Mr M A Nunan, Director of the South Australian Sports Institute, who argued that there should be some rationalisation of activities eligible for assistance and suggested that a maximum of 45 activities should be supported by the Commonwealth Government, as is the practice in several European countries, rather than the 83 separate activities funded through the Sports Development Program in 1982/83.¹³

3.31 The Committee was concerned to ensure that assistance to national sporting organisations neither encourage the undue fragmentation of sports into highly specialist disciplines nor restrict the development of various specialist sports which receive their funding through block grants paid to umbrella organisations. The Committee recommends therefore that:

8. the Department of Sport, Recreation and Tourism encourage national sporting organisations seeking assistance to identify in their grant applications the funding requirements of any specialist bodies they claim to represent and that these be recognised by the Department in grant allocations.

3.32 Administration of the Sports Development Program was criticised in a number of submissions received by the Committee for one or other of the following reasons:

- . the high priority accorded to assistance towards the employment of administrators;

- . a failure to take account of the special funding requirements of sporting organisations;
- . the lack of sufficient 'in built' incentives for self help; and
- . an apparent lack of clarity and/or consistency in applying grant selection criteria.¹⁴

Priority Accorded to Assistance with Administration

3.33 Assistance for administration clearly enjoys the highest priority. Table 7 below, provided by the Department of Sport, Recreation and Tourism and including expenditure on Aboriginal sport and recreation, breaks Commonwealth expenditure on sports development down by functional categories of assistance. It indicates that, over the 1977/78 to 1982/83 period, Commonwealth grants for administration increased by almost five times. During the same period assistance for athletes to compete internationally doubled but declined from 55 per cent of total assistance provided to 32 per cent. At the same time, the actual and proportional expenditure on research and information dissemination fell from \$48 600 (4.9 per cent of total expenditure) in 1977/78 to \$41 000 (1.4 per cent) in 1980/81 (the last year for which separate figures are available).

TABLE 7

Commonwealth Expenditures on Sport Development
by Category of Assistance, 1977-78 to 1983-84

TYPE OF ACTIVITY ASSISTED	1977-78		1978-79		1979-80		1980-81		1982-83		1983-84 (Est)	
	\$		\$		\$		\$		\$		\$	
International Competition	547 040	54.8	550 650	41.3	864 407	43.2	976 200	33.8	957 700	33.2	1 009 300	31.7
Administration												
Grants	64 800	6.5	47 000	3.5	171 000	8.5	209 500	7.3	206 500	7.2	255 000	8.0
Employment	138 750	13.9	313 421	23.5	433 533	21.7	575 000	19.9	633 810	22.0	737 000	23.1
Coaching												
Projects	73 100	7.3	135 639	10.2	126 500	6.3	280 300	9.7	116 316	4.0	171 500	5.4
Employment	61 500	6.2	141 710	10.6	202 500	10.2	307 000	10.6	343 950	11.9	403 000	12.6
Development	30 900	3.1	2 000	0.2	74 400	3.6	376 500	13.1				
Research and Information Dissemination	48 600	4.9	89 300	6.7	76 229	3.8	41 000	1.4	514 757	17.8	475 500	14.9
International Meetings	33 740	3.4	53 280	4.0	53 150	2.7	119 500	4.1	111 800	3.9	138 700	4.3
Expenditure	998 430		1 333 000		1 999 719		2 885 000		2 885 000		3 190 000	
Appropriation	1 000 000		1 333 000		2 000 000		2 885 000		2 885 000		3 190 000	

NOTE: Funding for the NCAS has been included since its establishment in 1979 under Coaching Projects and the allocation to the NAAS (established 1980) has been included in the Development category.

Source: Department of Sport, Recreation and Tourism, submission evidence.

3.34 Concern was expressed in some submissions about the priority accorded administration as opposed to coaching for example and about the additional costs to sporting organisations of having full-time administrators.¹⁵ Nonetheless, the Committee was not told that the level of funding of administration therefore should be reduced. On the contrary, many witnesses argued that the present allocation was inadequate and that sport at the national level suffered because of the limited security of tenure and career structure offered sports administrators. The Committee considered that, on balance, the priority accorded administration was warranted in the early stages of the Sports Development Program and that many national sporting organisations now have an enhanced capacity to be self-supporting.

Special Funding Requirements of Sporting Organisations

3.35 The Committee encountered two oft-repeated criticisms of the Sports Assistance Programs in this regard, 'budget-lag' problems associated with the timing of the disbursement of funds and the inadequacy of existing forward obligation arrangements.¹⁶

3.36 The Committee was advised that applications were sought in April/May for the following financial year (July/June). It was said that funds were then allocated in the Commonwealth Budget in August, considered by the Sports Advisory Council which made recommendations to the Minister by September and that funds did not begin to flow to associations until October or even November. The submissions and witnesses argued that associations could thus spend three months of a financial year without funds. It was said that this was particularly damaging for winter sports which held championships during the July/September period and for sports which had heavy overseas competition commitments at that time of the year. It was suggested that funding should be based on a calendar year system so that funds announced in August could be paid in November or December for the following year. This solution was opposed by some associations on the grounds that it would make necessary the prediction of funding requirements 18 months in advance.

3.37 The Committee sought the views on this and other aspects of the funding machinery from the Department of Finance as well as the Department of Sport, Recreation and Tourism. The Department of Sport, Recreation and Tourism said only two or three sports had approached it about problems in this area and it believed the existing provisions for interim funding of programs in the Supply Acts together with the system of forward obligations allowed associations some continuity.¹⁷ The existing Supply procedures permit the Department to pay during the July/September period an amount based on funding sought for competitions scheduled to be held in the July/September period and a proportion (usually 5/12 although it could be increased to

6/12) of assistance toward the employment of staff. Funds for general administrative costs are not paid during this period and associations which receive smaller general grants are more significantly affected. Under the Sports Development Program two and three year forward obligations are entered into for the employment of administrative and coaching personnel and two year forward obligations are entered into for international competition.

3.38 It seemed surprising to the Committee, in view of the number of comments it had received on the difficulties created by 'budget-lag', that the Department was not more aware of the extent of dissatisfaction with the existing system. The Committee believed that this reflected the general lack of evaluation of Departmental programs. This problem is discussed in greater detail later in this Chapter.

3.39 The Committee is of the view that the 'budget-lag' problem can be overcome by the application of the existing 'Supply' provision described above and the forward obligation arrangements. The Committee was informed by the Department of Finance that calendar year funding could be accommodated in the Budget process. However, the Committee was inclined to share Finance's view that because of the availability of the Supply and forward obligation arrangements, little would be gained from the introduction of calendar year funding.¹⁸ The Committee had something more to say about the use of forward obligations later in this chapter.

3.40 The Committee noted, however, that smaller organisations receiving small grants for general administration did not benefit from the Supply period and forward obligation arrangements. It was from these organisations, which usually did not have full-time administrative staff, that criticism of program procedures was received and a lack of understanding of the Commonwealth Government's aims in providing funds was most evident. The Committee recommends that:

9. the Department should organise a series of workshops and/or the production of a handbook aimed at those organisations without full time administrative staff to be held in State capitals with a view to promoting better program understanding and administration.

3.41 The Sports Development Program has attained a high level of forward obligation approval as can be seen from Table 8 (which was based on information provided by the Department of Finance).

TABLE 8

Sports Development Program
Appropriation and Forward Obligations 1981-82 and 1982-83
(\$'000)

Appropriation	Supply	Approved Undischarged Obligations				
		End of Year	To be discharged			
			1982-83	1983-84	1984-85	
1981-82	2 885	1 200	2 540	1 547	993	-
1982-83	3 725	1 202	3 000	-	1 820	1 180

Source: Department of Finance, submission evidence.

As can be seen in Table 8, the level of forward obligated funds decreases in successive years. It was the view of the Department of Finance that this tapering serves to contain the overall level of obligated funds in the Budget and hence ensure an adequate degree of budgetary flexibility.¹⁹ However, a number of sporting organisations considered that the forward obligation arrangements were inadequate to the needs of professional national sports administration and suggested the level of forward obligated funds be increased and/or the time period be extended from three to four or five years.²⁰

3.42 The Committee agreed that forward obligation arrangements had improved the effectiveness of the Sports Development Program in developing national administration and national coaching by creating a more stable planning environment for these organisations. Private sector sources of income, especially commercial sponsorship and donations may be quite unstable especially in the 'set up' period of a national organisation. The Committee agreed, however, that the effectiveness of the Sports Assistance Programs could be improved further by extending the level and scope of forward obligations to national sporting organisations. In the first place, approved sporting organisations should be given a guaranteed constant level of assistance for a four year period. The period of four years was selected at the suggestion of the Australian Olympic Federation who indicated that the period fitted within the Olympiad commitment. These organisations would be able to enter into new four year employment contracts without the present uncertainty that the level of Commonwealth support would vary over the contract period. Problems of Budget flexibility and expenditure control could be overcome by instituting a rolling funding arrangement. The level of Commonwealth assistance in the fourth year would be decided at the same time as the current year and would be subject to evidence of need as well as of satisfactory program performance. In the second place, the Committee

considered that the scope of this increased level of forward obligation should be extended, wherever possible, to international competition and meetings in Australia and overseas.

3.43 The Committee recommends therefore that:

10. the Department should offer approved sporting organisations a rolling four year program for the salaries of national executive directors and national coaching directors. A recipient organisation would in addition to its cash allocation in any one year, be guaranteed a level of funding for the following three years with the level of funding in the fourth year being decided at the same time as the current year cash allocation. Approved organisations should be offered a guaranteed constant level of assistance for the period 1984-85 to 1987-88;
11. similar four year rolling programs should be extended to approved national sporting organisations for assistance with:
 - (a) participation in international competition and meetings overseas, and
 - (b) the staging of international competitions and meetings in Australia.

These recommendations should remove a good deal of the funding uncertainty about which sporting organisations have complained but at the same time provide them with a firm inducement to use the enhanced planning to exploit other revenue sources.

Incentives for 'Self Help'

3.44 In examining the Sports Assistance Programs, particularly the Sports Development Program, the Committee was keen to ascertain whether the programs developed dependence upon external financing in the organisations they assisted. Present assessment criteria for the program stress the importance of encouraging self help. A number of submissions indicated that the existing funding arrangements did not encourage an appropriate level of self help and suggested matching funding arrangements.²¹

3.45 Grants to national sporting organisations are of a flat or fixed kind. The size of the grant varies with the category of assistance and the assessed needs of the recipient organisation

but are restricted to monetary limits based on a percentage of the anticipated cost of the project. The assistance seldom provides for full Commonwealth funding of the project and recipient organisations need to meet either a proportion of the project costs and/or all the ancilliary costs from their own sources. These funding arrangements also have the advantage to the Commonwealth of being relatively less costly to administer and allowing more budgetary control and flexibility than alternative matching grants. The form in which financial assistance was provided to sporting organisations hence did not appear to inhibit significantly self help. The Committee received no evidence suggesting that there were significant difficulties in the operation of these funding arrangements and saw no reason to change them.

The Application of Assessment Criteria

3.46 The Committee received a large amount of evidence which showed that national sporting organisations, both large and small, did not understand the criteria used for the allocation of grants under the Sports Development Program.²² In its submission the Department of Sport, Recreation and Tourism made public for the first time the criteria used in grant allocation.²³ At the Committee's instigation the Department now proposes to make the criteria known to all applicants. It was drawn to the Department's attention during the Committee hearings that the criteria as submitted to the Committee did not fully explain the variation in grant levels.

3.47 The Committee accepted that with limited funds not all applications which met the Department's criteria could be funded and that it was reasonable for the final judgement as to which organisations should receive funds to be made by the Minister on the advice of the Sports Advisory Council. It is not known whether the National Sports Commission, when it is established, will take over this role. The Interim Committee of the National Sports Commission has been asked by the Minister to report on the future Commission's role and powers by the end of the year. The proposal to establish the National Sports Commission and its role is considered in greater detail later in this Chapter.

National Athlete Award Scheme and National Coaching Accreditation Scheme

3.48 Two other sub-programs which fall within the Sports Development Program, the National Athlete Award Scheme and the National Coaching Accreditation Scheme both attracted support in submissions made to the Committee and from witnesses who appeared at public hearings. The Committee noted the lack of any mechanism to evaluate these programs and agreed that this was part of a wider problem which is discussed below.

Commonwealth Games - Team Preparation and Participation Costs

3.49 The Committee noted that \$10m over a four year period had been provided by the Commonwealth Government to assist in the preparations for the Commonwealth Games in Brisbane in 1982 and believed that these funds contributed significantly to these enormously successful Games.

3.50 The Committee agreed that funding of team preparation and participation costs for Commonwealth Games was an appropriate use of Commonwealth Government funds and that allocation of these funds in block grants to the Australian Commonwealth Games Association for distribution was an effective and efficient method of administering the funds.

3.51 The Department of Sport, Recreation and Tourism suggested that the effectiveness of the program could be assessed against the results of the 1978 and 1982 Commonwealth Games where Australia won 84 and 107 medals respectively. When the response of spokespersons for the Australian Institute of Sport to criticisms of the performance of AIS athletes competing at the World Athletic Championships at Helsinki is recalled, it would appear that this evaluative method is clearly rejected by some sporting authorities.²⁴ The Committee would suggest that Commonwealth funding was only one of several factors contributing to the Australian team's success and medal counts should not be used as a yardstick of program performance. Should the Australian medal count at the Commonwealth Games in 1986 be lower than 107, this would constitute a valid argument neither for increased Commonwealth assistance nor for the cessation of such assistance.

Australia Games

3.52 The objective of grants to the Australia Games Foundation of \$50 000 in 1981/82 and \$180 000 in 1982/83 has been to provide assistance for the conduct of the Australia Games as a means of stimulating additional top level competition for Australian athletes. Funds provided by the Commonwealth Government have been specifically for the secretariat costs of the Federal Directorate of the Australia Games Foundation.

3.53 The first Australia Games were scheduled to be held in Sydney in January 1984. Mr David Mazitelli, Federal Director of the Australia Games Foundation, informed the Committee at its public hearing in Sydney on 20 July 1983 that these inaugural Games had been deferred 'as a result of a number of factors, not the least being the inability of the board of management of the Foundation to elicit all the responses and guarantees of financial support from the various partners involved'.²⁵ It is now expected that the first Australia Games will be held in Victoria in 1985.

3.54 The Committee accepted that a major Australian competition in the years between Olympic and Commonwealth Games would be of value to athletes and could act, as the Foundation plans, as a culmination of regional games throughout Australia. At the Recreation Ministers Council held in June this year, the Minister for Sport, Recreation and Tourism indicated that the Commonwealth could make \$1 million available for the first Australia Games based on an estimated total games cost of \$2 million.²⁶ Of the remaining \$1 million needed to finance the Games, \$250 000 to \$300 000 would be sought from State governments. The Australia Games Foundation would be responsible for the remainder but would seek to have some or all of the funds underwritten by the Australian Olympic Federation, the Australian Commonwealth Games Association and the Confederation of Australian Sport. The Foundation would expect to raise \$350 000 from gate receipts and the remaining \$350 000 to \$400 000 from donations and sponsorships.²⁷

3.55 Although the Committee supported the concept of the Games, it was surprised to find so much uncertainty about the form the Games could take, the sports which would be included and the attitudes of governments and major sporting organisations from which the Foundation would be seeking financial support. The Committee was advised that the Victorian Government believes that the objectives and scope of the Australia Games have now been formally clarified in Cabinet submissions to both the Victorian Government and the Commonwealth Government. They have indicated that the Games will form the major component of Victoria's Sesquicentenary celebrations. The Committee has not had access to those submissions and therefore recommends that:

12. before a firm commitment of Commonwealth funding for the Australia Games is entered into, the objectives and scope of the Games be clarified.

Program of Assistance for Sport and Recreation for Disabled People

3.56 Since 1981/82 special assistance has been given to this program which aims to assist the best disabled athletes to compete at national and international levels and to integrate disabled persons with the rest of the community in all sport and recreation activities. The program seeks to achieve these objectives by providing assistance to national sport and recreation organisations for disabled people for:

- . administrative expenses, including the employment of personnel;
- . administration of national championships;
- . travel to international competitions;

- . travel to international meetings and seminars;

and by providing assistance to organisations for projects which have national application or significance including:

- . demonstration projects designed to encourage or enhance participation by disabled people in recreational or non-competitive activities;
- . research into aspects of the participation of disabled people in sport and recreation; and
- . projects designed to integrate disabled sportspeople into national (mainstream) sporting organisations, coaching programs and national competitions.

Table 9 below sets out expenditure on this program in 1981/82 and 1982/83.

TABLE 9

Program of Assistance for Sport
and Recreation for Disabled People
Details of Expenditure, 1981/82 and 1982/83

	1981-82	1982-83
	\$	\$
Administration - general	54 850	69 820
National Championships	10 000	14 150
International Meetings	12 500	13 000
International Competitions	64 000	34 500
Integration	-	1 000
Recreation Projects	16 900	42 000
Research	10 700	12 000
Seminars	<u>30 504</u>	<u>9 530</u>
TOTAL	<u>199 454</u>	<u>196 000</u>

Source: Department of Sport, Recreation and Tourism, submission evidence.

3.57 The Committee believed that expenditure under this program has focused unduly on sport and believed that greater emphasis should be given to recreation opportunities for the disabled. Two of the objectives of this program were the 'integration' of disabled sportspeople into national mainstream sporting organisations, coaching programs and national

competition; and recreation programs for the disabled. The Committee found that only a small proportion of program expenditure went to integration and to recreation while most went to funding separate sports programs for the disabled. While acknowledging the worth of these latter programs and accepting the fact that the feasibility of integration in the sense of equal participation with the mainstream was limited for many disabled people in many sports, the Committee considered that there were a number of sports where the disabled can compete, with assistance, on an equal basis with the mainstream and that elements of existing programs for the mainstream could and should be made more accessible to the disabled. The Committee recommends therefore that:

13. a larger proportion of funds allocated to the Program of Sport and Recreation for Disabled People should be earmarked to promote the participation of disabled people in mainstream as well as disabled sport and on recreation programs for the disabled.

3.58 The Committee saw that one method of achieving this goal was to ensure that disabled athletes had access to scholarships at the Australian Institute of Sport (AIS) and had access to the National Athlete Award Scheme (NAAS). The Committee therefore recommends that:

14. the Australian Institute of Sport be encouraged to provide, where practicable, facilities and scholarships for disabled athletes to participate in both elite mainstream and elite disabled sports;
15. the National Athlete Award Scheme should be extended so that a proportion of the funds are used to assist promising or outstanding disabled athletes with some of the costs to them of participation in elite mainstream or elite disabled sports.

3.59 A major obstacle to integration, as many witnesses before the Committee noted, was that many sporting facilities are not physically accessible to disabled people. Conflicting evidence was received by the Committee regarding the accessibility of major new centres such as the Chandler Complex in Brisbane and the National Sports Centre in Canberra.²⁸ The Committee visited both of these sites. It noted that disabled groups were sufficiently confident of the accessibility of the National Sports Centre to have mounted a campaign to have the 1988 International Disabled Games staged there. Nevertheless, the

problems of physical accessibility to sport and recreation facilities remains of paramount importance to disabled people. The Committee recommends that:

16. all sport and recreation facilities to which the Commonwealth contributes funds for new construction must be fully accessible to disabled people;
17. the Commonwealth Government should provide assistance for the staging of the 1988 International Disabled Games should Australia be chosen as the host country.

3.60 Although the Committee, as indicated above, strongly supports the integration of mainstream and disabled sport and recreation, it does not oppose the continuation of support to separate programs for the disabled as it accepts the view put by some witnesses that integration for a significant proportion of the disabled population would not be practicable.²⁹

3.61 Evidence was presented to the Committee regarding the funding of the Program of Assistance for Sport and Recreation for Disabled People.³⁰ There were three main areas of criticism: forward commitments for administrative grants were not available; an inadequate share of funds was allocated to the intellectually handicapped compared to funds made available to the physically disabled; and the total funds made available by the Commonwealth Government sport and recreation for the disabled was too low.

3.62 With regard to total funds available to this program, the Committee noted with satisfaction that the level of funds allocated in 1983/84 was twice the 1982/83 allocation. The Committee believed that sport and recreation opportunities made available to disabled people have the potential to improve the lives of these people by a degree which is often greater than the effect on other people. This program had the Committee's strong support. The Committee noted, however, that the States have a role in this field and that Commonwealth and State programs for the disabled should be compatible. Increased funding by the Commonwealth should not be seen as providing the States with the opportunity to reduce their funding.

3.63 The question of balance between funding for the physically disabled and the intellectually handicapped was one the Committee found difficult to resolve. The evidence it received was conflicting and interpretation difficulties were compounded by the fact that physically disabled people were able to speak on their own behalf while intellectually handicapped people had to rely on others to articulate their needs.³¹ The needs of the intellectually handicapped have not been ignored. For instance, in 1982-83 the NCSR allocated \$12 500 (out of total grant allocations of \$196 000) to the Australian

Association for the Mentally Retarded for projects designed to increase the sport and recreation involvement of the mentally handicapped. However, the Committee believed that the the NCSR D should be conscious of these criticisms when it is formulating its recommendations for allocations under this program and that the Department should ensure that advice to the Minister indicates the need for balance between assistance to intellectually handicapped and physically disabled. To assist this process the Committee recommends that:

18. the membership of the National Committee on Sport and Recreation for the Disabled should include in future one member with experience in working with the intellectually handicapped.

3.64 Funding options under the Program of Sport and Recreation for the Disabled had been restricted largely because of the small size of the program. With the expansion of the program in the 1983-84 Budget, the Committee considered it appropriate to expand funding options to line up with those available under the Sports Assistance Programs. The Committee recommends that:

19. the funding arrangements proposed in Recommendations 10 and 11 be extended to cover the Program for Sport and Recreation for the Disabled;
20. in connection with these changes, a series of workshops and/or a booklet should be produced for the recipients of grants under the Program for Sport and Recreation for the Disabled in conjunction with those proposed in Recommendation 9.

International Standard Sports Facilities (ISSF) Program

3.65 This program was announced in October 1980. The Government's intention was to provide \$25m over a three year period for the construction of international standard sports facilities. The funds were to be provided on a dollar-for-dollar basis with State and Territory governments and the announcement stressed that the facilities supported with these funds would be planned and constructed in co-operation with these governments. The first of the approvals were announced in January 1981.

3.66 The objectives of the program are to provide international standard sports facilities in Australia to enable Australian athletes to train and compete on a similar basis to their overseas counterparts and to enable Australia to be more successful in attracting international competition.

3.67 Table 10 below sets out commitments and expenditure under this program at June 1983; two and a half years after the first of the approvals were announced. Although 90 per cent of the \$25m had been committed by June 1983, only 34 per cent of the available funds had been spent. During the Committee's hearings serious doubts were expressed about the possibility of an early resolution of problems that have beset the development of the motor racing circuit planned for Victoria and the aquatic centre planned for South Australia.³² Together these account for 25 per cent of the unspent balance of committed funds. It is therefore most unlikely that even 50 per cent of the available \$25m will have been spent within the three years originally scheduled for the program.

TABLE 10

International Standard Sports Facilities Program
Funding Position at 17 June 1983

STATE/ALLOCATION/ PROJECT	DATE APPROVED	COMMONWEALTH COMMITMENT	PAID TO DATE	BALANCE
		\$	\$	\$
<u>NSW (\$8.9M)</u>				
Indoor Sports Centre -Homebush Bay	28. 7.81	8 000 000	2 226 474	5 773 526
<u>Vic (\$6.55m)</u>				
*State Hockey Centre	10. 4.81	815 000	815 000	-
*State Equestrian Centre	10. 4.81	750 000	750 000	-
*Olympic Park No 1 Ground	10. 4.81	2 050 000	2 050 000	-
Motor Racing Circuit	18.10.81	<u>2 935 000</u>	<u>40 320</u>	<u>2 894 680</u>
SUB TOTAL		6 550 000	3 655 320	2 894 680
<u>QLD (\$797 500)</u>				
*Belmont Rifle Range	15. 1.81	260 000	260 000	-
*Chandler Velodrome Lighting	9. 9.81	207 500	195 335	12 165
*QE II Stadium - Upgrading	9. 9.81	<u>330 000</u>	<u>328 669</u>	<u>1 331</u>
SUB TOTAL		797 500	784 004	13 496
<u>SA (\$3.75m)</u>				
Aquatic Centre	10. 2.81	3 750 000	355 288	3 394 712
<u>WA (\$1 902 500)</u>				
*Baseball Centre other projects to be submitted	30.10.81	480 000	480 000	-
<u>TAS (\$1.5m)</u>				
Feasibility Study - Canoeing/Rowing	3.10.81	5 000	5 000	-
Rowing Centre)		545 000	197 721	347 279
Velodrome	2.12.82	550 000	-	550 000
Baseball Facility)		<u>400 000</u>	-	<u>400 000</u>
SUB TOTAL		1 500 000	202 721	1 297 279
<u>NT (\$1.0m)</u>				
Indoor Centre	23.10.81	1 500 000	835 073	664 927
<u>ACT (\$1.0m)</u>				
Projects not yet submitted				
<u>\$25m TOTAL</u>		<u>22 577 500</u>	<u>8 538 880</u>	<u>14 038 620</u>

* Projects completed

Source: Department of Sport, Recreation and Tourism, submission evidence.

3.68 These facts alone raise serious doubts about the administration of this program. During the Committee's public hearings the Department of Sport, Recreation and Tourism mentioned that the program had experienced difficulties regarding lead time required for planning such large facilities, definitional problems as to what an international standard facility was and avoidance of duplication of facilities if the program was to be continued. Most importantly, the Department indicated that there had been little planning and co-ordination of the projects to be funded before the program was announced.³³ State government representatives generally supported the program although some commented on the lack of suitability of this program for small States where the need for venues of the size supported by this program was limited.³⁴ States and Territories with small populations cannot fully utilize large international facilities and have, rather, a need for regional facilities. It was suggested to the Committee by representatives of the Division of Recreation of the Tasmanian Department of Education that the ISSF Program would be of greater value to that State if local government interests were met.³⁵ The representatives of the Australian Council for Local Government Associations also expressed this view.³⁶ Similarly, a number of national sporting associations argued in submissions and at hearings that there would be great value in widening the funding arrangements for this program so that funding responsibilities could be shared between the Commonwealth Government, State governments, local government and sporting associations.³⁷ Difficulties could be experienced with the administration and maintenance of facilities established with funding from several sources but the Committee did not believe such problems were insurmountable.

3.69 The Committee accepted the worth of a program which provided needed sporting facilities and venues which were beyond the capacity of individual States to provide and noted the Government's intention to extend the duration of the present International Standard Sporting Facilities Program. The Committee considered, however, that the present program suffered serious shortcomings. There had been a general lack of planning and co-ordination in the selection and execution of the projects and, in the smaller States, the program criteria had been 'interpreted' to allow the construction of facilities of a scale more appropriate to a relatively small population base. The Committee considered that, in line with the general thrust of its findings, the scope of the program should be expanded, more care should be exercised in the selection of projects and more flexibility permitted in funding arrangements. The Committee recommends therefore that:

21. the scope of the International Standard Sporting Facilities (ISSF) Program should be expanded to include capital assistance for international and national standard

sport and recreation facilities equitably and rationally distributed among the States and regions;

22. before any monies were allocated under such an expanded program there should be a study to identify what international and national sport and recreation facilities were required in Australia and what were the appropriate locations of such facilities;

23. in line with Recommendation 21, the program funding arrangements should be sufficiently flexible to allow local government authorities and sporting organisations to provide, with State governments, up to fifty per cent or more of project funds.

3.70 The Committee also noted the Government's intention to assist with the funding of family leisure centres. Funds had not been allocated yet for such a purpose. Although the Committee was impressed by such facilities as the Parks Community Centre in Adelaide and the Fremantle Arts Centre which had been established under previous Commonwealth initiatives in this area, it believed that a full evaluation of such expensive projects should be undertaken before funds were allocated for similar new projects. The Committee recommends therefore that:

24. before family leisure centres were given further consideration, a full evaluation of earlier initiatives in this field should be undertaken to define their purpose and to determine their benefits to the local community and the appropriate role of the Commonwealth.

3.71 The ACT House of Assembly is giving consideration to the selection of an appropriate project to be funded as the ACT's share of the present ISSF Program. The Committee considered, however, that through the funding of the National Sports Centre the ACT already had acquired outstanding sporting facilities and recommends that:

25. the ACT should not be eligible for assistance under the present or expanded ISSF program while major construction work at the National Sports Centre is in progress.

Australian Olympic Federation Grants

3.72 For some time the Commonwealth has made grants to the Australian Olympic Federation to assist the sending of Australian teams to the Olympic Games. Table 11 shows Commonwealth assistance provided to the Australian Olympic Federation in respect of each Olympic Games since the 1960 Olympics.

TABLE 11

Commonwealth Assistance to the Australian Olympic Federation 1960-1984 Olympic Games

1960	Rome	\$40 000
1964	Tokyo	\$60 000
1968	Mexico City	\$60 000
1972	Munich	\$80 000
1976	Montreal	\$250 000
1980	Moscow	\$800 000
1984	Los Angeles	\$1 400 000

Source: Department of Sport, Recreation and Tourism, submission evidence.

3.73 The assistance has been provided in the form of a block grant which the Federation has subsequently allocated to the eligible national sporting bodies and individuals. In recent years the Federation has allocated part of its Games budgets for team preparation in addition to the costs of the Australian Olympic team's participation in the Games i.e. outfitting, transport and accommodation costs. Of the \$4.4 million which the Federation has budgeted for the 1984 Summer and Winter Olympic Games, \$1.2 million has been allocated for team preparation. \$500 000 of the Commonwealth's \$1.4 million contribution towards the 1984 Olympic Games has been earmarked for team preparation.

3.74 The Commonwealth's grant for the 1984 Olympics represents about 35 per cent of the Australian Olympic Federation's 1984 Games budget. The Federation's own fund-raising activities are extensive and, for 1984, involve a television 'telethon', the 'sale' of rights to the use of the Federation's emblem and a financial arrangement with the 1984 Summer Games official Australian broadcaster.

3.75 One submission questioned the relatively generous level of Commonwealth assistance provided to the Federation and to Olympic sports generally, suggesting that:

- Olympic sports had 'two bites of the cherry', through the Sport Development Program and through the grants to the Australian Olympic Federation;

- . the Australian Olympic Federation and many Olympic sports enjoyed a large measure of community support and could well look after themselves.³⁸

The Federation told the Committee that it supported the principle of self help which was necessary to preserve its independence. Despite the Federation's careful budgeting and extensive fund-raising efforts, it believed there was a need for continuing government financial support.³⁹

3.76 The Committee agreed that Olympic sports as a group benefitted more than non-Olympic sports from the present Commonwealth programs of assistance to sport and that they enjoyed a significant level of non-government financial support. However, the Committee believed that the priority accorded Olympic sports and the present level of Commonwealth assistance were warranted in the context of present sports policy objectives and community attitudes. Despite the overlap of Commonwealth funding sources for Olympic (and Commonwealth Games) sports, the Committee saw no compelling reason to change the present separate system of block grants funding for the Olympic (and Commonwealth) Games. Commonwealth financial assistance had been effective in increasing the size and scope of Australian participation at the Olympics. The Committee believed this should be as important a program objective as the Australian Team's medal tally.

Grants-in-Aid to Life Saving Associations

3.77 Included under this heading are grants-in-aid to the Surf Life Saving Association of Australia and the Royal Life Saving Society of Australia. The aims of these organisations each concern the provision of a life saving service and the education of the community in life saving, water safety and resuscitation techniques.

3.78 Under the program funds are allocated to the Surf Life Saving Association for:

- . administration of its National Council;
- . dollar for dollar equipment subsidies for surf clubs;
- . grants to needy clubs;

and to the Royal Life Saving Society for:

- . administration of its national office;
- . support for the National Technical Directorate and award schemes.

The amounts allocated to this program have been quite generous in Commonwealth terms and have increased from \$340 000 in 1977/78 to \$600 000 in 1982/83 and it is expected that \$825 000 will be provided for these grants in 1983/84.

3.79 These programs are distinct in two ways from the other programs administered by the Department of Sport, Recreation and Tourism. Firstly, until the expansion of the Sports Assistance Programs to comprehend national fitness and recreation and, with the the modest exception of the Program of Assistance for Sport and Recreation for the Disabled, they represent the sole element of expressly recreational funding. Secondly, the assistance is provided by grants-in-aid which are administered independently of the Department's other sport and recreation programs and outside the effective control of the Department.

3.80 Under the Commonwealth grants-in-aid arrangements, applications for grants-in-aid must first gain the support of the appropriate Minister who then submits the proposal for consideration by the Standing Interdepartmental Committee (IDC) on Grants-in-Aid. This Committee consists of representatives of the Departments of Special Minister of State, Finance and Prime Minister and Cabinet. The recommendations of the IDC are considered jointly by the Special Minister of State and the Minister of Finance. Sponsoring Ministers have the opportunity to make representations on recommendations. In 1983-84, 44 grants-in-aid, totalling \$2.5 million, were approved.

3.81 The Surf Life Saving Association of Australia was not happy with the present grants-in-aid arrangements and claimed that the year by year, 'stop and start' funding was counter productive.⁴⁰ The Royal Life Saving Society of Australia did not make a submission to the inquiry. The Australian Ski Patrol Association suggested to the Committee that the 'one-off' nature of grants-in-aid assessment procedures and the separation of these grants-in-aid from the specific sport and recreation programs of the Department of Sport, Recreation and Tourism may have resulted in anomalous funding situations and hence restricted the effectiveness of Commonwealth sport and recreation policy.⁴¹ The Committee sought details of the assessment criteria applied under the grants-in-aid procedures from the Department of Finance.

3.82 The Australian Ski Patrol Association claimed that repeated attempts to secure modest Commonwealth financial support had been unsuccessful. The Association argued that it provided a service analogous to that provided by the life saving associations and suffered demonstrated hardship.⁴² The difficulty for the Association appeared to be the lack of an appropriate 'pigeon-hole' in existing sports programs and the difficulty, almost impossibility, of successful applications for new grants-in-aid, the only avenue of assistance available. It would appear that, in the matter of Commonwealth assistance to

recreational safety services the Australian Ski Patrol Association is not alone. The volunteer coastguard organisations also have found Commonwealth assistance impossible to secure.⁴³ As the Department of Finance advised the Committee, 'it is easier, in a practical sense as well as in the context of firm budgetary constraints to decline to provide funds for a new grant-in-aid proposal than it is to terminate an existing grant-in-aid.'⁴⁴

3.83 The Committee believed that there was a clear case for bringing all sport and recreation outlays under the one administration and concluded that assistance to life saving organisations should be included in the expanded Sports Assistance Programs. The merits of the claims for assistance of the Australian Ski Patrol Association or the volunteer coastguard organisations were not the reasons for coming to this view. The Australian Ski Patrol Association may well benefit under the expanded scope of the Sports Assistance Program. Rather, arrangements should allow all similar life saving activities to be considered within the one budget allocation, against common criteria and under a single set of priorities. Inclusion in the Sports Assistance Program would also give these organisations access to forward obligation provisions not available for grants-in-aid and help overcome the difficulties experienced by the Surf Life Saving Association. The Committee therefore recommends that:

26. grants-in-aid to life saving organisations be brought under the full control of the Minister for Sport, Recreation and Tourism;
27. eligibility for assistance to life saving organisations should be widened to include organisations such as ski patrol and volunteer coastguard organisations.

In making these recommendations the Committee does not wish to imply that the level of assistance to the presently funded life saving organisations is inappropriate.

3.84 The Department of Sport, Recreation and Tourism believed that:

'Commonwealth Government assistance has enabled development of consistent and sound safety and equipment standards, rescue and resuscitation techniques and has enabled acquisition of necessary rescue equipment. National co-ordination of training programs has improved standards throughout Australia.'⁴⁵

This view was supported by the evidence taken by the Committee.⁴⁶ The Committee agreed that the grants had substantially assisted the provision of a valuable service and promoted the safe use of leisure time by the large numbers of Australians who choose to participate in water-related sports. Funds for surf life saving come from a variety of sources: the Commonwealth Government, State governments, local governments, private sponsors and from the commendable voluntary efforts of many individuals. It should also be noted that the competitive aspect of surf life saving receives separate Commonwealth funds through the Sports Development Program.

The Australian Institute of Sport (AIS)

3.85 The Australian Institute of Sport opened in January 1981. The Institute is located at the National Sports Centre at Bruce in the Australian Capital Territory. Existing and planned facilities for the Centre are set out in Table 12 below along with cost estimates supplied by the National Capital Development Commission.

TABLE 12

Facilities at the National Sports Centre, Canberra

FACILITIES	CURRENT POSITION	COST \$M
Main Athletic Stadium	Completed 1977	6.5
Outdoor Tennis and Netball Courts and Sports Science Laboratory	Completed 1980	0.75
National Indoor Sports Centre	Completed 1981	8.0
Lighting, Athletics Stadium	Completed 1981	2.0
Specialist Gymnastics Facility	Completed 1982	1.8
Outdoor Throwing Area	Completed 1983	2.0
Indoor Swimming Centre	Completed 6/83	6.0
Indoor Basketball and Netball Courts	Under construction) Completion 8/84)	
Indoor Weightlifting and Training Hall	Under construction) Completion 8/84)	
Indoor Soccer Hall	Under construction) Completion 8/84)	9.4
Synthetic Soccer Oval	Under construction) Completion 3/84)	
Sports Science Facility	In design-proposed) commitment 83/84)	
Administration Building	" " ")	13.5
Residential Accommodation	" " ")	
World Cup Development Works	" " ")	5.475
Indoor Athletics Centre	Proposed for design in 1983/84 and commitment in 84/85	12.00

Source: Department of Sport, Recreation and Tourism, submission evidence based on information supplied by National Capital Development Commission.

3.86 The facilities at the National Sports Centre are managed by the Department of Territories and Local Government. They are available for use by the public as well as for use by the Australian Institute of Sport. Expenditure on these facilities by the NCDC and their administration by the Department of Territories and Local Government is examined later in this Chapter.

3.87 The cost of running the Institute has been significant. Commonwealth expenditure on the Institute's recurrent costs has been:

1980/81	\$1.1m
1981/82	\$2.7m
1982/83	\$4.5m
1983/84	\$5.4m (estimated)

Table 13 provides details of gross outlays on the AIS for 1981-82, 1982-83 and 1983-84, the first full years of the Institute's operation.

TABLE 13

Australian Institute of Sport
 Details of Gross Outlays, 1981-82,
 1982-83 and 1983-84 (Estimated)

	1981-82 \$	1982-83 \$	1983-84 (Est) \$
Salaries and allowances	948 293	1 435 700	1 781 400
Competition program and professional development	605 896	972 600	1 088 000
Board of Management expenses	15 821	30 742	26 000
Administration and general expenses	141 932	203 994	192 700
Sports science/medical laboratory consumable items	-	30 400	50 100
Recruitment expenses	50 176	25 000	9 000
Professional services	168 216	176 634	142 500
Scholarships	577 411	771 780	1 043 500
Hire of Facilities)		72 666	23 500
Subvention for facilities)	312 677	350 000	400 000
Plant and equipment	-	359 257	183 300
Scholarships - Commonwealth Developing Countries	-	83 300	-
National Training Centre Program	-	200 000	400 000
Decentralisation - Hockey	-	-	200 000
TOTAL	<u>2 820 422</u>	<u>4 712 073</u>	<u>5 540 000</u>

Sources: 1) Australian Institute of Sport, submission evidence.
 2) Minister for Sport, Recreation and Tourism, 1983 Budget Statement.

3.88 Private funds for the Institute are also sought. The 1983-84 Budget Statement of the Minister for Sport, Recreation and Tourism indicates that, in 1982-83 sponsorships and other income received from private sources totalled \$285 166. In correspondence with the Committee the Institute advised that, of this amount sponsorships amounted to about \$251 953, of which about \$50 657 represented sponsorship in kind.⁴⁷ The Committee noted that the cost of running the program to secure these donations and sponsorships was surprisingly high: a marketing firm is responsible for arranging the sponsorship program and receives a flat fee of approximately \$25 000 per annum for this as well as a further sum, estimated at \$13 000 in 1982/83, for expenses; the Institute operates a program to support this fund raising effort which was estimated to cost about \$70 000 per year.⁴⁸ Representatives of the Institute also indicated at the Committee's hearings that the effectiveness of the sponsorship program was due to be evaluated early in 1984.

3.89 At mid-1983 the Institute catered for only eight sports:

- . basketball;
- . gymnastics;
- . netball;
- . soccer;
- . swimming;
- . tennis;
- . track and field and;
- . weightlifting.

At that time there were only 188 athletes and 26 coaches at the Institute. One hundred and nine athletes attending the Institute received full scholarship and the remaining 79 athletes received partial scholarships. In 1982/83 the Commonwealth provided \$4.5m for the running costs of the Institute in addition to capital expenditures. On a per athlete basis these costs are very high, even considering that they include the expenses of scholarships and necessary overseas competition experience. The per athlete costs appear to be significantly higher than, for example, per student costs in medical and veterinary science faculties at universities although staff:student ratios in these faculties are similar to Institute coach:athlete ratios. The main reason for the Institute's high per athlete costs is clearly the relatively small number of athletes combined with the high coach:athlete ratio.

3.90 The Institute is an incorporated body and its objectives, as provided for in Clause 3 of its Articles of Association, are:

- . to promote, provide, encourage and develop opportunities for Australians to pursue and to achieve excellence in sport and activities associated with sport;
- . to arrange or provide for the pursuit of this objective so that Australians, particularly young Australians, are able to further their training or careers in sport in conjunction with or as part of their education or work;
- . to provide, equip and conduct laboratories and other research facilities designed to assist in the pursuit of excellence in sport or in activities related to sport;
- . to make the courses, coaching and facilities of the Institute available to the sportsmen and sportswomen of other countries, and to otherwise foster international co-operation in sport;
- . to encourage and assist sportsmen and sportswomen, in their pursuit of personal improvement and excellence in their sporting skills, to travel whether within Australia or overseas for the purpose of seeking competition, training and experience;
- . to conduct, commission or join in research designed to assist in the pursuit of excellence in sport or in activities related to sport;
- . to develop and disseminate and encourage the development and dissemination of sports science and sports medicine information and undertake, co-ordinate and commission sports research;
- . to develop, encourage and provide improved coaching standards, better training and competition facilities so as to assist and encourage Australians to achieve improved sporting skills;

- . to promote, organise and administer sporting competitions, events, meetings and games of all kinds for the purpose of developing the personal skills and excellence of sportsmen and sportswomen;
- . to establish, administer and seek donations to a fund or funds to be used to promote excellence among Australians in sport, or in particular sports, and in activities related to sport, or to particular sports, by any means whatever, including the provision of financial assistance to individuals, teams or sporting bodies or the holding of competition or the provision of facilities or equipment;
- . to act as trustee of any funds or to administer any foundation established to promote excellence or achievement in sport, or any particular sport or sports or in activities related to any sport or any particular sport or sports.⁴⁹

3.91 Establishment of an Australian Sports Institute was originally recommended in the Report of the Australian Sports Institute Study Group (the Coles Report) which was published in November 1975 and which argued that:

- . sport is a universal value and it is particularly important to Australians;
- . deterioration in fitness, active leisure sport participation and high-performance sport standards is evident;
- . if all Australians are to have the opportunity to enjoy participation in leisure or high-performance sport to the extent of their desire or skill, changes are needed;
- . needs for leisure sport are promotion, facilities, teaching/coaching, sports appreciation;
- . needs for high-performance sport are coaching, facilities, research, organisation;
- . existing organisations are inadequate in meeting needs because they are unintegrated, uneconomic and haphazard.⁵⁰

However, it was not until January 1980 that a firm decision to establish an Institute was announced by the then Minister for Home Affairs, Mr Ellicott who said:

'In deciding to set up the Institute, the Government has recognised that, if young Australians are to have an opportunity to pursue their interests in sport to a high level, Australia would need to give potential top class sports men and women access to specialised coaching programs while at the same time allowing them to pursue their studies... if they are to have full opportunities, our athletes must be able to train and compete without necessarily sacrificing their education or careers.' (Press release of 25 January 1980).⁵¹

This statement emphasised the Government's interest in the second objective described above.

3.92 Much of the evidence concerning the Institute received by the Committee was critical, not of the Institute or its achievements, but of the fact that its benefits were not spread widely enough among the athletic community. The Committee agreed that the improvements in Australian achievements in sporting competition since the Institute's establishment were impressive and noted the high proportion of Institute athletes among those representing Australia. A great deal had been achieved in getting AIS programs up and running in the relatively short period of time since the Institute's establishment. Such successes, the Committee believed, served to illuminate the disadvantages suffered by sports that were not represented at the Institute and to provide support for arguments put forward by witnesses and in submissions that the benefits of the Institute should be put to greater effect.

3.93 This evidence suggested that the benefits of the AIS could be put to greater effect by:

- . increasing access to AIS services and facilities by non-resident athletes or for sports not catered for by the AIS;
- . the decentralisation of AIS services and facilities to other centres; and
- . the development of affiliated State and regional sports institutes.⁵²

3.94 Access to AIS services and facilities by non-resident athletes has been facilitated by the establishment of the Institute as a National Training Centre. Funding for this purpose was introduced in the 1982-83 Budget. The National Training Centre Program, by allowing use of Institute facilities by sports not currently resident there for squad training, national selection trials, national team training, talent development programs, coaches seminars and workshops for sports officials, will open up the Institute for use by a wider range of sports and sportspeople. This will answer many of the criticisms of the Institute received by the Committee from sports not available at the Institute and also help to develop a more reasonable administrative cost profile. In 1982/83 \$200 000 was provided for the January-June 1983 period for direct Institute expenditures on the National Training Centre Program and \$400 000 has been provided in 1983/84. The Committee believed however that there was a need to expand the National Training Centre Program even further than was presently proposed. The Committee recommends that:

28. the National Training Centre Program should be expanded to give non-resident athletes and teams greater access to the Australian Institute of Sports facilities.

3.95 A further important issue raised during the Committee's hearings and in submissions to the Inquiry concerned the decentralisation of the Institute. Many witnesses argued that elements of the Institute should be decentralised to locations throughout Australia.⁵³ The reasons for this included the isolation of Canberra and reluctance of some athletes to go there, the high standard of particular sports in some States, the availability of good facilities for particular sports in some States and the inadequacy of the Institute's performance to date.

3.96 Although the location of the AIS had presented some difficulties for individual athletes, the Committee considered that a single central location for the Institute, especially during its formative years, had offered administrative and identity advantages that a highly decentralised Institute could not. The disadvantages associated with a Canberra site were not significantly greater than those which would be found at alternative locations. The Committee noted the Government's announcement of the location of the new AIS hockey program in Perth. Such arrangements could be justified for those centres where a particularly high standard for the sport prevails or where very good facilities are available or for team sports where the team members are drawn largely from one centre or State. The Committee recommends therefore that:

29. further decentralisation of team or individual sports from the Australian Institute of Sport should take account of the need for a strong central core in Canberra.

3.97 One objective of this decentralisation should be to act as a catalyst for the establishment of a strong system of State institutes of sport. The Committee believed that the development of State and integrated regional level institutes would allow the Australian Institute of Sport as the strong central body to draw on a wider talent pool of athletes and would help to establish a 'stepped' structure for athlete development in Australia. There were some State institutes of sport in stages of development varying from well established to merely planned. The Committee did not believe that the Commonwealth should completely fund these institutes nor did it believe that there should be a single model to which the institutes should conform. Rather, it argued that State governments would be encouraged to support these institutes if the Commonwealth were to provide some initial support for administration. Moreover, the Australian Institute of Sport should be responsible for promoting interaction between the State and regional institutes and for developing networks of coaches and athletes in concert with these institutes with a view to developing a wider base to the sports pyramid. At the same time, the Committee was concerned to ensure that such arrangements would not severely 'bleed' the AIS of talented athletes. The Committee therefore recommends that:

30. the Commonwealth should establish a program which will meet the cost of an administrator of any newly established State institute of sport for a limited period of three years;
31. a limited number of scholarships similar to those made available at the Australian Institute of Sport should be made available for
 - (a) athletes of national standing or potential who participate in sports not catered for by the AIS
 - (b) athletes of national standing or potential who would qualify for a scholarship at the AIS but who are unable to attend the AIS

and tenable at State institutes of sport or other approved training centres;

32. the Australian Institute of Sport should take the initiative in establishing closer links with existing State institutes of sport.

3.98 The Committee was concerned also to note that work had progressed slowly at the Australian Institute of Sport on the collection and dissemination of sports science and sports medicine information and on the commissioning of sports research.⁵⁴ Sports information collection and dissemination functions are being performed also by the Australian Clearinghouse for Publications in Recreation, Sport and Tourism (ACHPIRST) established with Commonwealth and State assistance at the Footscray Institute of Technology.⁵⁵ The Committee believed that clearinghouse functions of this type should be ultimately the responsibility of the Australian National Library. Any Commonwealth assistance to ACHPIRST should be regarded as an interim measure until the function can be taken over by the Australian National Library. The Committee accepted that the Institute had an important role in the co-ordination of sports information and research and believed the Institute had not fully developed its potential in this field. While the Committee considered that expansion of the Institute's information services should be encouraged, it did not accept that the Institute should become the central clearinghouse in the field because of its lack of expertise in related recreation and tourism matters. The Committee recommends therefore that:

33. the clearinghouse functions currently carried out by the Australian Clearinghouse for Publications in Recreation, Sport and Tourism (ACHPIRST) should be taken over by the Australian National Library within the next three to five years and should be designated a high priority by the National Library;
34. during that three to five year period, the service provided by ACHPIRST should be maintained on a joint Commonwealth/State shared funding basis;
35. the sports information collection and dissemination activities of the Australian Institute of Sport should be strengthened and its development co-ordinated with that at the Australian National Library.

3.99 The Committee believed that, in its busy brief period of existence, the Australian Institute of Sport had established a substantial record of achievement and made significant progress towards achieving its objectives. The main criticisms of the

Institute brought to the Committee's attention were those of the limited range of sports at the Institute and of its centralisation. The Committee believed that the introduction of the National Training Centre Program and the planned expansion of the Institute will meet some of these criticisms. It also believed that, in the immediate future, elements of the Institute should be decentralised only under very specific circumstances. Emphasis should, however, be given to strengthening State institutes of sport and promoting these to improve opportunities for athletes and to ensure that Australian competitors are chosen from the widest possible pool.

Sports Studies Course

3.100 This course is a degree course in sports studies conducted at the Canberra College of Advanced Education for athletes attending the Australian Institute of Sport and other students who wish to study in this field.

3.101 The level of Commonwealth Government funding of the course since 1980/81 has been:

1980/81	\$130 000
1981/82	\$235 800
1982/83	\$317 200
1983/84	\$324 000 (estimated)

The numbers of students who have entered the course between 1981 and 1983 are:

1981 intake	: 34 including 9 AIS
1982 intake	: 37 including 1 AIS
1983 intake	: 53 including 14 AIS

3.102 Unlike most other courses available at the College, this course is funded through the budget of the Department of Sport, Recreation and Tourism rather than through the Commonwealth Tertiary Education Commission. This special funding arrangement began when the course was established in 1981 and is scheduled to continue until 1984. At that time it is expected that a separate evaluation of the course will have been carried out and, if appropriate, funding will be transferred to the Commonwealth Tertiary Education Commission for the 1985/87 triennium. The Committee recommends that:

36. should the Sports Studies course at the Canberra College of Advanced Education be assessed to be successful, funding for the course should be transferred to the Commonwealth Tertiary Education Commission as from the 1985-87 Triennium and administered through the normal tertiary funding machinery.

3.103 The Committee did not seek separate evidence on this program in view of the separate evaluation being conducted. However, intakes from among non-Institute students have been significant and are increasing. Enrolments among athletes from the Institute, the Committee noted, had varied substantially. It was also noted that the per student cost of the course of approximately \$6 000 per annum seemed quite reasonable for a course of this nature.

Overview of Programs Funded through the Department of Sport Recreation and Tourism

3.104 In reviewing the programs funded by the Department of Sport, Recreation and Tourism, the Committee was concerned about two aspects of program management which had effects wider than any single program:

- . the lack of evaluation of programs; and
- . the role of the National Sports Commission.

Evaluation of Sport and Recreation Programs

3.105 The Department of Sport, Recreation and Tourism, in explaining the lack of evaluation of programs, argued that 'factual and objective assessment of sport and recreation programs is difficult, due to:

- . the fact that final decisions on levels of assistance are ultimately matters for Government within total Budget outlays;
- . the difficulty in quantifying some program objectives such as improved efficiency in administration of sporting organisations;
- . the philosophy of non-interference in the internal workings of national sporting bodies which militates against the Department requiring disclosure of certain information such as sources and levels of private sector assistance;
- . the newness of some programs. Observations of overseas experience lead us to believe that at least 10 years may be required before government assistance programs result in significantly improved standards of performance in international competition;

- . the interrelationship between the overall objectives of encouragement of excellence and encouragement of participation in sport and physical recreation activities;
- . the fact that State/Territory and local Governments also provide assistance for sport and recreation;
- . the number of Commonwealth Departments that are, and have been, involved in providing assistance for sport and recreation, e.g. Aboriginal Affairs, Territories and Local Government, Prime Minister and Cabinet and Education and Youth Affairs;
- . the different size, nature and levels of development of sporting bodies; and
- . the effect on some programs of changes in Government.⁵⁶

3.106 The Committee accepted that evaluation of new programs and programs which had moved between various departments presented special difficulties although it believed that these could be overcome to some extent by formative evaluation measures built into programs. However, the Committee specifically rejected a number of the reasons for the lack of evaluation put forward by the Department.

3.107 Firstly, the fact that final decisions on levels of assistance to programs are determined by the Government within the Budget context was hardly unique to sport and recreation programs. It could be argued that evaluation of programs in these circumstances is of the highest priority in that it will assist the Government to make appropriate decisions. Certainly this characteristic is common to a large number of programs, particularly those in the social welfare field, many of which have been successfully evaluated.

3.108 Similarly, the second objection put forward by the Department, that quantification in this field is difficult, implied that evaluation can only be made when quantification is possible. The Committee disputed this and did not regard it as a valid reason for lack of evaluation in any sense.

3.109 The third reason advanced by the Department was that 'the philosophy of non-interference in the internal workings of national sporting bodies... militates against the Department requiring disclosure of certain information such as sources and levels of private sector assistance.' The Committee accepted that the Commonwealth Government does not necessarily have the power

to direct national sporting bodies, particularly those which are formally incorporated, to release financial information. It believed, however, that as one of the aims of the sports assistance programs is to promote self-help, then it would be appropriate for the Government to make grants conditional on disclosure of information which would allow assessment of progress towards this objective. The Committee understood that this requirement was acceptable within the legal framework which governs such programs.

3.110 The Committee did not regard the other reasons put forward by the Department as overwhelming impediments to evaluation. The Committee believed that effective evaluation of Sport and Recreation programs was possible and should include an assessment of both the direct and indirect (ie. catalyst or multiplier) benefits of Commonwealth funding. It noted that the Department had included within its new administrative structure an evaluation sub-section. The Committee strongly supported this move and recommends that:

37. all programs funded by the Department of Sport, Recreation and Tourism should be subjected to regular evaluation;
38. where information essential for evaluation is not freely available, provision of this information by the recipient should be made a condition of the provision of the assistance.

National Sports Commission

3.111 In August 1983, the Minister for Sport, Recreation and Tourism, announced that a National Sports Commission would be established and that an Interim Committee would be set up to advise the Minister on detailed arrangements for the Commission. The Interim Committee has been asked to consider:

- . the proposed Commission's role and powers (including the extent of coverage of aspects of recreation as well as sport);
- . details of the structure of its membership, and the responsibilities of its Commissioners; and
- . its relationships with, for example;
 - the Minister for Sport, Recreation and Tourism,
 - the Department of Sport, Recreation and Tourism,
 - sports bodies/associations, including the Confederation of Australian Sport,

- institutions, such as the Australian Institute of Sport, and
- other levels of government.⁵⁷

3.112 Within one month of the announcement that an Interim Committee had been established, it met for the first time and was asked by the Minister to report on 'the most appropriate way of achieving a comprehensive and co-ordinated approach to the funding and management of sports development in Australia' and to make recommendations on the following issues:

- . recreational requirements for the elderly;
- . the funding of sport, including the desirability, or otherwise, of a national sports lottery or a 'Sports Bonds' scheme;
- . a national Sports Aid Foundation aimed at encouraging private sector involvement in sport;
- . tax averaging for those sports men and women with short careers in high risk sports;
- . an Australian Sports Museum;
- . ethnic communities' involvement in sport and recreation;
- . children and sport and the provision of sport and recreational opportunities in the education system;
- . the role of sport and recreation in family life;
- . women and sport and recreation;
- . the special requirements of the nation's elite athletes and coaches; and
- . sport and recreation for the disabled.⁵⁸

3.113 It is apparently intended that the Sports Commission will absorb the role of the Sports Advisory Council which will be phased out although it is noteworthy that the National Committee on Sport and Recreation for the Disabled (NCSRD) will continue to exist, despite the Minister's statement that the Interim Committee has been asked to advise on 'sport and recreation for the disabled'.

3.114 The Committee had an open mind regarding the desirability of establishing a National Sports Commission as an independent agency absorbing functions previously carried out by the Department. It acknowledged the calls made during the inquiry by a wide range of witnesses for stronger Commonwealth leadership in the field of sport and recreation. To the extent that the purpose of the Commission was to provide such leadership, the Committee accepted the Commission's establishment. However, the Committee believed that a Commission structure was only one and not necessarily the best of a number of organisational models including a department or an advisory committee which could achieve the leadership objective. In the Committee's view however, the need for leadership extended beyond sport to cover recreation. The Committee noted that an Interim Committee had been established to examine and report on the role and functions of the National Sports Commission. While the Committee did not wish to 'second guess' the Interim Committee, it felt bound to make some remarks on the scope and operation of the National Sports Commission.

3.115 The Committee looked extensively at the issue of recreation and it was concerned that, in the activities of the Department of Sport, Recreation and Tourism, recreation would once again become the 'poor relation'. The Committee recommends therefore that:

39. as an interim measure, a Recreation Advisory Council be established responsible to both the Minister for Sport, Recreation and Tourism and the Minister for Home Affairs and the Environment and charged with the tasks of
 - . examining the needs of those recreation activities not included under the sports or arts umbrellas,
 - . identifying a role for the Commonwealth in that field,
 - . advising on appropriate consultative machinery involving the Commonwealth, State and local governments and recreational organisations, and
 - . acting as a focal point for recreation interests.

3.116 The Committee was concerned however to avoid the possibility that such an arrangement would institutionalise an unwanted distinction between sport and recreation and allow the National Sports Commission to continue the Commonwealth's emphasis with elite sport. The Committee recommends therefore that, if there is to be a National Sports Commission:

40. the terms of reference of the National Sports Commission should include recreational sport as well as elite sport.

3.117 The Committee believed that the Commission model, if adopted, is one which should ensure its independence and hence its ability, if it so wishes, to give advice that may not be attractive to governments. There is the danger that the Commission's role could just as easily and more effectively be performed by a Department of State. The Committee therefore recommends that:

41. if a National Sports Commission is to be established it should have

- . legislation to define and protect its existence,
- . fixed terms for statutory office holders,
- . clearly defined terms of reference which indicate the range of issues on which it is expected to advise,
- . separate funds to enable it to carry out its own investigations,
- . a clear and separate existence from the Department of Sport, Recreation and Tourism so that it is not dependent upon the Department for administrative or research support to carry out its functions, and
- . the requirement that any specialist committees, such as the National Committee for Sport and Recreation for the Disabled should be subordinate to the Commission rather than separate bodies providing competing or parallel advice.

c. The Department of Territories and Local Government

3.118 The Department of Territories and Local Government, as noted above, is the body which owns the facilities at the National Sports Centre in Canberra leased to the Australian Institute of Sport. The Committee's examination of the administration of the National Sports Centre by the Department of Territories and Local Government was limited to the extent that the Australian Institute of Sport was affected.

3.119 The income and outlays of the National Sports Centre are set out in Table 14 below.

TABLE 14

National Sports Centre
Operating costs and revenue, 1979-80, 1980-81 and
1982/83

Expenditure	1979-80	1980-81	1981-82
Electricity			63 300
Security and Cleaning			53 900
General Administration			46 100
Repairs and Maintenance			14 700
Turf Maintenance			31 500
Plumbing and other trades			26 500
Mowing			11 700
Labour incl. industrial staff			109 700
Salaries			150 300
	161 000	277 000	507 700
Revenue	\$	\$	\$
Australian Institute of Sport	-	105 000	250 000
Sporting Events	21 400	27 000	41 000
Commercial hirings	7 000	13 800	63 900
Services incl. advertising, catering	11 600	4 200	24 300
TOTAL	40 000	150 000	379 200

Source: Department of the Capital Territory, 'National Sports Centre: Five Years On', 1982.

The table indicates that the subvention paid by the Australian Institute of Sport meets about half the costs associated with running the National Sports Centre.

3.120 The Department of Territories and Local Government provided in its submission and at the hearings information about the extent to which the facilities at the Centre were community facilities or primarily for use by Institute athletes and the National Training Centre Program.⁵⁹ Both the indoor and outdoor stadiums at the Centre were built before the decision to establish the Institute was made and both were designed as spectator rather than training venues. Facilities constructed since then, such as the swimming centre and the tennis and gymnastic halls have been designed with training needs as an important focus.

3.121 The priorities that must be assigned to competing community and Institute needs appeared to have been difficult for the Department and the Institute to agree upon. The 1982-83 Annual Report of the Auditor-General commented on the Department's management of the National Sports Centre and said:

'the absence of a formal agreement with the Australian Institute of Sport which is the principal user and the failure by that organisation to advise when facilities are not required has resulted in management's inability to maximise use of the Centre. The Department advised that repeated efforts to formalise an agreement with the Institute since November 1981 have been unsuccessful. A response dated 19 April 1983 was not acceptable to the Department but negotiations are continuing.'⁶⁰

The Committee agreed that this matter should be resolved and recommends that:

42. Recommendation 25 should be conditional upon satisfactory arrangements being made to guarantee community access to the National Sports Centre after the needs of the programs for Australian Institute of Sport athletes have been met.