Interim Committee for the Australian Sports Commission

Report to the Minister for Sport, Recreation and Tourism

March 1984
INTERIM COMMITTEE FOR THE AUSTRALIAN SPORTS COMMISSION

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MARCH 1984

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The Hon. John Brown, MP
Minister for Sport, Recreation and Tourism
Parliament House
CANBERRA  ACT  2600

My Dear Minister

In accordance with our terms of reference we present the final report of the Interim Committee for the Australian Sports Commission.

We recommend that the report be made public to ensure the widest possible debate of the contents.

Yours sincerely

(Ted Harris, Chairman)

(Herb Elliott, Member)
Deputy Chairman

(Greg Hartung, Member)

(Libby Darlison, Member)

# CONTENTS

Terms of Reference ix
Acknowledgements x
Introduction xi

## I : DEFINING THE CONTEXT

### Chapter 1 : The Need for an Australian Sports Commission
  - The Development of Australian Sport
  - Unresolved problems in Australian sport
  - The Report : An Overview 3

### Chapter 2 : Australian Sports Commission : Government Policies
  - Policy and statements 4
  - Liberal/National Party Response to Government Policy 6

### Chapter 3 : The Role of the Commonwealth Government in Sports Development
  - Background 7
    - National Fitness Act 8
  - Inter-government co-operation 9
  - Early assistance to sport 10
  - An increased role for the Commonwealth 11
  - A period of review 12
  - The International Context 13
  - Commonwealth involvement : recent history 14
  - Current functions and programs 15
  - Conclusion 16

## II : THE RECOMMENDATIONS - ROLE, STRUCTURE AND FUNCTIONS OF THE AUSTRALIAN SPORTS COMMISSION

### Chapter 4 : Role of the Australian Sports Commission
  - Functions and responsibilities 35
  - Evaluation 36
  - Research 37
Chapter 5: Structure

- Options
  - Administrative Structure
    - Executive Branch
    - Consultative Branch
  - Management and Forward Planning
  - Relationships with other organisations
    - National Associations
    - Australian Olympic Federation
    - Confederation of Australian Sport
    - The Australian Institute of Sport
    - The Department of Sport, Recreation and Tourism

- Conclusion
- Recommendations

Chapter 6: Recreation

- Background
- Recreation and the Commonwealth Government
- The current situation
- Recreation and the Australian Sports Commission
- Recommendations

Chapter 7: Supplementary Funding

- Aid foundations
  - Rothmans National Sports Foundation
  - Sir Robert Menzies National Foundation
- Victorian Sports Aid Foundation 75
- Aid Foundations: Britain and New Zealand 76

. Aims of national foundations 76
. sources of funds 77
. tax deductibility 77

. Prize/Bonds Lottery (Sportsbonds) 78
. operation 79
. advantages/disadvantages of lottery 80

. Recommendations 82

APPENDICES 83

A Australian Sports Commission—Press Statements by the Hon. John Brown, M.P., Minister for Sport, Recreation and Tourism 84

B Commonwealth financial assistance to national fitness 89

C Commonwealth financial assistance to Olympic and Commonwealth Games 90

D Commonwealth financial assistance to life-saving 91

E Assistance for sport through Department of Foreign Affairs 92

F Sport and Recreation programs currently being administered by Commonwealth Department of Sport, Recreation and Tourism 93

G (1) Commonwealth statutory authorities 106

(2) Structure of Sport in United Kingdom, Canada and West Germany 117

H "Umbrella" sporting organisations in Australia 120

I Capital Assistance for Leisure Facilities (CALS) Scheme 122

J Sports Aid Foundations—Great Britain and New Zealand 123

K National Sports Lottery Feasibility Study—Terms of reference 131
Membership of the Interim Committee for the
Australian Sports Commission

Mr AE Harris, AO  Chairman
Mr H Elliott, MBE  Deputy Chairman
Mr M Fitzpatrick  Member
Mr G Hartung  Member
Ms E Darlison  Member
INTERIM COMMITTEE FOR THE AUSTRALIAN SPORTS COMMISSION

TERMS OF REFERENCE

1. The Interim Committee shall, within a period of three months,* report to the Minister for Sport, Recreation and Tourism with recommendations for the role of the proposed Australian Sports Commission, and guidelines for its establishment.

2. Should a need be established, the Interim Committee should investigate similar bodies in other countries with a view to recommending the best approach to be taken in the Australian situation.

3. The Interim Committee should make recommendations on the most effective way for the Commonwealth to respond to the diverse needs of both sport and recreation in Australia.

4. The Interim Committee should focus attention on:

   (a) the Commission's role, including in the development of policies and funding guidelines for sport and recreation;
   (b) sources of funds for sport and recreation;
   (c) the legal status and powers of the Commission;
   (d) the structure and operations of the Commission;
   (e) the Commission's relationship with governments and private sector organisations in the sport and recreation field.

5. The Interim Committee should also report on any other aspects which may reasonably be related to the operations of the Australian Sports Commission, or which may be referred to it for consideration by the Minister during the course of its deliberations.

* The Minister may approve, under appropriate circumstances, an extension of reporting time.
ACKNOWLEDGEMENTS

In preparing this Report, the Interim Committee acknowledges the assistance of those many individuals and organisations within the sporting community who have taken the trouble to contribute their ideas and suggestions. The Interim Committee also acknowledges the assistance of sporting organisations who gave their time to talk to various members of the Committee during the preparation of this Report.

The Interim Committee is also indebted to those officers of the Commonwealth Department of Sport, Recreation and Tourism who provided valuable advice and support, especially to the full-time members.

Finally, we would like to express our appreciation of the work of the Interim Committee's secretarial staff who shared the unenviable task of preparing the many drafts of this Report.
INTRODUCTION

The proposal to establish a Sports Commission is an acknowledgement by the Commonwealth Government, that there is a requirement for a new body to be formed which will have the flexibility and autonomy to accomplish three principal objectives:

1. To unify and co-ordinate the many separate strands of our sporting effort;

2. To give leadership in accordance with the aspirations of the Australian community; and

3. To ensure that appropriate financial support is given in accordance with those aspirations and our national and individual freedoms.

In the past, Commonwealth Governments seem to have been reluctant to take a significant role in enhancing the Nation's sporting prowess. But Governments have shown less reluctance in calling on sport to play its part in domestic and foreign policy.

It is gratifying that over the past ten years the situation has changed significantly, although at times erratically. The level of funding to sport has increased substantially with the majority of it going to assist the nation's elite athletes and to provide improved facilities.

It is only recently, with the appropriation of $5.59 million for the Sports Development Program that the bulk of Australian sport - 120 or so national sporting organisations - have begun to receive appropriate recognition and support.

Australian sport has gone through a series of highs and lows both on and off the field in the last ten years. Significant funding began in 1973 and has varied considerably since.

A separate Commonwealth Department for Sport and Recreation was established - it was later abolished. Sport was relegated uncomfortably to other departments. Over the last ten years there have been nine Federal Ministers responsible for sport.

Controversial issues such as sporting relationships with South Africa and the Moscow Olympic boycott, emphasised the power of sport in bringing people together - and in keeping them apart. They demonstrated that sport is an integral part of our way of life - and our politics.

Sport is important to Australia and Australians - to our well-being, our self-esteem, our morale and patriotism. These are intangible things, but nonetheless vital to our quality of life and our reputation as a nation.
Sport, like music, theatre and achievements in science and business is how we express ourselves, as individuals and as a nation. Sport is about more than winning - it is about competing, enjoying oneself, at all levels.

Sport has been an integral part of our history and promises to be no less a part of our future. In an age of economic uncertainty, of machines replacing people, it is inspiring to watch human endeavour reach new heights.

In the House of Representatives late last year, the Minister for Sport, Recreation and Tourism noted that:

"In a technological age of disbelief (sporting heroes) remind us of our human potential. They redefine our limitations and expand our boundaries. They illustrate the promise and encourage the practice of what can be."

We trust this Report on the structure, role and functions of an Australian Sports Commission will signal a new era in the nation's approach to sport. The Report does not attempt to provide answers to the problems that have been identified. This Interim Committee does not pretend to know all of the answers. In fact, we do not pretend to know all of the questions.

The Australian Sports Commission, we believe, will be seen as the beginning of an exciting approach to the management and development of sport in Australia, especially in relation to the best use of the money and facilities that are available to us as a nation.

Finally, we believe the Report poses a challenge to Government and to sport to co-operate in a partnership which recognises and enhances the role of sport in our society.
I : DEFINING THE CONTEXT

This section of the Report describes and analyses the context within which the Interim Committee has undertaken its task. It outlines the history of sports development in Australia and the changing role of the Commonwealth Government. It also details Government policy statements relating to the Australian Sports Commission. Against that background, it argues for the establishment of the Commission as an independent, autonomous and statutory authority.
CHAPTER ONE

The Need for an Australian Sports Commission
THE DEVELOPMENT OF AUSTRALIAN SPORT

The development of Australian sport has been strongly influenced by aspects of British, European and American culture. These cultural influences, however, must be set against a background of factors which make Australian sport far more than an amalgam of externally imposed patterns of behaviour.

The desire to develop our own national identity, our relative youth and wealth, our geographic isolation, our temperate climate and our small and dispersed population, have all been factors in giving Australian sport, not only a unique character and flavour, but a central place in our way of life.

Our achievement in sport has overshadowed achievements in other areas of activity in laying the foundation of our reputation as a young, vigorous and innovative people. Indeed, there was a time during the latter part of the 19th century when cricket was considered Australia's only foreign policy. More recently, Australian athletes, both male and female, have become known the world over, giving Australia an international visibility and reputation not attained in other areas of our social, political or economic life.

One of the unplanned but unfortunate consequences of our past sporting success has been the acceptance that sport can stand outside the ambit of political and economic responsibility and support; an acceptance that sport is untouched by the problems and divisions which beset other areas of Australian life.

The legacy of the uncritical acceptance that sport exists in a "social vacuum" where all can freely and equally participate and where raw talent automatically leads to success, has meant that all too often that the efforts and sacrifices made by our high performance athletes have been undervalued, and the incentives and opportunities sought by the recreational sports person have been considered a low priority by governments and the private sector.

We have assumed that our success as a sporting nation was almost innate, and that because participation in the sport of their choice was equally available to all Australians, the cream would automatically rise to the top, producing a constant supply of internationally successful athletes.

This scenario has never been an accurate reflection of sports development, but it is less accurate now than it has ever been. Over the past two decades, those involved in sport have had to critically assess this "laissez-faire" attitude towards sports development, and this assessment consistently has shown sport to be ill-prepared to adapt to many of the changes and developments that have occurred over the past two decades.
At the international level, the diminishing success of our athletes compared to those of other countries has shown that we have not understood that high performance athletes need similar advantages and support systems given to those who achieve in other fields of human endeavour.

If our athletes are to compete successfully against those from countries which have streamlined their sports systems to cater for the needs of high performance athletes, we must similarly streamline our systems.

High performance athletes, and those who work with them, know only too well that raw talent is by itself far from enough to ensure continued success in an increasingly competitive, sophisticated sporting environment. The application of technical coaching expertise, financial support, the use of scientific methods and research, and regular international competition are all equally essential ingredients in the development of national and international-class sportspeople.

At the mass participation level, we have not recognised the fact that changing social and economic conditions are making it increasingly difficult for all Australians to simply go out and play the sport of their choice with disregard for economic circumstances, social position or geographic location.

There are those in Australia - for example many aborigines, migrants, women, the elderly, the unemployed - who, because of their particular social and economic circumstances, do not have the same opportunities available to them as their fellow citizens. In the past, little attention has been paid to the sporting and recreational needs of these groups, and little effort made to develop policies and implement programs which would address the problems they face.

The widespread social, economic and political changes which Australia has increasingly experienced since the turn of the century affect all members of society and they are as evident in sport as they are in any other area of daily life. Clearly, any sports system which is concerned with equality must pay particular attention to ensuring that all individuals have an opportunity to participate.

Further, if we are to develop a sports system which provides opportunities for all Australians to participate in the sport of their choice to the best of their ability, there must be a recognition and understanding of the complexities and the increasing rate of change which typify modern industrial societies such as Australia.

A second consideration which must be given equal attention is the fact that some of the problems involved in developing a comprehensive sports system in Australia are not shared by countries with whom we regularly compete. For example, the combination of a small and widely dispersed population means that many necessary facilities have not been available to those sports men and women living outside major population centres.
Inadequate facilities and the need to travel long distances in order to train or compete have meant that many of our top class athletes suffer disadvantages not experienced by countries with similar population size, but a different demographic structure. The problems of finance and facilities created by our unique geography and population distribution demand that we give particular attention to co-ordination and efficient use of human and other material resources.

Sport, like other social institutions, is not static and must be prepared to change as the structure and the needs of our society change. Many of the problems now facing Australian sport are a product of our inability to develop a sports system which adequately meets the needs of contemporary Australian society.

These problems are now pressing and, in the Interim Committee's view, can only be dealt with by creating a more socially aware co-operative climate which will allow us to develop a sports system which is effective, efficient and responsive to the sporting needs of all Australians.

UNRESOLVED PROBLEMS IN AUSTRALIAN SPORT

During its enquiry, the Interim Committee met with and talked to sportspeople, Governments and "umbrella" organisations throughout Australia. It was evident throughout these discussions that all those involved in sport understand that the period in which we find ourselves is a critical one for sports development in Australia.

The nature and the scope of the problems put before the Interim Committee varied according to the priorities of the group or individual, and this is to be expected in any system which attempts to cater for a diverse range of needs and opportunities. Yet, despite a variety of opinion on the scope and the size of the problems they faced, there was unanimity amongst sportspeople on two key issues:

1. The need for structural reform which would reduce fragmentation, enhance co-operation, and provide the opportunity for greater participation by sporting groups in the decision-making process;

2. The need to broaden the financial base for sport, and ensure the efficient use of available funds.

If we are to successfully address these issues, an autonomous body must be established, devoid of vested interest, and free to arbitrate on competing claims by sports bodies and individuals.

In the opinion of the Interim Committee these two threshold issues underpin consideration of any of the more diverse problems confronting Australian sport and must be dealt with directly before any of the other problems identified during the Committee's deliberations can be addressed.
The Interim Committee believes that history of Commonwealth Government assistance to sport has been the history of "ad hoc" changes attempted on inadequate budgets. This is in no way attempting to devalue the efforts made by all those who devote time and effort to developing better sporting opportunities for Australians, but there has rarely, if ever, been the opportunity to do little more than address problems in sport as they arose. These stopgap measures have at best preserved the "status quo", and at worst resulted in fragmentation and duplication of effort.

The list of problems needing attention placed before the Committee was long and varied. For two reasons the Committee did not feel that it had a responsibility to elaborate in great detail on the many unresolved problems in Australian sport. Firstly, the Committee felt that a great deal of time and effort had been devoted to just this task;* and secondly, and more importantly, the Committee understands that its primary role is to provide details on the setting up of a structure which will allow solutions to existing and emerging problems to be developed in a comprehensive way.

The Committee feels, however, that in order to understand both the immediacy and the scope of the changes needed in sport, it is necessary to highlight some of the major problems which were placed before it. They include the need to provide for:-

1. Encouragement of greater participation at the grass roots level in organised sport;
2. The development of policies and programs appropriate for children in sport;
3. Adequate and effective junior development programs in all sports;
4. Equality of opportunity for all those involved in sport;

* In the past ten years several reports highlighting major problems in Australian sport have been produced. Three of the most significant being: The Report of the Australian Sports Institute Study Group, the Report of the Investigating Committee into the Development of Sport in Western Australia and the Report from the House of Representatives Standing Committee on Expenditure on Commonwealth Assistance for Sport and Recreation (the McLeay Report).
5. Talent identification programs;

6. The development of a structure which can meet the needs of high performance sportsmen and sportswomen;

7. The provision of direct and practical training for sports administrators and officials;

8. Better development and co-ordination of sports science and sports training to meet the needs of sport;

9. Improved methods of receiving and disseminating information to coaches, athletes, schools and specific interest groups;

10. Improved incentives for self-help practices in sport;

11. A re-assessment of the relationship between amateur and professional sportspeople;

12. Adequate facilities at all levels of sport, including the development of the "Sports House" concept to encourage greater co-operation between organisations and to improve administrative efficiency;

13. The hosting of national and international sporting events;

14. The introduction of a tax averaging scheme for sportspeople in high risk and body contact sports;

15. Better co-ordination of effort between Commonwealth, State and local government, and between the public and private sector;

16. A review and assessment of Commonwealth assistance to improve coaching standards;

17. Ongoing evaluation of all sports development programs.

These points do not exhaust the number of areas needing attention in Australian sport today, and the Interim Committee is aware that many sports organisations are already devoting considerable effort to addressing these issues. We believe, however, that they cannot be successfully and permanently resolved until it is understood that their persistence is a direct result of the failure to effect the threshold reforms identified by this Report. Unless and until these reforms are put into place, the development of sport in Australia will continue to be characterised by duplication, fragmentation and waste of effort, resources and skills.
THE REPORT: AN OVERVIEW

The changes recommended in this Report cannot be implemented unless there is an entity which will oversee the development of Australian sport.

Such a body must be independent and be comprised of people who can provide leadership in sports development at all levels. This will only be achieved if that body, the Australian Sports Commission (ASC), has the confidence and co-operation of those involved in sport.

The ASC must also possess the authority to ensure that the necessary changes are made.

The establishment of a Sports Commission as an independent statutory body answerable through the Minister to Parliament will ensure that it has both the authority and the ability to administer Commonwealth assistance at all levels, develop long-term policies and plans for sport and address specific issues as they arise.

The ASC must be seen by the sporting community to be representative of all interests and to act as an impartial arbitrator when sports are not able to produce equitable solutions to their competing claims on funding, facilities and resources.

It is proposed later in this Report that the ASC will involve the sporting community in its operations - not in a token way but in a planned program which will allow them to contribute to the decisions which directly affect the future of each sporting organisation and interest.

This Report emphasises that the establishment of the Sports Commission will not reduce the autonomy or the independence of sports organisations, umbrella groups or Governments. The Interim Committee believes that such independence is vital to the development of sport and, indeed, is enshrined in the constitution of bodies such as the Australian Olympic Federation.

It equally believes, however, that one of the most enduring problems in Australian sport has been the lack of an overseeing structure which enables Government, sports bodies, umbrella groups and the private sector to pool their expertise, share their knowledge and unify their efforts.

The establishment of the representative structure and co-operative method of operation to which the Interim Committee makes frequent reference in this Report, is not merely the desire of the Interim Committee members it was the overwhelming view of the sports groups and individuals with whom the Interim Committee met that such changes were immediately needed.

A major threshold issue to which this Report addresses itself, is the need to provide reliable and adequate funding for sport and to ensure that funds are distributed in an efficient and equitable manner.
The Interim Committee does not believe that more money will automatically produce a better sports system. It does believe that none of the issues highlighted in this chapter and the body of the Report can be properly resolved without increasing the financial resources available to sport at all levels.

In the chapter on funding, the Interim Committee addresses the necessity of securing reliable sources of supplementary funding for sport, i.e., sources of funds not currently available.

As an independent statutory body, the Australian Sports Commission will have the authority and the structure to develop such sources of supplementary funding. The Interim Committee believes that the problem of funding for sport is not simply a question of increasing the size of the "cake", but also deciding on the size of the "slices" that can justifiably be committed to various aspects of sports development - facilities, human resources, research and administration.

The connection between the Commission's role in providing for structural change in sport and its ability to generate sufficient funds to enable sports bodies to implement these changes is crucial.

The Commission, in addition to being the primary body capable of providing supplementary funding for sport would also be the only organisation with a structure sufficiently flexible to allow representatives of the sports community to have an input into the manner in which funds are distributed.

The establishment of a Sports Commission to provide leadership and co-operation is not in itself a solution to the many problems which hinder the development of a comprehensive sports system in Australia. The Interim Committee believes, however, that the proposed Commission will provide the pre-requisite mechanisms to effect the reforms outlined in the body of this Report, upon which basis Australia can develop a sports system which will give opportunities for all Australians, no matter what their level of ability, to enjoy the sport of their choice and realise their full potential.
CHAPTER TWO

Australian Sports Commission: Government Policy
POLICY AND STATEMENTS

The Government's sports policy and public statements by the Prime Minister, the Hon. R.J. Hawke, and the Minister for Sport, Recreation and Tourism, the Hon. J. Brown, envisage a strong leadership role for the ASC.

Clearly, the ASC is fundamental to the Government's approach to sports policy. The Government statements highlight areas of need within sport which are not being met under present arrangements. They also outline the Government's expectations for the ASC, as the paramount Commonwealth body in sport to deal with problems and issues in a manner which is equitable, efficient and co-ordinated.

In order to achieve these broad objectives, the Government has signalled in the following statements that the ASC will be independent and autonomous with executive authority to oversee the distribution of funds to sport.

The Interim Committee also notes comments by the Federal Opposition spokesman on Sport and Recreation, Mr. Peter Fisher. The Interim Committee is confident that the ASC will begin the formidable task assigned to it in a co-operative and bi-partisan political atmosphere.

The ALP Sport and Recreation Policy contains a number of references explaining the Government's intentions for the ASC.

"Responsibility for the administration, promotion, funding and development of sport currently lies with the Federal Government (Department of Home Affairs', Department of Education, Department of Health, etc), State Governments (Department of Sport, Department of Education, Department of Health, etc), local authorities, private entrepreneurs, sporting bodies and organisations, volunteers ....

"A centralised organisation will provide not only leadership and long term direction for the future of sport in Australia but it would act also as a valuable advisor to Governments, a repository of sports literature, a research institute, (especially in the field of sports medicine), and through its commissioners drawn from the sporting, academic, media and business worlds, it could assure a more equitable distribution of the sporting dollar. (pp 8/9)

"... there is need for a uniform and united approach as well as a centralised point of reference for all sportsmen and women in Australia. It is for that reason and in order to achieve such goals that the National Sports Commission will be established by the Labor Government. (p 63)

"The National Sports Commission will be charged with responsibility for matters relating to Australian national and international sport. It will work with the various
State and Federal sporting organisations already in existence. It will also permit a greater degree of flexibility in the general administration of sporting activities.

"The NSC is essential because excellence in sport demands funding and technical expertise beyond the reach of athletes and most voluntary associations. The systematic co-ordination of all levels of athletic activity within the bounds of any sport demands not only funding and technical expertise, but also the kind of administrative support and planning not generally found within most voluntary structures. The dissemination of the latest information whether in sports medicine or the most recent techniques in sports disciplines, is beyond the capacity of most sporting bodies. These and many other functions, eg coaching schemes, sports insurance, etc, etc, can be best achieved by a central and centralised institution. (p 84)"

"The Labor Party is concerned about the long term future of sport in Australia. It is for that reason that the Department of Tourism and Sport will be reconstituted as well as a National Sports Commission will be established(sic) in order to assure continuity and stability for sport and recreation in Australia. (p 113)"

In an address to the House of Representatives on October 6, 1983, Mr Brown further elaborated on the Government's aims for the ASC:

"We intend the Sports Commission to have a life of its own and to be able to investigate how badly or otherwise sport has been administered in Australia and make sure that Government funds will be invested very wisely."

The Minister expanded his views in an address to the National Sports Congress, hosted by the Confederation of Australian Sport in Melbourne on December 14, 1983.

"It is my hope that the Australian Sports Commission - a most important initiative of this Government's approach to sports development - will be able to help us achieve that goal [to better co-ordinate the efforts of all those involved in sports development].

"I know there is great interest within the sporting community in the Commission which will complement the work of my Department and, also, in what it will be doing, once it has been established.

"The Sports Commission will act first and foremost as a co-ordination mechanism able to draw together, through extensive consultation, groups and organisations. It certainly will not be making a bid for the role as the "supreme voice" of Australian sport. It must be clearly understood that the Commission will be a powerful advisor
to the Government and not simply an alternative lobby group for sport. It will minimise waste of resources and effort. It will create new opportunities for sport by putting into practice many of the ideals and principles which, as a Government, we have espoused. It will not be given a mandate which will allow it to obstruct or dominate."

In addition to the above outline of the Government's intentions for the ASC, the Minister has referred to the ASC in three press releases (Appendix A).

The Prime Minister also has commented publicly on his expectations for the Commission. In an address to the Australian Sports Writers' Association annual dinner in Sydney on July 29, 1983, Mr Hawke elaborated on the expected role of the ASC:

"The Commission will be an important contribution to the development of sport in Australia and will not merely seek to duplicate functions already ably carried out by other bodies. It will have as its main task co-ordinating the national effort in sport and recreation and will replace, eventually, the existing Sports Advisory Council.

"The Commission will work with all levels of Government and with sporting and recreation organisations.

"The new Commission will be able to respond to issues that emerge in sport and recreation because it will be a flexible body with a large degree of autonomy."

The Prime Minister also referred to the proposal to establish the ASC during the ALP Sport and Recreation policy launch on 23 February, 1983, in Sydney:

"We propose the establishment of a National Sports Commission to oversee the provision of Federal assistance to sport at every level."

LIBERAL/NATIONAL PARTY RESPONSE TO GOVERNMENT POLICY

The Interim Committee has noted also the comments on the proposed ASC by the Opposition spokesman on Sport and Recreation, Mr Peter Fisher, in a news release issued on September 13, 1983:

"I consider the Interim Committee has a formidable task ahead of it, determining where the future of Australian sport lies. I hope that they will be given every opportunity to operate in a completely autonomous manner, free from bureaucratic intervention and influence.

"It is vital that the Commission be also given the freedom to develop long-term goals that will meet the aspirations of our Australian sports, and form a national approach to recreation that is based on participation at all levels, without reducing our elite to mediocrity."
"I would hope that the policies the Commission develops are geared to the present and future needs of sport, and not dissipated in areas that more correctly belong in a health and environment area, and that they are developed by people who are involved in sport and are aware of the diversity of needs of sport and sports people."
CHAPTER THREE

The Role of the Commonwealth Government
in Sports Development
An analysis of the Commonwealth Government’s contribution to sports development in Australia reveals a history characterised by constantly changing administrative structures and significant variations in the attitude and approach adopted by successive governments. That has been reflected, not surprisingly, in an overall level of financial assistance which, while it has been constantly increasing, has been unable to provide a level of resources capable of supporting the sort of policies and programs required to develop sport in Australia to its full potential at all levels.

It is also not surprising to discover that, within that changing and generally unstable framework, policy and program development has been largely "ad hoc". Programs have tended to develop in response to pressure and persuasion rather than as part of a co-ordinated process of development working to achieve clearly defined goals and objectives.

As a consequence, it appears that lines of communication between the Commonwealth Government and sport have at times developed in a way which, instead of encouraging and contributing towards a broad-based consultative mechanism, has formed isolated and unco-ordinated links promoting sectional and sometimes selfish interest.

The Interim Committee believes these problems are, in themselves, perhaps the single most significant cause of the abiding challenges and issues facing sport in Australia today, the more significant of which have already been identified and discussed.

In that earlier analysis, the Interim Committee identified two issues that must be addressed by fundamental reforms and which have, for too long, been either ignored or put aside. In the detailed discussion of the role and function of the Australian Sports Commission in the following chapter, the Interim Committee has defined a strategy which will achieve these reforms, and so pave the way for an approach to sports development that will overcome now, and avoid in the future, the sorts of problems that appear to have plagued the development of sport in this country.

However, before examining the ASC's role and function, the Interim Committee believes it is important to provide a context for its recommendations by briefly outlining not only the history of the Commonwealth's involvement in sports development, but also actual programs currently being administered.

**BACKGROUND**

Commonwealth assistance to sport and recreation commenced with few formal structures and focused primarily on recreation and fitness. There was, however, some early assistance to sports for specific events or to individual teams.
That picture remained relatively unchanged until 1972, when the expectations and commitments generated by a new Commonwealth Government were matched both by the establishment of more formal and significantly upgraded administrative structures and the allocation of increased funds for an expanded level of Commonwealth involvement.

A structural and financial involvement by the Commonwealth in sport and recreation has remained a feature of Government policy since that time, albeit with varying levels of funding in certain areas. That involvement has been without any legislative basis other than the National Fitness Act 1941.

**National Fitness Act**

The Commonwealth Council of National Fitness was established under the National Fitness Act 1941. This followed a recommendation by the National Health and Medical Research Council that concerted Commonwealth/State action be undertaken to improve national health and fitness. The States established their own Fitness Councils which co-operated with the Commonwealth Council on fitness matters. Administration of the National Council was the responsibility of the Commonwealth Department of Health.

Essentially, the National Fitness Act emerged from a concern about national health by the Commonwealth, prompted by the demands of the War on the nation's human resources. After the War, the Council continued and extended its activities to include fitness camps and recreation for the whole community.

The program was concerned solely with recreation and fitness - at no stage was it broadened to cover sport. The creation of the "Life. Be in it" program in 1976 was an extension of the concept of the Government encouraging the public to become involved in healthy outdoor activity. For statistical information on the Commonwealth's assistance to national fitness, see Appendix B.

**INTER-GOVERNMENT CO-OPERATION**

To the extent that successive Commonwealth Governments have been involved in the development of sport in Australia, it has generally been a co-operative involvement. Determined largely by Australia's federal structure, initiatives in this area have been characterised by various forms of co-operation between the three levels of Government.

In the early stages of government involvement, the Commonwealth encouraged the establishment of, and worked with, State structures that mirrored its Council for National Fitness. It also provided some assistance that was not necessarily part of any specific joint ventures with the States, such as assistance to the Olympic Federation and assistance, through the Department of Foreign Affairs, for sports teams travelling overseas.
In the early 1970's, prompted to some extent by the establishment of a Commonwealth Department with specific responsibilities for the development and implementation of sport and recreation policies, the States also developed administrative structures to provide a focus for assistance to sport and recreation. In 1973, the relevant Federal, State and Territory Ministers met as the Recreation Minister's Council, established to co-ordinate the development of sport and recreation throughout Australia. The Council was recently renamed as the Sport and Recreation Ministers' Council.

**EARLY ASSISTANCE TO SPORT**

In the pre-1972 period, the Commonwealth Government provided minimal assistance to sport. This assistance was almost entirely financial.

The beneficiaries were:

1. Teams attending Olympic and Commonwealth Games (Appendix C);
2. The life-saving movement (Appendix D);
3. Teams participating in the Asian region. This assistance was administered by the Department of Foreign Affairs as part of its international relations program (Appendix E).

In this early period, the Commonwealth placed greater emphasis on national fitness as against assistance to high performance sport. It was widely considered that Australia's natural advantages of climate and relative economic prosperity would produce world champions. To a large extent this belief was well-founded until the 1960's when other nations changed their approaches to sport. The additional planning, funding, and scientific expertise devoted to sport by many European and North American nations during the 'Sixties and 'Seventies first bore fruit at the 1976 Montreal Olympics where, despite achieving personal best times, many Australian athletes were dramatically overshadowed, particularly in our traditionally strong sports of swimming and track and field.

**AN INCREASED ROLE FOR THE COMMONWEALTH**

In 1972 the situation changed markedly. The Government raised community expectations that the Commonwealth had a leadership role - which included a significant funding role - in sport development.

In 1973, the Department of Tourism and Recreation was established and commenced assistance to sport through two main channels: a Capital Assistance Program to assist with the construction of sporting facilities at the local level; and a Sports Assistance Program to provide financial help to national sporting associations for travel, coaching and administration.
In 1974, the Australian Sports Council was established to advise the then Minister, the Hon Frank Stewart, on the development of sport and physical recreation in Australia. The Council was a 15-member body whose task it was to encourage wider participation in sport and physical recreation; to raise the standard of sporting performance and to advise on the provision of sporting facilities.

Throughout the early 1970's, State Governments followed the lead of the Commonwealth in establishing departments with responsibilities for sport and recreation. In the 1972-75 period, several initiatives were taken, including:

- The establishment of the Recreation Ministers’ Council to supersede the Commonwealth Council for National Fitness.
- The preparation of a major report on the planning and development of leisure facilities (CALF) in co-operation with State and local government.

The Government aimed to cater for the recreational and leisure needs of the population while also stating that the pursuit of excellence was as worthwhile in sport as it was in other areas.

In the 1973-74 Budget, the Government allocated $371,210 for sport and competitive recreation and introduced a national fitness awareness campaign entitled "Fitness Australia".

A PERIOD OF REVIEW

Commonwealth assistance to sport increased during the period 1972-1975. However, in 1976 funding was substantially reduced. The Department of Tourism and Recreation was abolished and the Department’s sport and recreation functions were transferred to the newly-created Department of Environment, Housing and Community Development.

This change in funding priorities coincided with the failure of Australia to win any gold medals at the Montreal Olympics in 1976. This disappointing result focused attention on the funding and program requirements of sport.

This period saw some fundamental reappraisals both within sport and at the Commonwealth Government level. For example, the Confederation of Australian Sport was established in 1976 to represent the interests of sport to the Commonwealth Government.

The Government itself established two important reviews, both of which determined that there existed a significant role for the Commonwealth in sports development. As the McLay Report has pointed out, the Administrative Review Committee highlighted the need to co-ordinate Commonwealth and State programs more effectively, to define clearly national objectives, to rationalise appropriate levels of Commonwealth Government responsibility and to conduct programs to stimulate 'self help'.
A further view of the Commonwealth's role in this field was carried out by the Task Force on Co-ordination in Welfare and Health. The Task Force, whose general findings are discussed in more detail in Chapter Three, also recognised a role for the Commonwealth Government in both sport and recreation. The following tables demonstrate the extent to which the Commonwealth has responded to the financial needs of sport.

Table 1 shows that funding for sport and recreation has increased steadily in the ten years since 1974, with the exception of the period immediately following 1975. In 1974/75, Commonwealth assistance provided through the Department of Tourism and Recreation totalled $7.36 million. In 1982/83, the total reached $14.54 million and in 1983/84, it is estimated to reach $22.46 million. This year, assistance for sport and recreation through all relevant Commonwealth Departments, is estimated at $37.25 million.

Table 2 shows spending by the Department of Sport, Recreation and Tourism in constant prices for the 10 year period 1974/75 to 1983/84. It shows that during the four years between 1975/76 to 1978/79, there was a significant reduction in funds. This was followed by a large increase in the four years since 1980/81 resulting in an overall real annual increase of 1.4 percent since 1974/75.

The figures in Tables 1 and 2 bear out the major thesis of this Report - that funding for sport has been erratic, and that, as an area of Commonwealth Government budget outlays, sport and recreation appear to have been regarded as peripheral and expendable. For this reason the Interim Committee believes that the ASC is a vital step along the path to securing, not only increased levels of funding for all levels of sport, but also, and perhaps more importantly, greater stability in the flow of funds, thus allowing more effective long-term planning.

(For Tables 1 and 2 see pages 24-27)
THE INTERNATIONAL CONTEXT

The twin factors of large distances and relatively small population which restrain the development of sport in Australia have been mentioned elsewhere in the Report. Australia’s isolation in the world and the huge distances between the major population centres within Australia have imposed considerable financial hardships on sportsmen and women preparing for national and international events. These factors mean it costs substantially more for an Australian to compete in events in Europe than it would for, say, an athlete from the UK. These costs are in addition to the initial expense of selecting, assembling and preparing national teams. Hence it is understandable that the cost of national and international travel is a significant element in the requests by many sporting organisations for funds.

The situation needs to be borne in mind when considering the level of funding necessary if Australians are to have a reasonable opportunity of gaining international competition and success.

Despite this obvious financial handicap facing our sportspersons, Commonwealth funding for sport has historically been much lower than that of countries against which we regularly compete.

For instance, figures supplied by the Confederation of Australian Sport show a significant disparity between Australia, Canada and the UK. In the last financial year, the Commonwealth allocated about $3.19 million for sport, recreation and fitness, amounting to approximately 23 cents per head of population. In comparison, the Canadian Government provided some $31.3 million (about $1.30 a head) and the UK, 14.2 million pounds (about 55 cents a head).

These circumstances are now changing following the last Commonwealth budget which boosted funding to sport and recreation in Australia to $6.39 million (an estimated 45 cents a head).
<table>
<thead>
<tr>
<th>Year</th>
<th>Sports Assistance</th>
<th>Fitness Programs</th>
<th>Life Saving</th>
<th>Special Groups(^4)</th>
<th>Olympic Games</th>
<th>C'wealth Games</th>
<th>Australian Institute of Sport(^5)</th>
<th>Facilities(^6)</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1974-75</td>
<td>1,348,210(^7)</td>
<td>925,420</td>
<td>330,000</td>
<td></td>
<td></td>
<td></td>
<td>4,605,160</td>
<td>148,100(^9)</td>
<td></td>
<td>7,356,890</td>
</tr>
<tr>
<td>1975-76</td>
<td>1,270,000(^7)</td>
<td>155,230</td>
<td>330,000</td>
<td></td>
<td>250,000</td>
<td></td>
<td>6,298,620</td>
<td></td>
<td></td>
<td>8,303,850</td>
</tr>
<tr>
<td>1976-77</td>
<td>365,980</td>
<td>600,000</td>
<td>330,000</td>
<td></td>
<td></td>
<td></td>
<td>6,300,000</td>
<td></td>
<td></td>
<td>7,595,980</td>
</tr>
<tr>
<td>1977-78</td>
<td>998,430</td>
<td>600,000</td>
<td>340,000</td>
<td></td>
<td>225,000</td>
<td></td>
<td>3,415,290</td>
<td></td>
<td></td>
<td>5,578,720</td>
</tr>
<tr>
<td>1978-79</td>
<td>1,333,000</td>
<td>600,000</td>
<td>340,000</td>
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<td>100,000</td>
<td>2,500,000</td>
<td>912,330</td>
<td></td>
<td></td>
<td>5,785,330</td>
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<tr>
<td>1979-80</td>
<td>2,000,000</td>
<td>650,000</td>
<td>390,000</td>
<td></td>
<td>745,000</td>
<td>2,500,000</td>
<td>524,000</td>
<td></td>
<td></td>
<td>6,809,000</td>
</tr>
<tr>
<td>1980-81</td>
<td>2,885,000</td>
<td>700,000</td>
<td>440,000</td>
<td></td>
<td>525,000(^8)</td>
<td>2,615,000</td>
<td>1,077,780</td>
<td>432,000</td>
<td>379,000(^12)</td>
<td>9,053,780</td>
</tr>
<tr>
<td>1981-82</td>
<td>2,885,000</td>
<td>440,000</td>
<td>200,000</td>
<td></td>
<td>3,305,000</td>
<td>2,738,200</td>
<td>3,243,000</td>
<td>293,130(^13)</td>
<td></td>
<td>13,104,330</td>
</tr>
<tr>
<td>1982-83</td>
<td>3,186,070</td>
<td>600,000</td>
<td>190,800</td>
<td></td>
<td>500,000</td>
<td>155,000</td>
<td>4,504,700</td>
<td>4,909,190</td>
<td>497,200(^14)</td>
<td>14,542,960</td>
</tr>
<tr>
<td>1983-84</td>
<td>5,590,000(^10)</td>
<td>800,000(^11)</td>
<td>825,000</td>
<td></td>
<td>900,000</td>
<td></td>
<td>5,350,000</td>
<td>8,000,000</td>
<td>598,000(^15)</td>
<td>22,463,000</td>
</tr>
</tbody>
</table>
Table 1.

Notes:
1. Excludes funding from Departments of the Prime Minister and Cabinet, Administrative Services, Aboriginal Affairs, Education and Youth Affairs, Health and NCDC for sport, recreation and fitness.
2. Figures rounded to nearest $10.
3. Excludes Departmental administrative costs.
4. Program of Assistance for Sport and Recreation for Disabled People.
5. Operating Expenses only.
7. Includes competitive recreation.
8. 1980 Olympics alternate events.
10. Sports Development Program and Australia Games.
11. Assistance for recreation and fitness programs.
<table>
<thead>
<tr>
<th>Year</th>
<th>Sports Assistance</th>
<th>Fitness Programs</th>
<th>Life Saving</th>
<th>Special Groups</th>
<th>Olympic Games</th>
<th>C'wealth Games</th>
<th>Australian Institute of Sport</th>
<th>Facilities</th>
<th>Other</th>
<th>Total</th>
<th>Per Cent Change on Previous Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1974-75</td>
<td>2,265,899</td>
<td>1,555,328</td>
<td>554,622</td>
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<td></td>
<td></td>
<td></td>
<td>7,739,764</td>
<td>248,909</td>
<td>12,364,520</td>
</tr>
<tr>
<td>1975-76</td>
<td>1,845,930</td>
<td>225,625</td>
<td>479,651</td>
<td>363,372</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9,154,971</td>
<td>12,069,548</td>
<td>-2.4</td>
</tr>
<tr>
<td>1976-77</td>
<td>475,917</td>
<td>780,234</td>
<td>429,129</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8,192,458</td>
<td>9,877,737</td>
<td>-18.2</td>
</tr>
<tr>
<td>1977-78</td>
<td>1,188,607</td>
<td>714,286</td>
<td>404,762</td>
<td>267,857</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4,065,621</td>
<td>6,641,333</td>
<td>-32.8</td>
</tr>
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<td>1978-79</td>
<td>1,466,447</td>
<td>660,066</td>
<td>374,037</td>
<td>110,011</td>
<td>2,750,275</td>
<td></td>
<td></td>
<td></td>
<td>1,001,643</td>
<td>6,364,499</td>
<td>-4.2</td>
</tr>
<tr>
<td>1979-80</td>
<td>2,000,000</td>
<td>650,000</td>
<td>390,000</td>
<td>745,000</td>
<td>2,500,000</td>
<td></td>
<td></td>
<td></td>
<td>524,000</td>
<td>6,809,000</td>
<td>7.0</td>
</tr>
<tr>
<td>1980-81</td>
<td>2,615,594</td>
<td>634,613</td>
<td>398,912</td>
<td>475,975</td>
<td>2,370,807</td>
<td>977,115</td>
<td>391,629</td>
<td></td>
<td>243,608</td>
<td>8,208,323</td>
<td>20.6</td>
</tr>
<tr>
<td>1981-82</td>
<td>2,374,485</td>
<td>362,140</td>
<td>164,609</td>
<td>2,720,164</td>
<td>2,253,662</td>
<td>2,669,136</td>
<td></td>
<td></td>
<td>241,259</td>
<td>10,785,455</td>
<td>31.4</td>
</tr>
<tr>
<td>1982-83</td>
<td>2,356,560</td>
<td>443,787</td>
<td>141,124</td>
<td>369,822</td>
<td>114,645</td>
<td>3,331,878</td>
<td>3,631,057</td>
<td>367,751</td>
<td></td>
<td>10,756,626</td>
<td>-0.3</td>
</tr>
<tr>
<td>1983-84</td>
<td>3,500,311</td>
<td>500,931</td>
<td>516,594</td>
<td>250,470</td>
<td>563,557</td>
<td>3,350,031</td>
<td>5,809,392</td>
<td>374,452</td>
<td></td>
<td>14,065,746</td>
<td>30.8</td>
</tr>
</tbody>
</table>
Table 2

Notes:
(a) Errors due to rounding.
(b) Implicit price deflator: total of the major price components of GNE also known as "domestic final demand" (Source - ABS 5304.0).

1. Excludes funding from Department of the Prime Minister and Cabinet, Administrative Services, Aboriginal Affairs, Education and Youth Affairs, Health and HCDC for sport, recreation and fitness.

2. From current price figures rounded to nearest $10 (see Table 1).

3. Excludes Departmental administrative costs.

4. Program of Assistance for Sport and Recreation for Disabled People.

5. Operating expenses only.


7. Includes competitive recreation.

8. 1980 Olympics alternate events.


10. Sports Development Program and Australia Games.

11. Assistance for recreation and fitness programs.


COMMONWEALTH INVOLVEMENT: RECENT HISTORY

From 1977, the Commonwealth Government's involvement in sports development continued along the broad lines that had been developed since 1972. Assistance was designed not only to help Australia's top athletes and, especially in later years, emerging talented sports people, but also to provide support to the 120 or so national sporting associations for general administrative and coaching programs. Particular emphasis was placed on building up the level of expertise and professionalism within these associations in order to ensure effective use of available resources. This emphasis, while it has clearly had a significant impact, needs to be continued as an essential element of any program of assistance and support.

In 1977 the Government appointed a six-member Sports Advisory Council to advise the Minister for Environment, Housing and Community Development on matters related to sports development and assistance.

The Advisory Council concept was continued in 1979 with the appointment of the second council with a membership of 9 and, in 1981, the third Advisory Council was appointed. Membership was increased to 13, and three Committees were formed to enable issues to be dealt with in greater detail. An important role of the SAC was to advise the Government on the provision of grants to athletes and teams.

Commonwealth Government assistance was significantly extended in 1980 with the establishment, after a long period of discussion and debate, of the Australian Institute of Sport. The Institute was designed to meet the objective of providing a climate in which Australian athletes could develop to the peak of their potential in an environment dedicated to excellence. The Institute also fulfilled an important sports science/medicine research function.

Another important development was the introduction of the International Standards Sports Facilities program, which committed the Commonwealth to a $25 million contribution (on a dollar for dollar basis) to joint projects with the States and Territories to build new, or develop existing facilities, to international standards.

The program, designed to co-ordinate facility development throughout Australia, has been continued by the current Government.

Table 3 summarises the history of the Commonwealth's involvement in the area of sport and recreation.

Table 3

(For Table 3, see pages 30-31)
CURRENT FUNCTIONS AND PROGRAMS

The Sport and Recreation Division, established since March 1983 within the Department of Sport, Recreation and Tourism remains the chief administrative structure to implement Commonwealth Government policy and programs in sport and recreation.

The major programs administered by the Department provide an indication of the nature and extent of the Commonwealth's current (as opposed to potential) involvement in sport and recreation:

1. **Sports Development Program**
   - assistance to elite athletes,
   - upgrade coaching standards,
   - provision of assistance to national sporting organisations (administration, coaching, international competition, etc),
   - research and information/decisions on resource allocations.

2. **Recreation and Fitness Program**
   - funds allocated for a range of possible projects related to recreation (to be finalised).

3. **Australia Games**
   - assistance in running Games,
   - assistance for athlete preparation.

4. **Assistance for Disabled**
   - assistance for national organisations involved in sport and recreation for disabled,
   - assistance to organisations with projects with national significance/application.

5. **Australian Institute of Sport**
   - funding operation of Institute.
   - operation of National Training Centre.

   - joint assistance with States and Territories to construct international standard sports facilities.

7. **Assistance to Olympic Games**
   - assistance to Australian Olympic Federation for team preparation and costs of transport, accommodation, etc.
<table>
<thead>
<tr>
<th>DATE</th>
<th>STRUCTURE</th>
<th>MAJOR FUNCTIONS/INITIATIVES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1939</td>
<td>National Council for Physical Fitness, advising the Minister for Health; State Councils established.</td>
<td>Advice on fitness matters.</td>
</tr>
<tr>
<td>1950s/1960s</td>
<td>Commonwealth and State Fitness Councils.</td>
<td>No grants available to State or national sporting bodies.</td>
</tr>
<tr>
<td>1951</td>
<td>Department of Foreign Affairs</td>
<td>Commonwealth assistance direct to Royal Life Saving Society and Surf Life Saving Association.</td>
</tr>
<tr>
<td>1956/1962</td>
<td>Department of Foreign Affairs</td>
<td>Commonwealth grants to assist Olympic Games (Melbourne) and Commonwealth Games (Perth).</td>
</tr>
<tr>
<td>1960/1961</td>
<td>Department of Foreign Affairs</td>
<td>$1,000 to Australian Badminton Association for team to compete in world championship finals in Indonesia. This was the first of many grants to sporting organisations to assist in international sport. (1)</td>
</tr>
<tr>
<td>December 1972</td>
<td>Establishment of Commonwealth Department of Recreation and Tourism.</td>
<td>CALP (Capital Assistance for Leisure Facilities); Sports Assistance Program (assisting amateur sporting and competitive recreation organisations); increase contributions to national fitness movement.</td>
</tr>
<tr>
<td>DATE</td>
<td>STRUCTURE</td>
<td>MAJOR FUNCTIONS/INITIATIVES</td>
</tr>
<tr>
<td>----------</td>
<td>---------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1973</td>
<td>Establishment of Recreation Ministers' Council (now named Sport and Recreation Ministers' Council); establishment of Sports Advisory Council.</td>
<td>Co-ordinate development of sport and recreation in Australia.</td>
</tr>
<tr>
<td>1977-March 1983</td>
<td>Sport and recreation functions placed within various Departments including: (1) Department of Environment House and Community Development; (2) Home Affairs and Environment.</td>
<td>Sports Development Program (assistance to national sporting organisations); assistance to elite athletes; coaching accreditation, establishment of Australian Institute of Sport; international standards for Australian sports facilities (in conjunction with States); sport and recreation for disabled people; assistance to &quot;Life Be In It&quot; until 1981. Advises Minister on sport and recreation development in Australia; recommend allocation of Sports Development Program resources.</td>
</tr>
<tr>
<td>March 1983</td>
<td>Establishment of Department of Sport, Recreation and Tourism; Interim Committee for the Australian Sports Commission established.</td>
<td>Generally, continuing major functions; significant increase in funding; specific allocations for recreation programs.</td>
</tr>
<tr>
<td></td>
<td>(1) The Department of Foreign Affairs continues to provide assistance for sport where it is included under general bilateral cultural exchange agreements. Its funding of visits by teams attending specific events overseas has virtually ceased.</td>
<td></td>
</tr>
</tbody>
</table>
8. Grants-in-Aid to Life Saving Associations
   - financial assistance to Surf Life Saving Association (administration, equipment, etc).
   - assistance to Royal Life Saving Society.

9. Other
   - assistance to the Canberra College of Advanced Education to run the Sports Studies Course.

For a more detailed description of these programs see Appendix F.

CONCLUSION

This brief historical analysis provides evidence of an ad hoc approach to sports development. It is reasonable to assume that, while there have been considerable achievements, there must also have been gaps and missed opportunities, the consequences of which are to a large extent reflected in the problems and issues still to be addressed.

Implicit in the analysis is an acceptance that current structures, especially at the Commonwealth level, must change if we are to achieve the more demanding and vital task of advancing the Government's strategy for sport across the whole range of interdependent objectives.
II : THE RECOMMENDATIONS - ROLE, STRUCTURE
AND FUNCTIONS OF THE AUSTRALIAN SPORTS COMMISSION

This section of the Report sets out the Interim Committee's recommendations on the role, structure and functions of the Commission and the arguments upon which they are based.
CHAPTER FOUR

Role of the Australian Sports Commission
As the following chapter explains in detail, the Interim Committee believes that the Australian Sports Commission should be established as a statutory authority, responsible to Parliament through the Minister for Sport, Recreation and Tourism.

That framework provides the Commission with the independence, permanence and flexibility to enable it to meet the objectives of the Government's ambitious sports development program. The role of the Commission can be summarised as follows:

1. Through extensive consultation with sport, with other levels of Government and with expert advisors, to offer leadership and to co-ordinate sports development policies in a way which minimises fragmentation and duplication of effort and resources;

2. To provide the major vehicle for the Commonwealth Government's sports development policies, all the sports policy, programs and research responsibilities currently vested in the Department of Sport, Recreation and Tourism;

3. To be responsible for the allocation of funds, both appropriated from the Budget to the Minister for Sport, Recreation and Tourism and generated through supplementary sources to individual sports people, sporting organisations and sports 'umbrella' groups;


The Interim Committee believes that the role described above will have the following results:

1. Ensure the most efficient and effective application of the 'sports dollar';
2. Avoid the danger of duplication by the Department and the ASC;
3. Avoid the situation where sports associations feel they must deal with two Commonwealth Government bodies involved in funding;
4. Give the ASC the authority and flexibility it will need to achieve the results expected of it by the Government;
5. Give the ASC the capacity to respond to the needs and requirements of sporting associations in their efforts to develop and improve performances;
6. Enable the Commonwealth to provide reliable funds for sporting organisations to make medium and long-term plans.

The Interim Committee believes that this role should be performed only after extensive and continuing consultation with the people most affected by decisions, a process which is safeguarded by the very structure that has been recommended for the ASC.
FUNCTIONS AND RESPONSIBILITIES

The Interim Committee believes that, in order to be able to adequately fulfil its role, there are certain key functions which must be vested in the Commission, once it is established.

The Interim Committee examined the possibility of dividing the major functions and responsibilities of sports policy development between the ASC and the Department of Sport, Recreation and Tourism. However, it came to the view that such a separation would be both unwieldy and unhelpful for the most efficient management of sport in Australia.

The Interim Committee considers also that any division of responsibility for the development, funding and evaluation of sports programs between the Department and the ASC will not only weaken the capacity of either organisation to do the best possible job but, more importantly, undermine any chance of meeting the Government's objectives for sport.

The following diagram summarises the major functions and responsibilities of the ASC in developing and implementing sports development policies and programs:

```
          Consultation
                /     \
          /       \       |
         /         \     |
       Evaluation of Program Effectiveness/Efficiency
                      |    |
                      |    |
                      |    |
    Policy Development and Program Implementation
                      |
                      |
                      |
        Recommending Levels of Funding from Commonwealth Budget & Supplementary Sources
    Defining Needs and Priorities
```

The process starts with consultation with sporting organisations themselves. That process, which will take place informally and formally within the Consultative Branch of the Commission, as discussed in the 'Structure' Chapter, will provide advice to the ASC. Consultation also includes, of course, formal and informal discussions between the Commission and the Minister, other organisations involved in sports development (eg 'umbrella' groups, AIS) and State and local government.
Based on those consultations, the process then moves to the definition of overall needs and priorities. To some extent, this stage will be responsible for producing something of a "blueprint" for sports development for the period ahead.

The ASC Board, having defined needs and priorities will be able to make recommendations to the Government on commitments and levels of funding necessary. The Minister will consider those recommendations in the light of overall Government priorities, economic constraints and other factors and an allocation of resources will be made.

Within those constraints, the ASC will be responsible for developing policies and implementing specific programs that, as far as possible, will meet the original objectives. The ASC's proposed structure will allow the continuing involvement, as appropriate, of sporting groups - in other words, to provide an opportunity for those originally consulted on needs and priorities to have an input to the development of policies.

The final stage in the process, and a particularly vital one, will subject those policies and programs to a thorough and rigorous process of evaluation to determine the extent to which programs are meeting objectives, where gaps exist, where mistakes are being made and what is required to put them right. The results of that evaluation will not only be provided direct to the ASC Board and the Minister, but should also provide the basis for the next round of consultation, the beginning again of the cycle.

It is vital that each stage of the cycle is kept under the direct control and supervision of the Commission. It can be seen that each stage is not only dependent upon the results of the previous stage, but also provides the pre-requisite foundation for the following stage - to disrupt that interdependent flow would only serve to reduce the impact and potential effectiveness of individual policies and programs.

It can be seen that it is not possible to make the cycle work smoothly and effectively, as it must, unless an authority such as the ASC has sufficient scope and flexibility to oversee the details of its implementation.

The Interim Committee has been especially concerned that evaluation and consultation have not, for whatever reason, been developed or implemented to a degree which has allowed the Commonwealth Government to exert effective leadership. This is discussed further later in this Chapter. We are also of the strong opinion that the extended and continuing process of consultation and co-ordination that is the foundation of the process can best be developed and sustained by the sort of independent structure that would result from establishing the ASC as a statutory authority.
EVALUATION

Government statements make clear that the functions of the proposed ASC will not stop with the raising and distribution of funds to sporting associations/bodies. It is the declared intention of the Government that the ASC be closely involved in how those funds are spent.

The Interim Committee strongly recommends that evaluation of the effectiveness and efficiency of programs be a vital feature of the functions of the ASC. Without this process, informed consideration cannot be given to the development of new programs and the future course of existing programs.

One of the early evaluation tasks of the ASC will be to re-appraise the types of programs currently being funded. These programs, as explained in Chapter Three, have been developed over a number of years. It is appropriate that the establishment of a permanent ASC should be the occasion for their re-assessment. On the basis of this thorough review, decisions can be made on the best course to take - whether to amalgamate some programs, abandon others or introduce new programs and sets of guidelines.

The Interim Committee has noted the comments of the McLeay Report on the general issue of evaluation. Indeed it is one of the McLeay Report's central and recurring themes that one of the problems identified during the investigation was the lack of effective evaluation mechanisms to determine, not only whether specific programs were successful, but also whether overall Commonwealth sports development assistance was appropriate or sufficiently generous.

The McLeay Report concluded that all programs should be subjected to regular evaluation and that, where information necessary for evaluation was not freely available, provision of the information should be made a condition of the provision of assistance. These findings confirm and reinforce the conclusion of the Interim Committee and underline the importance of establishing, from the start, strong and effective evaluation mechanisms.

This discussion of the evaluation process pre-supposes responsibilities on the part of sporting organisations in receipt of Commonwealth funds to ensure that these funds are properly used. While this responsibility is obvious, the Interim Committee feels it needs to be clearly stated and understood that the reforms proposed in this Report, not only offer sporting associations considerable benefits, they also carry important responsibilities.

Hence, the ASC will require sporting bodies to:-

1. Provide substantial proof that sports, which have received Commonwealth Government funding in the past, have developed and progressed sufficiently to warrant Government financial support in the future;
2. Furnish the ASC with development plans; and

3. Provide audited statements on spending on an annual basis.

The Interim Committee's concern to invest Commonwealth assistance programs with significant forward development objectives coincides with the notion of four-year "rolling" allocations recommended by the McLeay Report. That Report noted that "forward obligation arrangements had improved the effectiveness of the Sports Development Program", but suggested that things 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." (p 44)

The Interim Committee strongly supports such a move and recommends that, when established, the ASC urgently initiate such a process at the earliest possible opportunity. The Interim Committee believes such a process would not only assist sporting organisations themselves with forward commitments and planning, but would also go a long way to overcoming the problem of erratic allocations.

RESEARCH

The Interim Committee became aware during its investigations that there are two main problems facing sports research in Australia. Firstly, it is often pointed out that we do not know enough about the sorts of issues that most concern sportspeople themselves, and that there is something of a gap between research and its practical application. Secondly, what research is being done is often fragmented and sometimes duplicated due mainly to the notable absence of any mechanism through which to properly co-ordinate the efforts and expertise of the many agencies involved. The Interim Committee believes the ASC will have a major role in addressing both these problems in a way which recognises existing expertise and the need to share available information.

The inability to co-ordinate sports science research in Australia, together with the absence of a framework within which to define priorities and specific goals and objectives has resulted in the same 'ad hoc' development and fragmentation that have been identified as persistent problems affecting all areas of sport.

In the absence of the reforms outlined in this Report, it is likely that sports science research will continue to be disadvantaged in its efforts to serve the sporting community. It is essential, in order to reinforce the introduction of effective and efficient management techniques and imaginative and sensitive forward planning, that the ASC ensure that all sports research in Australia complements and contributes to overall goals and objectives. By the same token, the continuing task of setting and refining those goals and objectives will depend significantly on the quality and results of that research.
Attention will have to be focused initially on several basic areas on which information is essential for the Commission to perform its role. For example:

- an inventory of Australia's sporting facilities,
- determining how these facilities are used and by whom,
- defining fitness levels within the community.

This information will need to be regularly up-dated, as it will provide the basis for determining other research needs.

The Interim Committee recommends that the ASC take urgent action to co-ordinate the development of a sport and recreation information data base of research work already underway in State Departments, the Australian Institute of Sport, Universities and Colleges throughout Australia and within various umbrella organisations such as the Sports Medicine Federation and the Australian Council for Health, Physical Education and Recreation. This needs to be done to eliminate duplication and to ensure that the results of research effort are available for use by all sportspeople.

In this respect, the Interim Committee supports the work being done by the Commonwealth Government funded Sports Research Co-ordinator and recommends that the Co-ordinator be transferred to the ASC to help develop the best system of identifying and satisfying the research needs of sport.

Compared to most other developed societies, sports research in Australia has been given very little support and encouragement. Sports science and dissemination of information is unco-ordinated and unplanned. There has been little attempt to take advantage of the talent which already exists in Australian tertiary institutions in a way which maximises research potential, uses available resources effectively and avoids unnecessary duplication.

It is recommended that the ASC play the central role in both overseeing the co-ordination of present research efforts and in initiating necessary research projects in all areas of sport.

**POLICY ADVICE AND DEVELOPMENT**

As well as dealing with specific issues referred to it by the Minister, the ASC will have a primary role in providing policy advice to the Minister. However, it is desirable that the Minister be able to call upon policy advice from his Department, as well as from the ASC, particularly in areas in which the Department has a special expertise; for instance the role of sport in foreign policy and health policy.

On these issues, the ASC would be an alternative source of advice as requested by the Minister.
COMMUNICATION

The central thrust of this Report deals with co-ordination and communication. As an extension of this thrust, the Interim Committee recommends that the ASC, while fully informing the wider sporting community and the public of its decisions and activities, provide an opportunity for the Government to explain its sports development initiatives.

One way this can be achieved is for the ASC to publish a newsletter, on a regular basis, for distribution to interested individuals, sporting organisations, the media and relevant Commonwealth, State and local government Departments. The Commission should also ensure that sporting associations and interested groups receive information on all relevant research.

The Interim Committee also endorses the suggestion contained in the McLeay Report that a handbook be produced to assist sporting associations with administration and the explanation of Commonwealth Government programs.

SPORTS FORUM

As another important part of the communication process, the Interim Committee recommends that the ASC conduct a Sports Forum to be held regularly with representatives from the broad spectrum of Australian sport. It is vital that there be an occasion - such as the proposed Forum - to provide an opportunity for views to be expressed and argued. The Sports Forum will be an opportunity for all involved in sport - from the public and private sector - to consult and to deal with specific problems. The Forum may, in turn, highlight the need for smaller, specialist seminars at which detailed issues can be addressed. As explained in the next Chapter, this process of consultation will continue through the structure of the ASC itself.

The Sports Forum will be only one source of guidance for the ASC which must be able to follow up its own research proposals, as well as act on matters directed to it by the Minister for Sport, Recreation and Tourism.

BICENTENARY CELEBRATIONS

The Interim Committee believes that the ASC should co-operate in whatever way possible with the Australian Bicentennial Authority (ABA) to establish sport and sporting events as a significant feature of Australia's celebrations in 1988. Consideration of assistance for national and international sporting events should be made with this desire in mind.

The Committee recommends that the ASC give priority to developing a program of sporting events and activities which, in consultation with the ABA, can become an integral and important element in the overall celebrations.
NATIONAL SPORTS MUSEUM

The Interim Committee supports efforts to establish a National Sports Museum or Sports Hall of Fame in the National Capital to fully acknowledge the contributions made by sport and sportspeople to Australian society over the past 200 years.

The Interim Committee would envisage that the Museum would be a place where the public could see on display, Australia's sporting history in its various forms – literature, photographs, films, recordings and equipment. The Interim Committee has already commenced discussions with the Director of the Museum of Australia to explore the scope for integrating sport as a major theme in the Museum's development.

The Museum would undoubtedly become, not only a repository of material relating to a significant element of Australia's social history, but also an attractive and popular tourist attraction.
ROLE OF THE AUSTRALIAN SPORTS COMMISSION

RECOMMENDATIONS

1. The ASC be responsible to the Minister for all the major sports development and operational functions now performed by the Department of Sport, Recreation and Tourism.

2. The ASC be made the Commonwealth's sole funding authority through which funds appropriated to the Minister from the Budget, as well as any alternative or additional funds which may become available, are channelled to individual sportspeople, sporting organisations and sport 'umbrella' groups for the conduct of programs and the construction and development of facilities.

3. The ASC implement four-year 'rolling' allocations to sporting organisations.

EVALUATION

4. Evaluation of the effectiveness and usefulness of programs be a vital feature of the functions of the ASC.

5. The ASC require sporting bodies to:-

(i) provide substantial proof that sports, which have received Commonwealth Government funding in the past, have developed and progressed sufficiently to warrant financial support in the future,

(ii) furnish the ASC with development plans, and

(iii) provide audited statements on spending on an annual basis.

RESEARCH

6. The ASC in co-operation with the States and Territories co-ordinate research efforts and initiate as necessary needed research projects in all areas of sport.

7. The ASC establish a sports information data base - taking account of existing systems.

8. The Commonwealth Sports Research Co-ordinator be appointed to the ASC to help develop the best system of identifying and satisfying the research needs of sport.

COMMUNICATION

9. The ASC publish a newsletter on a regular basis for wide distribution.

10. The ASC be responsible for the disbursement of relevant research material to sporting organisations and interested groups.
11. The ASC produce and distribute a handbook to sporting organisations explaining Government programs and providing administrative assistance.

SPORTS FORUM

12. The ASC conduct a regular Sports Forum attended by representatives of sporting organisations.

BICENTENARY CELEBRATIONS

13. The ASC give priority to developing a program of sporting events and activities which, in consultation with the Australian Bicentennial Authority, can become an integral and important element in the overall celebrations in 1988.

NATIONAL SPORTS MUSEUM

14. The ASC support efforts to establish a National Sports Museum or a Sports Hall of Fame in the National Capital to acknowledge the contribution of sport to Australian society.
CHAPTER FIVE

Structure
In considering the most appropriate structure for the ASC, the Interim Committee examined (1) the structures of a number of Commonwealth Government bodies; and (2) the Federal structure of sport in countries in Europe and North America (see Appendix G for details).

During its enquiry, the Interim Committee was fully aware of the Government’s desire that the ASC be both autonomous and independent.

The Interim Committee also was attentive to the requirement that it had to decide on the structure most suitable for the ASC to perform the role and functions, as described in the previous Chapter.

The Committee felt that the Government’s requirements for the ASC could not be carried out by an organisation that did not enjoy the authority and flexibility conferred by statutory status.

In this Chapter, the Interim Committee has divided its consideration on structure into two parts:-

1. The preferred legal form for the Commission, its function and management; and

2. The nature and extent of the relationship between the ASC and others involved in sports development in Australia.

It was considered essential that the permanent ASC be established as a Statutory Authority answerable to Parliament through the Minister for Sport, Recreation and Tourism.

Such a structure would give the ASC the permanence, independence and flexibility envisaged by the Government to enable it to perform the job expected of it.

OPTIONS

The Interim Committee examined a wide range of organisational options for the establishment of the Commission and eventually determined that there were three options which required further consideration. These were:-

1. A non-profit company limited by guarantee;

2. A non-statutory office attached to the Department of Sport, Recreation and Tourism; and

3. A fully independent, statutory authority.

The Interim Committee believed that it was essential for the proposed Commission to be established according to a set of
In considering all possible options, the Interim Committee was mindful of the Government's desire that the permanent ASC should not only replace, but also add substantially to the tasks undertaken by the former Sports Advisory Council. As the name suggests, the Council was an advisory body to the Government; it had no executive authority.

The option of establishing a non-statutory office within the Department seemed to the Interim Committee to negate the spirit and force of the Government's declared intentions for the ASC. This option would make the ASC administratively dependant on the Department and would severely limit the ASC's independence and autonomy. Sports organisations would have seen the ASC as an extension of the Department without the executive authority necessary to ensure the implementation of the major reforms and policies outlined in this Report.

The Committee determined that the only structure which would adequately meet all six major criteria was the statutory authority option. The Committee noted with interest that the McLeay Report argued that, if a Sports Commission was to be established, it should have, among other things:–

"Legislation to define and protect its existence ... a clear and separate existence from the Department of Sport, Recreation and Tourism so that it is not dependent on the Department for administrative or research support to carry out its functions." (p 78)

The McLeay Report also made the point that the basis of the Commission:–

"should ensure its independence and hence its ability, if it so wishes, to give advice that may not be attractive to governments." (p 78)

ADMINISTRATIVE STRUCTURE

In recommending that the ASC be established as a Statutory Authority, the Interim Committee recognises that the precise framework would need to be drawn up by the Commonwealth's legal advisers.

However, the Interim Committee recommends that the ASC be structured with a Chairman, Deputy Chairman and a Board of between 8 and 10 members. Appointments to the Board should be of a fixed term and be made by Executive Council on the recommendation of the Cabinet.

In order to strike a proper balance between change and continuity on the Board, the Interim Committee believes that appointments should be made on a 'rolling' basis to ensure that a maximum of half the Board is replaced at the end of each period.
The Interim Committee believes that the quality of people to be appointed to the Board is most important for the efficient and effective management and direction of the ASC. The sole criterion for appointment should not be that the person be a sportsman or sportswoman.

It is recommended that the ASC be staffed by full-time officers of the Australian Public Service under the same terms and conditions as would apply to staff of any other Commonwealth Government statutory authority.

However, the Interim Committee believes it is vital to keep the size and costs of the Commission to a minimum.

The Committee further recommends that the Commission be divided into two separate, but closely interrelated branches— an Executive Branch and a Consultative Branch.

**Executive Branch**

The ASC, through its Executive Branch, will assume responsibility for the sports policy, program and research functions currently being undertaken by the Department. But, as discussed in Chapter Four, these functions will be re-assessed with the help of the Consultative Branch by the ASC, and amended as required.

It is anticipated that officers from the Executive Branch will be ex-officio members of the appropriate Committee to ensure close liaison between the two Branches.

While the Consultative Branch will help identify needs and provide advice to the Board, it will be the Board which sets priorities and guidelines for the Executive Branch.

It is proposed that the Executive Branch be comprised of:-

(a) A Chief Executive Officer as head of the Management Group overseeing five Sections with specific policy and program duties;

(b) A unit responsible for supplementary funding.

It is proposed that the five sections of the Executive Branch be: Research and Information; Policy Development; Events and Facilities; Programs; and Evaluation. As explained, these Sections will liaise closely with the Consultative Branch Committees.

The functions of the five Sections will be as follows:

- **Evaluation** — The development and implementation of methods to evaluate the effectiveness of programs.
Programs - The administration of all assistance programs to sport.
Events & Facilities - Assistance with the conduct of special events and the development of facilities.
Policy Development - The development of policies to meet needs and demands of sport.
Research/Information - The co-ordination of research and the commissioning of new research in sports-related areas and the dissemination of information to sports groups and individuals.

The Senior Officers of each of the five Sections will make up the Management Group which, with the Chief Executive Officer, will be responsible for co-ordinating the work of each Section. The Group will perform an essential management and forward planning role, which is explained in more detail later in this Chapter. A Secretariat, whose senior officer will report direct to the Chief Executive Officer, will be responsible for the internal operations and administration of the ASC.

The Supplementary Funding Unit will be responsible for advice to the ASC Board on such proposals as the Sports Aid Foundation and Prize Bond/Lottery as discussed later. It is recommended that the Senior Executive of this unit be answerable directly to the Board, but liaise closely with the Chief Executive Officer. It is also recommended that the ASC be granted a broad borrowing and investment capacity to complement the work of this unit.

Consultative Branch

For a considerable time, sporting organisations in Australia have been seeking a closer working relationship with Government at all levels, and especially the Commonwealth Government. In addition, and this is a point borne out by submissions to the Interim Committee, these organisations have been calling for a national framework within which the efforts and resources of all involved in sports development can be better co-ordinated to meet agreed goals and objectives.

In considering the most appropriate structure for the ASC, the Interim Committee was sensitive to the need to involve sporting associations as much as possible in the work of the Commission.

As outlined in Chapter Four, it is proposed to convene a Sports Forum to provide a regular opportunity for all involved in sports development in Australia to get together to exchange ideas and views and to provide an input into future policy development. It is considered that the Sports Forum, and the
recommended committee system, will fulfil the dual purpose of involving sporting organisations in the work of the ASC and ensuring that the ASC is aware of the views and wishes of the sporting community. These measures are in addition to the regular informal contact between full-time officers of the Executive Branch and the sporting community.

The Consultative Branch of the ASC represents the Interim Committee's response to the Government's requirement that the ASC co-operate fully with sports associations and groups.

The ASC will seek people involved in sport and with a deep commitment to its development for service on the committees.

The Commission will recommend to the Minister the appointment of individuals for service on such committees who are able to bring to the specific tasks a range of the most appropriate skills, talents and experience. It will be particularly important to find people who can contribute to the work of these committees with a fresh approach and a new perspective. All those selected, including those from all levels of sport itself, will need to bear in mind the necessity to represent the interests of all sport in Australia and not just a particular section of it.

The committees will be served by a small Administrative Unit with the responsibility of organising meetings, taking minutes and other secretarial duties as required.

Appointments to the committees will be made by the ASC Board.

The committees will provide advice to the ASC Board on matters referred to them, dealing with such issues as:-

1. Research facilities;
2. Junior development;
3. Mass participation; and
4. The needs of high performance athletes and other specific groups.

The terms of reference of each committee will be determined by the Board.

Sporting bodies, Commonwealth, State and Local Government and other interested groups will play an important and integral part in the proposed work of the ASC, a role that is safeguarded by the structure of the Commission itself. However, this proposed association between the ASC and sporting associations is in no way intended to reduce the independence of these associations.

The Interim Committee believes the consultative mechanism as proposed, will provide an opportunity for the Government to assist sporting organisations themselves to reach higher standards of professional administration and effective communication with each other and the Commonwealth. In addition, the consultative structure will allow sporting organisations to influence, and benefit directly from, the regular interchange of ideas, information and research.
The Interim Committee believes these proposals, which allow a wide-ranging and effective role for sport in the decision-making process of the ASC, represent a most significant breakthrough.

The consultative structure outlined for the Commission is the first major step towards building a cohesion and co-operation that is vital if we are to develop and sustain equitable, effective solutions to the problems facing sport in Australia.

**MANAGEMENT AND FORWARD PLANNING**

Any organisation, if it is to do its job efficiently and effectively, must develop a clear operational plan as a framework for its activities. The Interim Committee believes it will be a primary task of the Board to develop a plan that, in accordance with Government policy, sets out the Commission's goals and objectives and outlines the issues to be addressed. The Plan will be subject to considerable discussion with sport through the consultative processes referred to in this Chapter. The plan will provide a basis for decisions on resource allocation to be taken by the Board and will be the 'touchstone' for the vital process of evaluation.

It is envisaged the plan will:-

1. Outline overall goals and objectives for the Australian Sports Commission;

2. Indicate the issues that need to be addressed to achieve those goals and objectives; and

3. Provide an estimate of the level of resources necessary to support policies and programs focussed on those issues.

It will be the responsibility of the Board to guide the creation of the plan and to endorse it as the Commission's operational base. It will then be the responsibility of the Executive Branch - in close co-operation with sport itself through the Consultative Branch - to develop, implement and evaluate policies and programs to put the plan into effect. Naturally, all decisions on overall resource allocation and forward planning will remain the prerogative of the Minister. However, it will be the Board's responsibility to recommend to the Minister on all issues of policy development, program implementation and funding.

The Interim Committee believes that the suggested structure for the ASC will provide a capacity to bring to the undoubtedly complex and sensitive issues and challenges facing it a rigorous and effective management process which will allow not only for administrative efficiency and effective problem-solving, but also for sensible forward planning, based on an evaluation of the basic operational plan.
The Interim Committee has noted with interest the Government’s White Paper, "Reforming the Australian Public Service" published in December 1983. The White Paper noted:

"Management is the process of setting objectives, organising resources to attain them and evaluating the results for the purpose of determining future action." (p 27)

That basic management approach has, to a large extent, been missing from the development of the Commonwealth’s sport assistance programs over the past decade. The comments on the McLeay Report on evaluation, noted elsewhere in this Report, provide significant evidence to bear out such an assessment. The Interim Committee believes that the structure outlined for the ASC will ensure, from the beginning, the development of mechanisms to overcome and avoid the problems caused by the shortcomings of the past. More specifically, it will enable the Board to attain the objectives of efficiency and effectiveness which the Government will be seeking to achieve throughout the public service with the introduction, for example, of such innovations as annual management improvement plans.

RELATIONSHIP WITH OTHER ORGANISATIONS AND INSTITUTIONS IN SPORTS DEVELOPMENT

This whole Report is underscored by the recognition that the real nexus between the proposed Commission, and all other sporting interests, lies in the Commission’s funding responsibilities and its consultative proposals.

This applies in its relationship as much with the Department of Sport, Recreation and Tourism, as it will with organisations such as the Australian Olympic Federation, the Australian Institute of Sport, the Confederation of Australian Sport, other national groups and national sporting organisations.

The Interim Committee believes it will be the responsibility of the Commission, at least once yearly, to examine in detail requests from any sporting organisation seeking Government funds. This will be done very much in the same way as a budget is presented by a Public Company to its Board of Directors for examination and approval.

It will be necessary for all requests for Commonwealth Government funding to be generated through the Commission.

But, as already explained in this Chapter, the relationship between these organisations and the ASC will not be limited to that of funding.

There will be an important responsibility on the ASC and sporting organisations generally to ensure that the consultative system as proposed receives the necessary goodwill to make it work efficiently and effectively.
The Interim Committee anticipates that all organisations within the sporting community will see that their interests are best served by fully co-operating with, and contributing to, the work of the ASC.

The proposed Federal structure of sport in Australia and the inter-relationships within the structure are illustrated in Diagram 2. (For a detailed list of sport 'umbrella' groups and their responsibilities see Appendix H.)

The Diagram shows the clear role of the Commonwealth Department, as well as the relationship of the Department with recreation organisations regarding funding and program development.

In addition, Diagram 2 makes it clear that the ASC will act, not only as the Commonwealth Government's major vehicle for sports development policies and programs, but also as the major channel of communication between sporting organisations and the Commonwealth Government.

The Commission also will be able to bring together those involved in sports development to help define and evaluate overall aims and objectives, as well as specific policies and programs.

National Associations

Throughout its investigations, the Interim Committee was fully aware of the importance of protecting the independence and autonomy of all national sporting associations and 'umbrella' groups. The Interim Committee believes it is fundamental to the operation of the ASC that this principle is understood and defended. Equally, the Interim Committee is confident that the sporting community will enthusiastically take up its central recommendations that the sporting community co-operate with, and become involved in, the work of the ASC.

Australian Olympic Federation

The Interim Committee was conscious of the unique structure of the Australian Olympic Federation and its relationship with the International Olympic Committee. Autonomy and independence are keystones of the Olympic movement.
Diagram 2

AUSTRALIAN SPORTS COMMISSION
"Relationships" Structure.
The lines of connection signal a consultation/communication relationship. In the case of those organisations outlined by the broken lines the relationship also includes the provision of Commonwealth funding through the Commission.

AUSTRALIAN SPORTS COMMISSION:
- Funding—ensuring maximum effectiveness of resources spent; determining resource levels necessary.
- Development of supplementary sources of funds.
- Setting goals and objectives to reduce fragmentation.
- Co-ordinating research/information and policy development.
- Evaluation and development of specific programs and four year development plans.
- Liaison/leadership.

COMMONWEALTH DEPARTMENT:
- Policy advice to Minister
- Funding and programs for recreation, leisure and fitness
- Recreation policy

Recreation Organisations

** National Sporting Organisations:
- Coaching and administrative responsibilities.
- Participation in ASC consultative program representing clubs and sports

State (& Local) Government:
- State program responsibilities for sport and recreation
- Participation on ASC committees
- Participation on SRMC/SCORS.

SRMC * (SCORS)

Australian Institute of Sport:
- Training elite athletes
- Sports science research
- National training centre program

AOF, CAS, ACEA, ASMF, ACHPHER, ACC, NCRES

* SRMC - Sport and Recreation Minister’s Council comprising Commonwealth State and Territories Ministers of Sport and Recreation meets annually to co-ordinate the development of sport and recreation in Australia.

SCORS - Standing Committee on Recreation and Sport. Comprised of Heads of Commonwealth, State and Territory Departments which meets two or three times a year to provide support to the SRMC.

** See Appendix H.
The Interim Committee accepts that the AOF must remain autonomous and must not act in a way that might contradict the principles of the Olympic charter or the rules of the International Olympic Committee. The position occupied by the AOF reflects very much the status of the Olympics, and of Olympic sports, within the wider community. The Interim Committee notes, with interest, the comments of the McLeay Report which puts a proper emphasis on prevailing community attitudes:

"... the Committee believes 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."

Confederation of Australian Sport

The Interim Committee is aware of the position occupied by the Confederation of Australian Sport and of the functions it is undertaking on behalf of sport. To the extent that some of those functions are subsumed within the role and functions of the ASC as outlined in this Report, the Interim Committee believes there may be a need for the Confederation to re-define its role and functions in some areas. There is nothing to be gained by having any organisation duplicating the functions to be carried out by the ASC.

The Australian Institute of Sport

The Interim Committee has a clear understanding of the charter and objectives of the Australian Institute of Sport. It has had direct communication with the Institute, both at Board and Management levels. The Chairman of the Institute has offered the full co-operation of the Institute with the proposed Commission. Thus, there seems to be a most favourable environment already established for the close consultative relationship in the future between the AIS and the ASC.

The Department of Sport, Recreation and Tourism

There has been full co-operation between the Department and its officers and the Interim Committee during the course of this enquiry.

This Report recommends significant changes in responsibilities currently held by the Department, which the Interim Committee believes should be transferred to the Commission. The whole thrust of this thinking is simply to prevent duplication and fragmentation in addition to the reasons advanced in other sections of the Report which relate to the question of the need for a Commission.

The recommendations relating to the proposed changes should not result in any significant additional staff or cost.
CONCLUSION

The recommendations for the establishment of an autonomous, Statutory Authority will have substantial implications for the current administrative structures at the Commonwealth level.

The Interim Committee understands, that in making such recommendations, it is foreshadowing a process of change and restructuring which may, in itself, be construed as an obstacle to accepting the thrust of the Interim Committee's Report.

The Interim Committee does not in any way underestimate the extent of the changes involved, nor the scope and nature of the effort that will be required to give quick effect to its recommendations. However, it would be concerned if the benefits for sports development in Australia which the Interim Committee feels will flow from the implementation of the recommendations of this Report, were to be lost primarily from an unwillingness to accept a period of change and adjustment.
The Interim Committee recommends that:—

1. The ASC be established as a Statutory Authority answerable to Parliament through the Minister for Sport, Recreation and Tourism.

2. The ASC be structured with a Chairman, Deputy Chairman and a Board of between 8 and 10 members.

3. Appointments to the Board of the ASC be for a fixed term and be made by Executive Council on the recommendation of the Cabinet.

4. The ASC be divided into two Branches — an Executive Branch and a Consultative Branch.

5. The ASC develop an operational plan as the basis for effective management and to provide a framework of goals and objectives for the development, implementation and evaluation of policies and programs.

Executive Branch

6. The ASC, through its Executive Branch, assume responsibility for the sports policy, program and research functions currently being undertaken by the Department of Sport, Recreation and Tourism.

7. The ASC Board set priorities and guidelines for the Executive Branch.

8. The Executive Branch be comprised of:

   (a) a Chief Executive Officer as head of the Management Group overseeing five Sections with specific policy and program duties, and

   (b) a unit responsible for supplementary funding.

9. The supplementary funding unit be responsible to the ASC Board for advice on funding proposals such as the Sports Aid Foundation and the Prize/Bond Lottery.

10. The ASC be granted a broad borrowing and investment capacity to complement the work of the supplementary funding unit.

11. The Senior Executive of this unit be answerable directly to the Board.
Consultative Branch

12. The Board establish, through the committees of the Consultative Branch, a process to ensure that the sporting community is involved in the work of the ASC.

13. Appointments to such committees, as may be necessary, be decided by the Minister on the recommendation of the ASC Board.
CHAPTER SIX

Recreation
The Interim Committee is well aware that the issue of the relationship between sport and recreation is both complex and in need of immediate attention.

The Interim Committee takes account of the arguments which suggest that there should be no distinction between sport and recreation, but is aware that while, conceptually, such an argument has merit, the practice of linking sport with recreation at the Commonwealth level has disadvantaged recreation in terms of policy, programs and funding.

Recreation is constituted by a far greater range of activities than sport, and the benefits of participation, while recognized by Governments, particularly at the individual level, are far more difficult to categorize and identify for the population as a whole.

It will not be given the recognition it deserves until such time as it has an identity separate from sport.

The Interim Committee further agrees that the Commonwealth has an important role to play in the development of recreational opportunities for all Australians, a role it has thus far been unable to adequately fulfil, and recommends that the Commonwealth Department be given, as its prime responsibility, the task of overseeing all aspects of the Commonwealth Government's role in recreation including - the development of a national recreation policy; the initiation and co-ordination of recreational programs at the Commonwealth level; liaison with State Departments of Recreation, local government and other Commonwealth Departments; and the overseeing and distribution of Commonwealth Government funding for recreation.

This recommendation is underpinned by the view of the House of Representatives Standing Committee on Expenditure which states that "... the development of suitable recreation programs will no doubt be the most important challenge facing the Department of Sport, Recreation and Tourism".

The Interim Committee noted with interest, however, that while the McLeay Report devoted a great deal of attention to the neglect of recreation services and programs by the Commonwealth, (a point that was repeatedly brought up by witnesses), that Committee saw the setting up of a Recreation Advisory Council, under the auspices of the Sports Commission, and reporting to the Minister for Sport, Recreation and Tourism and to the Minister for Home Affairs and the Environment as an important, but partial, solution to the many problems they identified.

Such a Council, it was suggested, would:

1. Examine the needs of those recreation activities not included under the sports or arts umbrellas;

2. Identify a role for the Commonwealth in that field;
3. Advise on appropriate consultative machinery involving the Commonwealth, State and local governments and recreational organisations; and

4. Act as a focal point for recreation interests.

The Interim Committee supports these suggestions but is not convinced that the current involvement of the Department of Sport, Recreation and Tourism with both sport and recreation, even with the addition of a Recreation Advisory Council, would in any way guarantee the implementation of the very basic changes which are urgently called for if recreation is to be seen as more than a 'poor relation' of sport.

The Interim Committee believes that recreation is at least as important to all Australians as sport and therefore deserves special attention by the Commonwealth Government.

For this reason the Interim Committee recommends, not only that the Department of Sport, Recreation and Tourism take full responsibility for the Commonwealth's projected increased role in recreation, but that the Interim Committee, working with the Department, as a first step in defining more clearly the extent and scope of the Commonwealth's role, produce a report on the current state of recreation and on suggestions for future developments.

The arguments which lead to those recommendations are laid out below.

BACKGROUND

Since the 1940's particularly, one of the important features of Australian society has been the increasingly important role that recreation has played in the lives of its citizens.

The above statement notwithstanding, the importance of recreation in the daily lives of individuals has generally been underestimated and undervalued. Unlike sport, which is 'high' profile, provides tangible returns for Government, and has increasingly become an identifiable and important policy area of Commonwealth and State Governments, recreation has historically been considered to be the prerogative of individuals and non-government organizations. What little government involvement in recreation has been evident has tended to be at the State and local rather than the Commonwealth level.

Identifiable involvement in recreation by both State and Commonwealth Governments can be traced back to 1939 with the emergence of the National Fitness Movement through to the establishment of the 1941 National Fitness Act.

The Commonwealth Council for National Fitness set up under the Act was to advise the Minister for Health with respect to the promotion of national fitness. State Governments were invited to participate in this program and consequently, State National Fitness Councils were formed.
From the 1940's up until 1972, Commonwealth, State and local governments' involvement with recreation remained relatively unco-ordinated. This situation changed with the establishment, in 1972, of the Commonwealth Department of Tourism and Recreation which paved the way for a strong commitment to recreation by the Commonwealth Government, particularly in the policy area, and set up a structure for direct funding to local Government.

The Commonwealth Department administered a new program of assistance known as Capital Assistance for Leisure Facilities (CALF) (see Appendix I for details of CALF scheme). Between 1972 and 1975 the Department was also involved in funding and publishing studies on recreation issues, providing assistance for recreation programs and promoting courses to train recreation leaders. It was also during this period that the "Life Be In It" program was started. Commonwealth assistance began in 1977 and between 1977/78 and 1980/81 when Commonwealth contributions ceased, the Commonwealth provided a total of $2.5 million to the program. In 1983/84, Commonwealth assistance recommenced with an allocation of $150,000.

In 1973 Recreation Ministers from the Commonwealth and States agreed to establish the Recreation Ministers' Council. The Council is supported by the Standing Committee on Recreation and Sport (SCORS) and has as its objective the development of recreation and sport in Australia. The Council has been renamed the Sport and Recreation Minister's Council.

In 1975 the Department of Recreation and Tourism was abolished and sport and recreation functions were placed within various departments, mainly the Department of Home Affairs. During this period Commonwealth involvement in recreation was suspended and States and local governments consolidated their role as the providers of recreation policies and programs.

Since 1975 there have been several reviews of the Commonwealth's role in recreation development (which will be elaborated upon below) each stressing an identifiable and important role for the Commonwealth Government.

In 1983 the Commonwealth Department of Sport, Recreation and Tourism was established. The establishment of the Department heralds a renewed commitment by the Commonwealth Government to both sport and recreation. Thus far, however, the major change to the function of the Commonwealth level in its involvement with recreation have been the specific allocation of funding for recreation (and fitness) and funding and support for initiatives in recreation and community leisure. These changes will be detailed below. It is important to point out here, however that neither involves large amounts of money.
RECREATION AND THE COMMONWEALTH GOVERNMENT

The ALP policy on sport and recreation states:-

"A policy of large-scale Federal Government assistance to develop a community based recreation program was demonstrably successful in the period 1972-75. Such a programme would be equally successful in the social climate of the 1980s. The Labor Party will accept the responsibility to all Australians to see that programme implemented." (p 71)

As pointed out earlier, the Commonwealth's role in recreation has always been uncertain and tentative. This is due partly to the 'up front' role State and local governments play and partly to the nature of recreation itself. Because recreation is individual and inherently unstructured, the arguments have always been that involvement should at the level of local or State Government, both of which are seen to be 'closer to the people', and that it is difficult, if not impossible, to direct Commonwealth assistance and funding to the grass roots.

While there is some substance to both these arguments, neither is sufficiently convincing to justify withdrawal by the Commonwealth from a clear and practical (as against theoretical), involvement in recreation.

One further problem merits attention here. Because recreation is so diverse and cannot, unlike sport, be neatly categorised, elements of it are seen to be the responsibility of various Commonwealth departments.

While this may make for some difficulty in identifying areas of responsibility and obtaining inter-departmental co-operation, the problem is often more serious in theory than in practice.

The Administrative Arrangement Orders give the Department of Sport, Recreation and Tourism responsibility for, among other things, sport and recreation. While support of these areas demands a degree of co-operation with other Commonwealth departments who have some involvement with leisure, recreation and fitness, it should be possible to set up an inter-departmental structure which identifies areas of interest and responsibility.*

* For example

The Departments of Foreign Affairs, Education and Youth Affairs, Health, Home Affairs and Environment all have some responsibility for particular aspects of leisure, recreation and/or fitness. (See Table 2, Chapter Three.)
This co-operation would result in a much clearer and higher profile for the Commonwealth Department of Sport, Recreation and Tourism in recreation development.

As mentioned above, between 1975 and 1983 several reviews of the Commonwealth's role in recreation have been conducted. Two of the most significant were the Recreation Ministers' Council and the review by the Commonwealth Government appointed Task Force and Co-ordination on Welfare and Health (defined to include recreation).

Both of these reviews identified a Commonwealth role in recreation.

In 1976, the Recreation Ministers' Council stated:-

"While it was the opinion of State and Territory Ministers that recreation should primarily be the responsibility of the States the meeting identified the following areas which can only be effectively and economically handled at the national level -

- information and communication
- national ventures
- international ventures
- co-ordination of resources
- planning and research
- education of recreation workers."

The Task Force recommended the establishment of a Community Assistance and Recreation Program (CARP) to enable the Commonwealth to assist States in a co-ordinating capacity, and, further, that the Commonwealth should discharge several important functions in the welfare/health fields:

1. As the national Government, be responsible for establishing national policy, maintaining a critical surveillance of the welfare/health field and initiate action to reduce undesirable overlaps (or to eliminate gaps);

2. As an initiator of innovative programs, either directly or in consultation with, and making use of, State and local agencies.

A paper produced by the Department of Home Affairs in 1978, but never published, also reviews the Commonwealth's involvement in recreation and identifies a three-fold role:

1. As catalyst and co-ordinator, to enable State and local governments and the voluntary sector to do a more important job in providing comprehensive, cost-effective recreation facilities and programs;

2. Oversee the development of national recreation policy;

3. Relate to international recreation organisations, to establish Australia's role in this sphere and to draw on the experience of other countries.
It is clear that there is a need, expressed by reviews such as these, by the States and by those recreation organisations whose structure enables them to speak with a united voice — such as "Life. Be in it" Australia, for clarification and expansion of the Commonwealth Government's role in recreation. The Commonwealth should take greater responsibility than it now does, but in ways which would not impinge upon the autonomy or flexibility of the States.

THE CURRENT SITUATION

Current expenditure and assistance by the Commonwealth Government is broken down in the following way. $800,000 to be spent on:

- assistance to national recreation organisations,
- "Life. Be in it" Australia,
- fitness programs,
- innovative recreation programs with particular emphasis on disadvantaged groups,
- joint funding of specific projects and research into recreation in the States

A specific grant of $400,000 is also set aside for the disabled.

RECREATION AND THE AUSTRALIAN SPORTS COMMISSION

The Interim Committee examined at length the relationship between sport and recreation and the role of a possible Commission with respect to these two areas. Very many arguments and viewpoints dealing with recreation have been put before the Committee. Despite the diversity of opinions, one fact remains clear. No matter what the professed commitment to recreation by any Government may be, no matter how much support is foreshadowed, compared to sport, recreation has always been a very distant second, particularly where funding is concerned.

The present Government has clearly stated its commitment to recreation and there is no reason to believe that recreation will not be a policy growth area in the future. However, in tangible terms the funding for recreation and fitness has increased by only $100,000 over 1980/81 funding* while, with a comparable commitment, funding for sports development has increased from $3.18 to $5.59 million. Similarly, funding for the International Standard Sports Facilities program has risen from $4.9 to $8.00 million.

* See Table 2, Chapter Three. In 1980/81 funding for recreation was $700,000. However, this was basically funding for "Life. Be in it" and ceased altogether when the Commonwealth withdrew its support — a private company was formed.
It is clear that in recent years the bulk of funding has gone to:

1. Sports assistance;
2. Australian Institute of Sport;
3. Facilities.**

In this financial year it is expected that these categories will account for almost 90% of total departmental funding so that when one looks at the Budget figures overall, despite a great deal of rhetoric, it is evident that recreation has once again been given a low priority.

The Interim Committee strongly believes that there is a need for a far greater support and facilitator role in recreation by the Commonwealth Government, and that rather than simply being an appendage to sport, as has historically been the case, the whole area of recreation demands an identifiable structure which can deliver the Government's commitments in this area.

In the Interim Committee's view, the disadvantages of perpetuating the historical sport/recreation relationship are far outweighed by the disadvantages, which are most clearly evidenced by current Budget allocations.

The Interim Committee agrees that to continue this 'inseparable' relationship between sport and recreation, would perpetuate the present situation, which, it is almost universally agreed, is in need of immediate change.

In the field of recreation strong and open relationships between all levels of Government are vital to the development of broadly-based recreation programs. The Committee believes that the Commonwealth Department of Sport, Recreation and Tourism is the body best suited to developing and maintaining such relationships, and to working closely with other Commonwealth Departments such as Home Affairs and Environment, Education, Health and Social Security, who also have some recreational responsibility, and therefore recommends that the Commonwealth Department be given the prime responsibility for overseeing and implementing the Commonwealth Government's expanded role in recreation.

Such a structure would not only give credence to the Commonwealth Government's stated policies concerning the value and importance of recreation to all Australians, but would provide the framework for implementing those policies.

** While it might be argued that such facilities can be used for recreational purposes, it is clear that these facilities meet the needs of elite performance athletes rather than recreation groups.
Working closely with the Department, the Interim Committee also recommends that the whole area of recreation at the Commonwealth level be the subject of a major enquiry and that the results of that enquiry be presented to the Minister with recommendations for the future growth and development of recreation in Australia and clarification of the role of the Commonwealth Government in that development.
RECREATION

RECOMMENDATIONS

The Interim Committee recommends that:-

1. In keeping with the Government's commitments to provide the leadership, facilities and encouragement necessary to allow Australians to make the best use of their leisure time, the role of the Commonwealth Government in recreation development be expanded to meet these commitments.

2. The Commonwealth Department be given prime responsibility for overseeing and implementing all aspects of the Commonwealth Government's role in recreation development.

3. As a first step in giving recreation the importance it deserves, the Interim Committee and the Department of Sport, Recreation and Tourism produce as soon as possible a joint report on the current state of recreation in Australia, including suggestions for further development.
CHAPTER SEVEN

Supplementary Funding
The Interim Committee has identified the issue of the provision of adequate resources for sport as one of the areas where basic reforms are necessary before individual problems can be addressed and overcome. It cannot be stressed too strongly that this area requires urgent and detailed attention. The identification and development of supplementary sources of funds should be a continuing function of the ASC.

However, the Interim Committee is equally aware that there are currently many individuals and organisations actively involved in the task of generating additional resources for sport. The Interim Committee applauds these fund-raising efforts and recognises their vital importance to the sporting activities they support.

Equally important to the financial security of Australian sport has been the efforts of voluntary workers in all sports. In fact, it can be confidently stated that without their unpaid service, sporting organisations would have found it impossible to develop to present levels.

The Interim Committee agrees whole-heartedly with the remarks of the Minister for Sport, Recreation and Tourism, the Hon John Brown, in a speech to the Confederation of Australian Sport's National Sports Congress in December 1983:

"... any amount of Government assistance would be a sterile waste of resources if it were not able to build on, and develop, the strong traditions of independent, voluntary organisations who have shouldered the burden of administering and developing sport throughout the community at every level. In Australia, in this - as in many other things - we are indeed lucky. That base of voluntary administration has been the lifeblood of sport in Australia."

In examining the vital question of supplementary funding, the Interim Committee was sensitive to the need to do everything possible to avoid cutting across or inhibiting the efforts of others already active in this area. The recommendations below should therefore be read against the background of that prevailing concern.

The Interim Committee has specifically examined two proposals aimed at providing funds for sport outside the normal budget appropriation:-

1. A Sports Aid Foundation; and

2. A National Prize Bond Lottery.

It is considered that both these proposals have considerable merit and the Interim Committee recommends further examination. The Interim Committee already has recommended that the ASC be granted a broad borrowing and investment capacity to maximise the impact of any supplementary funds.
AID FOUNDATIONS

A Sports Aid Foundation is not a new concept. Foundations have been in existence in several countries for a number of years; for example the New Zealand Sports Foundation, Great Britain's Sports Aid Foundation and West Germany's Deutsches Sport Life. In Australia, the former Sports Advisory Council and the Confederation of Australian Sport have been consistent advocates of a Foundation as a means of attracting substantial corporate sponsorship for sport.

Rothmans National Sports Foundation

The Rothmans Foundation was established in 1964 with a series of objectives including:

- to develop and encourage public participation in all forms of amateur sport,
- to raise the standards of skill in amateur sports by providing expert training and knowledge in such sports.

The Foundation contributes towards a number of programs concerned with the development of coaching skills and expertise - for example, coaching clinics and training camps and the production of formal training manuals. In many cases, the Foundation's activities complement the programs of the Commonwealth - for example, under the Coaching Accreditation Scheme, some programs endorsed by the Australian Coaching Council are funded by the Foundation.

Sir Robert Menzies National Foundation

The Menzies Foundation was established in 1980 specifically to promote study, research and development in the fields of health, fitness and physical achievement. Gifts of $2 or more to the Menzies Trust for distribution by the Foundation are tax deductible under Section 78(1) of the Income Tax Assessment Act.

Victorian Sports Aid Foundation

The Victorian Government established its own Sports Aid Foundation in 1979 in a joint undertaking between the Department of Youth, Sport and Recreation and the State wide Building Society.

The Foundation assists individual athletes with travel costs and eligibility is subject to certain criteria laid down by the Government and the Building Society. These are:

1. National ranking in top eight - maximum grant of $2,000;
2. International ranking (not specified) - maximum grant of $3,000; and
3. International ranking in top 15 – maximum grant of $5,000.

The Foundation Committee which decides on the allocation of grants is made up of a representative from the Department, the Building Society and a Ministerial appointee. This year it is expected that some $100,000 would be available - $50,000 from the Government and $50,000 from the Building Society.

**Aid Foundations: Britain and New Zealand**

The Interim Committee examined the Foundations in operation in Britain and New Zealand. It noted that the Sports Aid Foundation in Great Britain obtains a large proportion of its funds from marketing programs and from sponsorship from lottery sales. Donations to the British Foundation are not tax deductible.

Donations to the New Zealand Sports Foundation are tax deductible. In addition, the New Zealand Foundation gains funds from sales of figurines with the support of a major liquor company. (Details of the organisation and funding of the British and New Zealand models are contained in Appendix J.)

**Aims of National Foundation**

It is envisaged that an Australian Sports Aid Foundation – as the specialist marketing/fund-raising 'arm' of the ASC – will seek to attract funds from all sections of the community. One of the most significant sources of funds would be the sportsbonds/lottery which is dealt with later in this chapter.

It is essential that the Foundation be a part of the ASC. This would ensure that the ASC can properly co-ordinate the distribution of private and public sector funds to sport.

The ASC should use funds available from the Foundation to pursue the following objectives:

1. Promote excellence in sport;

2. Assist with the identification and development of Australia's high performance national and international athletes;

3. Improve the technical expertise of sports officials;

4. Provide assistance to the coaches of high performance athletes;

5. Assist with the promotion and development of sport at the junior level;

6. Assist employers to provide sympathetic employment conditions to athletes; and

7. Assist athletes on retirement so that they may complete their education or job training.
Under present arrangements, elite athletes receive financial assistance directly under the National Athlete Award Scheme (NAAS). While the scheme is conceptually sound, restrictions on guidelines and funding have limited its effectiveness. For instance, elite level coaches and technical officials receive no assistance, despite the importance of their contribution to the performance of athletes. (See appendix F for a description of the NAAS scheme.)

**Sources of Funds**

The aim of the Foundation is to attract funds from the private and public sectors. For instance, the West German Foundation obtains funds from a number of sources, including donations, lotteries, sponsorships, a surcharge on 'sports' stamps and special events, such as an annual sports ball.

The Foundation will provide an alternative source of funds for use by the ASC for the benefit of sport. This is vital if sport in Australia is to obtain reliable funding, despite changes of Governments and changing political priorities.

An initial 'seeding' grant will need to be allocated to meet the establishment costs of the Foundation and to enable it to initiate a comprehensive marketing program.

**Tax deductibility**

The Interim Committee considers that tax deductibility for donations is important to ensure the success of the Foundation.

Clearly, the Foundation's marketing program would need to make it attractive for private contributors to provide financial assistance to sport. Again, tax deductibility is a vital element.

As mentioned at the beginning of this Chapter, gifts of $2 or more to the Menzies Trust are tax deductible under Section 78(i) of the Income Tax Assessment Act. This concession also applies to some organisations promoting sporting and recreational activities for the handicapped. Donations from companies to the Australian Olympic Federation (AOF), the Australian Commonwealth Games Association (ACGA) and other sporting organisations are deductible under the company advertising provisions of the Income Tax Assessment Act. However, no provision exists for donations from individuals to the AOF or ACGA, or any other able-bodied sporting and recreational organisation, to be tax deductible.

The Interim Committee considers that sport is discriminated against under the present tax deductibility arrangements compared with other areas of leisure activity such as the arts. Tax deductibility for donations of $2 or more are available for a large number of non-profit performing arts organisations. These largely are made through an 'umbrella' system based on the Australian Elizabethan Theatre Trust (AETT) which qualifies for tax deductibility for donations under Section 78(i)(a)(xiii) of the Income Tax Assessment Act.
The tax concessions also operate for donations to a public library, public museum or public art gallery. Persons can also reduce their taxable income by donating works of art to eligible institutions, including Arthbank, as defined by the Taxation Office. Substantial tax incentives are also offered to investors in the Australian film industry.

The Interim Committee considers there is a strong case for tax deductibility to be extended to cover gifts of $2 or more to sport directed through the Foundation.

Because of the time constraints, the Interim Committee was unable to commission a detailed study on the estimated level of public support. It is therefore recommended that the ASC compile this information.

**PRIZE BONDS LOTTERY ('SPORTSBONDS')**

In considering this concept, and lotteries in general, the Interim Committee examined a feasibility report on a national sports lottery, compiled in 1980, and studied reports on the operation of sports lotteries in several countries.

Sports lotteries are a common feature in the overall sports funding programs of many nations, including Canada, USSR, West Germany and the Netherlands.

It is considered by the Interim Committee that the additional and relatively stable supply of funds that a lottery system would provide is important for the operation of the ASC - and the achievement of the Government's aims for sport.

In addition, the Interim Committee feels a lottery is an excellent way in which the Australian public can directly contribute to the overall national sporting effort while broadening the financial base for sport. This in turn would have an effect on our quality of life and national health.

The Interim Committee is aware of the findings of the McLeay Report in relation to the general issue of supplementary funding. In particular, the Committee noted the recommendation that the Commonwealth not introduce any form of sports lottery.

The Interim Committee believes, however, that the conclusions of the McLeay Committee are open to debate. Without wishing to underestimate them, the Interim Committee believes that the McLeay Report gives undue weight to the arguments against a lottery proposal, without sufficiently addressing the arguments that support such a proposal. The Interim Committee remains convinced that the ASC should continue to investigate all avenues of supplementary funding as a matter of urgency.

The Interim Committee is drawn to the arguments presented in the 1980 feasibility report into a national sports lottery which favoured a Prize Bonds (or 'Sportsbonds') Lottery scheme.
We believe the proposal holds considerable merit. However, we appreciate that much of the feasibility study was devoted to investigating a range of lottery proposals which were later rejected in favour of the 'Sportsbonds' concept. We agree with the Government's attitude on 'Sportsbonds' that the concept is worthy of further study (p. 91 of ALP Sport and Recreation Policy).

Hence, the Interim Committee recommends that the ASC undertake a detailed examination of the specific 'Sportsbonds' scheme as a matter of priority. The study should be undertaken with a view to establishing a plan of action to be presented to the Government and the ASC for possible implementation.

For the Terms of Reference for the 1980 National Sports Lottery Feasibility Report see Appendix K.

Operation

The consultants, Peat, Marwick, Mitchell Services, estimated that a 'Sportsbond' scheme would raise some $520 million over 10 years, if the interest money was tax free.

The Prize Bonds are usually sold through Post Offices and there is normally a qualifying period of one or more months before they become eligible for a draw. The bonds may be cashed in, after notice is given.

The bonds are not transferable, though they may be bought for another individual. They are a popular form of gift, especially for children (the consultants reported that in 1973, some eighteen percent of UK bonds were held by children under sixteen).

During the course of the study, the consultants examined schemes in the UK (Premium Savings Bonds), Republic of Ireland (Prize Bonds) and New Zealand (Post Office Bonus Bonds). The three schemes were similar and all had been set up in the last 25 years. Other schemes exist in Scandinavia.

The Bonds/Lottery concept is used in many countries to promote saving. The principal - in the form of bond - remains unchanged and the owner has the right to cash it in on notice. There is no loss of stakemoney. Where this scheme differs from familiar Australian Savings Bond is that the interest, instead of being paid to the bondholder, is pooled.

The feasibility report suggested that 55 percent of the interest pool be distributed as prizes as in a normal lottery with the remaining 45 percent going to sport. All bonds would be eligible for the prize draws.

Under the proposed scheme, the principal would be part of normal loan funds and have nothing to do with sport.
The interest rate would vary as with other types of savings bonds. However, the study reported that the interest rate was usually lower to reflect the fact that the prizes are free of income and capital gains tax.

The Treasury and the Reserve Bank would have an interest in the scheme, as they have with Australian Savings Bonds. Advice would need to be taken as to whether the proposal would need the approval of the Loan Council.

**Advantages/Disadvantages of Lottery**

As its major recommendations, the feasibility report stated:

"If the Commonwealth Government decides to institute a National Sports Lottery it is recommended that it seriously examine the Prize Bonds Scheme. Its main advantages, few enjoyed by any of the other schemes, are:

- It would have little adverse effect on State revenues: all other schemes would have major impacts;
- It is an incentive to save, rather than to gamble and so would increase national savings;
- It is more compatible with the dignity of a national government to promote savings than to promote gambling (a very widespread reaction during interviews);
- It is less regressive in its taxation effects than most forms of gambling;
- It would be much less subject to fluctuation than a lottery, thus providing a regular income to sport;
- Participants do not lose their stakemoney;
- Revenue could be spent on a national basis, to the best advantage of sport;
- It could be sold through Post Offices throughout the country;
- To identify with sport, bonds could be called Sportsbonds.

Major disadvantages would be:

- It would compete directly with Australian Savings Bonds;
- It would compete to some extent with other forms of savings, for example, semi-government bonds;
- It would compete to a small extent with State lotteries."
The consultants reported to the then Minister for Home Affairs, the Hon R. J. Ellicott, in August 1980. The Report was distributed to all States and Territories on 25 November, 1980 for comment, including Western Australia and Queensland which had not taken part in the study.
SUPPLEMENTARY FUNDING

RECOMMENDATIONS

The Interim Committee recommends that:-

1. The Australian Sports Commission:
   a. be authorised to identify, investigate and develop all possible additional sources of funds for sport,
   b. closely examine A Sports Aid Foundation and a National Prize Bonds/Lottery with a view to outlining a plan of action to implement the two proposals as major contributions to broadening the financial base for sport.

2. The Commonwealth Government urgently considers allowing tax deductibility of donations to the Foundation as an essential prerequisite to ensuring the Foundation's success in attracting funds from the private sector.
APPENDICES

A Australian Sports Commission - Press Statements by the Hon John Brown, MP, Minister for Sport, Recreation and Tourism

B Commonwealth financial assistance to national fitness

C Commonwealth financial assistance to Olympic and Commonwealth Games

D Commonwealth financial assistance to life-saving

E Assistance for sport through Department of Foreign Affairs

F Sport and Recreation programs currently being administered by Commonwealth Department of Sport, Recreation and Tourism

G 1. Commonwealth statutory authorities
   2. Structure of Sport in United Kingdom, Canada and West Germany

H 'Umbrella' sporting organisations in Australia

I Capital Assistance for Leisure Facilities (CALF) Scheme

J Sports Aid Foundations - Great Britain and New Zealand

K National Sports Lottery Feasibility Study - Terms of Reference
APPENDIX A

The Australian Sports Commission is to investigate the sporting and recreational needs of the elderly. This was foreshadowed today by the Minister for Sport, Recreation and Tourism, Mr John Brown.

Mr Brown said there were currently more than 2.1 million Australians over the age of 60, representing about 14% of the Nation's total population of 15.2 million.

He said the sporting and recreational requirements of that significant section of society would receive full consideration when the Commission becomes fully operational towards the end of the year.

The Commission would consider the adequacy of the facilities now available to this age group and the need to improve and expand these facilities.

The Minister discussed the issue today at the inaugural meeting of the Interim Committee of the Australian Sports Commission in Canberra.

The Interim Committee has been asked to report within three months on the development of sport and recreation in Australia.

The five member Committee is chaired by the Managing Director and Chief Executive of Ampol Limited, Mr Ted Harris, AO. The part-time Deputy Chairman is Olympic gold medallist, Mr Herb Elliott, MBE. The other part-time member is the Captain of the Carlton Australian Rules team, Mr Mike Fitzpatrick.

Former political correspondent, Mr Greg Hartung, and sports sociologist, Ms Libby Darlison, are the full-time members of the Interim Committee.

Mr Brown said the Committee would be consulting widely with the sporting community in the preparation of its report.

The Minister said: "The establishment of the Committee is the first important step in fulfilling the Government's election commitment to provide the best opportunity for Australian sport to grow and prosper.

"The Committee will not only be considering the pressing needs of Australia's elite athletes, it will also be dealing with the recreational requirements of all Australians".

"This approach will greatly assist in improving the overall health of Australians as well as reduce the demands on the health system".
"The Interim Committee of the Sports Commission will also be reporting on the most appropriate way of achieving a comprehensive and co-ordinated approach to the funding and management of sports development in Australia.

"It will be required to liaise closely with State Governments as well as with sports groups".

Apart from the question of the recreational requirements for the elderly, the Interim Committee would also be giving attention to a range of other issues, including the following:

- 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 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;
- sport and recreation and the disabled.

In addition, Mr Brown stated the Interim Committee would include in its report recommendations on the structure and membership of the permanent Commission.

He looked forward to the Committee's report which, he said, would be an important factor in the rejuvenation of sport and recreation in Australia.

22 September, 1983
PROPOSED AUSTRALIAN SPORTS COMMISSION

The Federal Minister for Sport, Recreation and Tourism, Mr John Brown, today announced action designed to establish the Australian Sports Commission. In indicating the names of five appointees to an Interim Committee set up to advise him on detailed arrangements for the Commission, Mr Brown said that this was a further important stage in implementation of the Hawke Government's election commitments in the area of sport.
The Committee will be chaired in a part-time capacity by Mr Ted Harris, AO, Managing Director and Chief Executive of Ampol Ltd, and Chairman of the National Olympic Telethon Committee. The part-time Deputy Chairman is to be Mr Herb Elliott, MBE, former top Australian athlete, Olympic gold medallist and world record holder, and now General Manager of Puma Australia Pty Ltd. Mr Mike Fitzpatrick, Rhodes Scholar and captain of the Carlton Australian Rules Football team in the Victorian Football League will be a part-time member.

Mr Greg Hartung, political correspondent for the Sydney Daily Telegraph, and formerly a sports journalist with The Australian in Brisbane and London, and Ms Libby Darlison, a lecturer in Sports Science and Sociology at the Cumberland College of Health Sciences in Sydney (who has a particular interest in the sociology of sport and leisure, and women's involvement in sport) will be full-time members.

The Interim Committee is to report to Mr Brown within three months, proposing guidelines for the establishment of the Commission. In this task, the Committee will need, inter alia, to consider:

- the proposed Commission's role and powers (including the extent of coverage of aspects of recreation as well as sport);
- details of structure of its membership, and responsibilities of its Commissioners;
- its relationship 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.

Consultations with external interests – particularly key sporting bodies – on the arrangements for establishment of the Commission will be undertaken by the Committee, which will also examine overseas literature. On a continuing basis, the Commission will liaise regularly with national sporting bodies.

Mr Brown said that the Government's general commitment to sport was demonstrated by the record Budget allocation for it ($22.46 million, up 54%). "$274,000 was provided for establishment of the Commission", Mr Brown said, indicating that issues that the Commission will address will include priorities for, and new approaches to, sports development, and additional sources of funds for sport. "The Commission will provide added expertise to work with national sporting bodies and associated private sector interests in developing ideas for the most equitable distribution of the Government's sports funding. It will also advise on the criteria for and allocation of Government grants and awards", Mr Brown said.
As foreshadowed by the Prime Minister on 29 July, the role of the Sports Advisory Council - which has been purely a part-time body will be absorbed. The Committee will advise the Minister on matters related to the development of sport and recreation as referred to him during the interim period. At that time the Prime Minster also said: "The Commission will be able to respond to issues that emerge in sport and recreation because it will be a flexible body with a large degree of autonomy".

Mr Brown said that the establishment of the Commission will provide an added focus for sports development, coaching, research and information activities. This will generate increased opportunities for involvement in sport and recreation, not only at the high performance level, but down to participation for fun at community level.

The Minister added that the members of the Interim Committee represented a diverse involvement in sport, business, education and the media which gave them a suitable background for the tasks to be undertaken.

He invited individuals and organisations interested in forwarding their views on the Committee's task to do so by writing to the Secretary to the Interim Committee for the Australian Sports Commission, C/- Department of Sport, Recreation and Tourism, GPO Box 787, Canberra, ACT, 2601, as soon as possible.

13 September, 1983
COMMISSION TO UNIFY SPORTS BODIES

The Australian Sports Commission would unify Australia's sporting bodies, without threatening or undermining the traditional independence or autonomy of the various sporting associations, the Minisiter for Sport, Recreation and Tourism Mr John Brown told the National Sports Congress in Melbourne today.

Mr Brown said the Commission would not seek to replace or pre-empt any existing organisation or association.

"It will not assert dogmatic solutions or policies" he said. "It will work with sport, with existing groups and organisations".

"It will not be a 'voice of Australian sport'. It will be an advisor to the Government leading to a minimisation of waste of resources and effort. It will neither obstruct nor dominate."

The Government appointed an interim committee in September to propose guidelines for the establishment of the Australian Sports Commission.

Mr Brown said he expected the Committee to present its report to him shortly, recommending the role and powers of the Commission, its structure and membership, and its relationship with the Federal Government, sports bodies and institutions and other avenues of Government.
"The Commission will provide leadership and long-term direction for the future of sport in Australia and will ensure continuity and stability of sports development through the most equitable distribution of the Government's sports dollar," Mr Brown said.

The Government has increased its spending on sport and recreation programs by more than 50 per cent to $22.5 million, and more than $5.5 million will be spent on sports development programs.

14 December, 1983
## APPENDIX B

### ASSISTANCE TO NATIONAL FITNESS

<table>
<thead>
<tr>
<th>Year</th>
<th>Annual Operation</th>
<th>Triennial Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td>1938-39</td>
<td>$6,000</td>
<td>-</td>
</tr>
<tr>
<td>1939-42</td>
<td>$40,000</td>
<td>-</td>
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<tr>
<td>1949-62</td>
<td>$145,000</td>
<td>-</td>
</tr>
<tr>
<td>1962-66</td>
<td>$200,000</td>
<td>-</td>
</tr>
<tr>
<td>1966-69</td>
<td>$300,000</td>
<td>$200,000 ($1 for $2)</td>
</tr>
<tr>
<td>1969-72</td>
<td>$350,000</td>
<td>$200,000 ($1 for $2)</td>
</tr>
<tr>
<td>1972-75</td>
<td>$500,000</td>
<td>$300,000 ($1 for $2)</td>
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<tr>
<td>1975-76</td>
<td>$600,000</td>
<td>-</td>
</tr>
<tr>
<td>1976-77</td>
<td>$600,000</td>
<td>-</td>
</tr>
<tr>
<td>1977-78</td>
<td>$600,000</td>
<td>-</td>
</tr>
<tr>
<td>1978-79</td>
<td>$600,000</td>
<td>-</td>
</tr>
<tr>
<td>1979-80</td>
<td>$650,000</td>
<td>-</td>
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<tr>
<td>1980-81</td>
<td>$700,000</td>
<td>-</td>
</tr>
<tr>
<td>1981-82</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1982-83</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

* Contribution to the Life Be in it campaign. $150,000 in 1983-84
### Commonwealth Assistance to Olympic and Commonwealth Games

<table>
<thead>
<tr>
<th>Year</th>
<th>Venue</th>
<th>Grant</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>Rome</td>
<td>$40,000</td>
</tr>
<tr>
<td>1964</td>
<td>Tokyo</td>
<td>$60,000</td>
</tr>
<tr>
<td>1968</td>
<td>Mexico</td>
<td>$60,000</td>
</tr>
<tr>
<td>1972</td>
<td>Munich</td>
<td>$80,000</td>
</tr>
<tr>
<td>1976</td>
<td>Montreal</td>
<td>$250,000</td>
</tr>
<tr>
<td>1980</td>
<td>Moscow</td>
<td>$800,000</td>
</tr>
<tr>
<td>1984</td>
<td>Los Angeles</td>
<td>$1,400,000</td>
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</table>

### Commonwealth Games

<table>
<thead>
<tr>
<th>Year</th>
<th>Venue</th>
<th>Grant</th>
</tr>
</thead>
<tbody>
<tr>
<td>1958</td>
<td>Cardiff</td>
<td>$16,000</td>
</tr>
<tr>
<td>1962</td>
<td>Perth</td>
<td>-</td>
</tr>
<tr>
<td>1966</td>
<td>Jamaica</td>
<td>$16,000</td>
</tr>
<tr>
<td>1970</td>
<td>Edinburgh</td>
<td>$16,000</td>
</tr>
<tr>
<td>1974</td>
<td>Christchurch</td>
<td>$35,000</td>
</tr>
<tr>
<td>1978</td>
<td>Edmonton</td>
<td>$225,000</td>
</tr>
<tr>
<td>1982</td>
<td>Brisbane</td>
<td>$445,000</td>
</tr>
</tbody>
</table>

1. Team preparation and participation costs, not capital works.
2. $500,000 allocated 1982-83.
### COMMONWEALTH ASSISTANCE
### TO LIFE SAVING 1951-52 - 1982-83

<table>
<thead>
<tr>
<th></th>
<th>Surf Life Saving</th>
<th>Royal Life Saving</th>
<th>Total</th>
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<tr>
<td>1951-52 to</td>
<td></td>
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<tr>
<td>1957-58</td>
<td>$10,000pa</td>
<td>$10,000pa</td>
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<tr>
<td>1958-59 to</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1960-61</td>
<td>$16,000pa</td>
<td>$16,000pa</td>
<td>$96,000</td>
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<tr>
<td>1961-62 to</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>1969-70</td>
<td>$24,000pa</td>
<td>$24,000pa</td>
<td>$432,000</td>
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<td>1972-73</td>
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<td>1973-74</td>
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<td>$110,000</td>
<td>$440,000</td>
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<tr>
<td>1982-83</td>
<td>$400,000</td>
<td>$200,000</td>
<td>$600,000</td>
</tr>
</tbody>
</table>
### APPENDIX E

**ASSISTANCE FROM DEPARTMENT OF FOREIGN AFFAIRS**

**1960-61 TO 1970-71**

<table>
<thead>
<tr>
<th>Year</th>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-61</td>
<td>Australian Badminton Association – subsidy for team to compete in Thomas Cup World Championship Finals in Indonesia.</td>
<td>$1,000</td>
</tr>
<tr>
<td>1961-62</td>
<td>Australian Hockey Association – subsidy for men's hockey team to participate in International Tournament in India.</td>
<td>$2,500</td>
</tr>
<tr>
<td>1962-63</td>
<td>Lawn Tennis Association of Australia – subsidy to enable Davis Cup Team to participate in Asian Tennis Competition in Laos. Amateur Athletic Union of Australia – subsidy for Track and Field Team to compete in Merdeka Athletic Competition in Indonesia. Australian Hockey Association – subsidy for women's hockey team to compete in International Tournament in Malaysia.</td>
<td>$400 \ $4,286 \ $1,000</td>
</tr>
<tr>
<td>1965-66</td>
<td>Australian Soccer Federation – subsidy for team to compete in Asian Round of World Cup.</td>
<td>$6,000</td>
</tr>
<tr>
<td>1966-67</td>
<td>Australian Amateur Boxing Association – subsidy to compete in International Boxing Tournament in Indonesia.</td>
<td>$3,360</td>
</tr>
<tr>
<td>1967-68</td>
<td>All Australian Women's Hockey Association – subsidy for team to visit Malaysia and Singapore for International Hockey Tournament.</td>
<td>$2,500</td>
</tr>
<tr>
<td>1968-69</td>
<td>Amateur Athletic Union of Australia – subsidy for team to visit Indonesia, Malaysia and Singapore.</td>
<td>$1,800</td>
</tr>
<tr>
<td>1969-70</td>
<td>Australian Soccer Federation – subsidy for team to compete in National Soccer Tournament in Vietnam.</td>
<td>$3,500</td>
</tr>
<tr>
<td>1970-71</td>
<td>Australian Women’s Softball Federation – subsidy for team to visit Japan and South-East Asia for World Softball Championships. Australian Lawn Tennis Association – subsidy to enable Davis Cup Team to compete in Asian Zone Competition in Hong Kong, Philippines and Japan.</td>
<td>$2,000 \ $2,000</td>
</tr>
</tbody>
</table>

**NOTES:** Figures supplied by Department of Foreign Affairs. No separate breakup of expenditure on sporting activities is available from 1971-72 onwards.
APPENDIX F

SPORT AND RECREATION PROGRAMS CURRENTLY
BEING ADMINISTERED BY COMMONWEALTH DEPARTMENT
OF SPORT, RECREATION AND TOURISM*

1. SPORTS ASSISTANCE PROGRAM
   - Sports Development Program
     . National Athlete Award Scheme
     . National Coaching Accreditation Scheme
   - Commonwealth Games Assistance
   - Australia Games Assistance
   - Sport and Recreation for the Disabled

2. RECREATION AND FITNESS

3. AUSTRALIAN INSTITUTE OF SPORT

4. SPORTS STUDIES - CCAE

5. INTERNATIONAL STANDARD SPORTS FACILITIES

6. ASSISTANCE TO OLYMPIC GAMES TEAMS

7. GRANTS-IN-AID TO LIFE SAVING SOCIETIES

* Expenditure figures included in this Appendix deal with the
period up to and including the 1982-83 financial year. At
the time of writing, the allocation for the 1983-84
programs had not been finalised.
Sports Development Program

PROGRAM OBJECTIVES:

. 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.

PROGRAM ACTIVITIES:

. Provision of financial assistance 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.
### PROGRAM EXPENDITURE

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$</td>
<td>%</td>
<td>$</td>
<td>%</td>
<td>$</td>
<td>%</td>
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<tr>
<td>International Competition</td>
<td>547,040</td>
<td>54.8</td>
<td>550,650</td>
<td>41.3</td>
<td>864,407</td>
<td>43.2</td>
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<td></td>
<td>976,200</td>
<td>33.8</td>
<td>957,700</td>
<td>33.2</td>
<td>1,009,300</td>
<td>31.7</td>
</tr>
<tr>
<td>Administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grants</td>
<td>64,800</td>
<td>6.5</td>
<td>47,000</td>
<td>3.5</td>
<td>171,000</td>
<td>8.5</td>
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<tr>
<td>Employment</td>
<td>138,750</td>
<td>13.9</td>
<td>313,421</td>
<td>23.5</td>
<td>433,533</td>
<td>21.7</td>
</tr>
<tr>
<td></td>
<td>575,000</td>
<td>19.9</td>
<td>633,810</td>
<td>22.0</td>
<td>737,000</td>
<td>23.1</td>
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<td>Coaching</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Projects</td>
<td>73,100</td>
<td>7.3</td>
<td>135,639</td>
<td>10.2</td>
<td>126,500</td>
<td>6.3</td>
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<tr>
<td>Employment</td>
<td>61,500</td>
<td>6.2</td>
<td>141,710</td>
<td>10.6</td>
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<td></td>
<td>307,000</td>
<td>10.6</td>
<td>343,950</td>
<td>11.9</td>
<td>403,000</td>
<td>12.6</td>
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<tr>
<td>Development</td>
<td>30,900</td>
<td>3.1</td>
<td>2,000</td>
<td>0.2</td>
<td>72,400</td>
<td>3.6</td>
</tr>
<tr>
<td></td>
<td>376,500</td>
<td>13.1</td>
<td></td>
<td></td>
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<tr>
<td>Research and Information</td>
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<tr>
<td>Dissemination</td>
<td>48,600</td>
<td>4.9</td>
<td>89,300</td>
<td>6.7</td>
<td>76,229</td>
<td>3.8</td>
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<td>41,000</td>
<td>1.4</td>
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<td>International Meetings</td>
<td>33,740</td>
<td>3.4</td>
<td>53,280</td>
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<td></td>
<td>119,500</td>
<td>4.1</td>
<td>111,800</td>
<td>3.9</td>
<td>138,700</td>
<td>4.3</td>
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<td>Expenditure</td>
<td>998,430</td>
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<td>1,333,000</td>
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<td>1,999,719</td>
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<tr>
<td></td>
<td>2,885,000</td>
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<td>2,884,833</td>
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<td>Appropriation</td>
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<td>1,333,000</td>
<td>100</td>
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<td>100</td>
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<tr>
<td></td>
<td>2,885,000</td>
<td>100</td>
<td>2,885,000</td>
<td>100</td>
<td>3,190,000</td>
<td>100</td>
</tr>
</tbody>
</table>

**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.
National Athlete Award Scheme

PROGRAM OBJECTIVES:

. To enable Australian athletes and teams to maintain or improve their performance levels by helping to compensate for the costs associated with training and participating in competition.

PROGRAM ACTIVITIES:

. Provision of financial assistance to individual world ranked athletes and teams.

DETERMINATION OF PROGRAM RECIPIENTS:

. Recipients are determined by the Minister on the recommendation of the Sports Advisory Council.

Applications are submitted annually by national sporting bodies and are assessed in accordance with guidelines of the scheme (see Appendix I).

Assistance is based on the level of performance achieved in terms of world rankings and the estimated expenditure incurred.

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th>Year</th>
<th>1980-81</th>
<th>1981-82</th>
<th>1982-83</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount</td>
<td>$148,350</td>
<td>$241,000</td>
<td>$253,922</td>
</tr>
</tbody>
</table>

National Coaching Accreditation Scheme

PROGRAM OBJECTIVES:

. To encourage all coaches in all sports to undertake formal training.

. To develop an ongoing coaching education program aimed at upgrading and standardising coaching education at three levels of participation.

PROGRAM ACTIVITIES:

. The Australian Coaching Council (ACC) and its Technical Committee assess and approve applications from national sporting bodies wishing to participate in the NCAS.

. Employment of a full-time Coaching Development Officer, located with the Confederation of Australian Sport, in 1983 to develop and promote the NCAS.
The ACC implements new initiatives aimed at improving the effectiveness of the NCAS.

PROGRAM EXPENDITURE:

Since its inception in 1979 the Commonwealth has provided $157,316 for NCAS under the Sports Development Program as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1979-80</td>
<td>$34,000</td>
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<tr>
<td>1980-81</td>
<td>$50,000</td>
</tr>
<tr>
<td>1981-82</td>
<td>$33,316</td>
</tr>
<tr>
<td>1982-83</td>
<td>$40,000</td>
</tr>
</tbody>
</table>

Until 1982-83 these funds were used principally for costs associated with the printing and distribution of general theory coaching manuals. State Governments contribute towards the operation of the scheme with the conduct of the general theory component, and national sporting bodies and individuals meet the costs of specific courses.

In 1982-83 the funds have been used for the costs of employing a full-time Coaching Development Officer and various developmental projects that the ACC wishes to initiate such as:

- Course Design Workshops;
- Course Co-ordination Seminars; and
- Implementation of Quality Control Mechanisms.

Commonwealth Games – Team Preparation and Participation Costs

PROGRAM OBJECTIVES:

- To assist with pre-event training and Commonwealth Games team costs.
- To ensure that athletes have adequate opportunities to perform at their peak at Commonwealth Games.
- To ensure adequate representation at the Games.

PROGRAM ACTIVITIES:

Financial assistance to the Australian Commonwealth Games Association for pre-event training, outfitting, travel and accommodation for Australian Commonwealth Games team members.

PROGRAM EXPENDITURE:

Total allocations

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1978 Games</td>
<td>$255,000</td>
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<tr>
<td>1982 Games</td>
<td>$455,000</td>
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</tbody>
</table>
Australia Games

PROGRAM OBJECTIVES:

. To provide assistance for the conduct of the Australia Games.
. To provide additional top level competition for Australian athletes.

PROGRAM ACTIVITIES:

Provision of financial assistance for the Secretariat costs for the Australia Games (specifically, funds for the Federal Directorate).

DETERMINATION OF PROGRAM RECIPIENTS:

Funds are allocated to the Australia Games Foundation, a trustee company established to plan and finance the Australia Games.

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1981-82</td>
<td>$50,000</td>
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<tr>
<td>1982-83</td>
<td>$180,000</td>
</tr>
</tbody>
</table>

Program of Assistance for Sport and Recreation for Disabled People

PROGRAM OBJECTIVES:

. To assist the best disabled athletes to compete at national and international levels.
. To integrate disabled persons with the able-bodied community in all sport and recreation activities.

PROGRAM ACTIVITIES:

. Provision of assistance to national sport and recreation organisations for disabled people towards:
  - administrative expenses, including the employment of personnel;
  - administration of national championships;
  - travel to international competitions; and
  - travel to international meetings and seminars.

Provision of 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 sports people into national (able-bodied) sporting organisations, coaching programs and national competitions.

**PROGRAM EXPENDITURE:**

<table>
<thead>
<tr>
<th></th>
<th>1981-82</th>
<th>1982-83</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration - general</td>
<td>$54,850</td>
<td>$69,820</td>
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<tr>
<td>National Championships</td>
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<td>$13,000</td>
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<tr>
<td>International Competitions</td>
<td>$64,000</td>
<td>$34,500</td>
</tr>
<tr>
<td>Integration</td>
<td>-</td>
<td>$1,000</td>
</tr>
<tr>
<td>Recreation Projects</td>
<td>$16,900</td>
<td>$42,000</td>
</tr>
<tr>
<td>Research</td>
<td>$10,700</td>
<td>$12,000</td>
</tr>
<tr>
<td>Seminars</td>
<td>$30,504</td>
<td>$9,530</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$199,454</td>
<td>$196,000</td>
</tr>
</tbody>
</table>

**Program: Recreation and Fitness**

**PROGRAM OBJECTIVES:**

- Provision of recreational opportunities for special groups.
- Increased research into fostering of recreational activities.
- Assistance with development of community based recreation programs.
- Encourage development of employee fitness programs.

**PROGRAM ACTIVITIES:**

Still to be determined

**PROGRAM EXPENDITURE:**

$800,000 (estimated) for 1983-84.

**Australian Institute of Sport**

**PROGRAM OBJECTIVES:**

- 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 sportmen and sportswomen of other countries, and to otherwise foster international co-operation in sport.

To encourage and assist sportmen 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 sportmen 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.

PROGRAM ACTIVITIES:

The Institute opened in January 1981.

Funding of the operating expenses of the Institute, including administration and facility hire costs, coaching salaries, scholarship and travel costs for athletes, including for some athletes from developing Commonwealth countries.
Operation of AIS as a National Training Centre by provision of facilities for squad training, national selection trials, national team training, talent development programs, coaches' seminars and workshops for sports officials.

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th>Year</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>$1,077,780</td>
</tr>
<tr>
<td>1981-82</td>
<td>$2,738,200</td>
</tr>
<tr>
<td>1982-83</td>
<td>$4,504,700</td>
</tr>
</tbody>
</table>

Program: Assistance to establish a Sports Studies Course at Canberra College of Advanced Education (CCAE)

PROGRAM OBJECTIVES:

- To establish a degree course in sports studies to enable those attending the Australian Institute of Sport (AIS) and other interested people to undertake tertiary education in sports coaching, sports administration and sports journalism.

PROGRAM ACTIVITIES:

- The course commenced in 1981. The CCAE requires special assistance to mount the course until funding can be considered as part of the normal triennial funding to tertiary education institutions. Special funding is to be provided until the end of 1984.

The number of students who have undertaken the course are:

- 1981 intake: 34 including 9 AIS
- 1982 intake: 37 including 1 AIS
- 1983 intake: 53 including 13 AIS

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th>Year</th>
<th>Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>$130,000</td>
</tr>
<tr>
<td>1981-82</td>
<td>$235,800</td>
</tr>
<tr>
<td>1982-83</td>
<td>$317,200</td>
</tr>
</tbody>
</table>
Program: International Standard Sports Facilities (ISSF)

PROGRAM OBJECTIVES:

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.

PROGRAM ACTIVITIES:

Provision of $25 million over a three-year period, on a dollar for dollar basis with the States and Territories for the construction of international standard sports facilities.

DETERMINATION OF PROGRAM RECIPIENTS:

Allocations determined on a State/Territory basis taking into account population, indicated needs, project costs and the level of commitment by State/Territory Governments.

Projects submitted are considered by the Commonwealth after examination of viability, levels of future usage, feasibility studies and environmental impact assessments.
<table>
<thead>
<tr>
<th>STATE/ALLOCATION/PROJECT</th>
<th>DATE APPROVED</th>
<th>COMMONWEALTH COMMITMENT</th>
<th>PAID TO DATE</th>
<th>BALANCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSW ($8.0m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indoor Sports Centre</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Homebush Bay</td>
<td>28. 7.81</td>
<td>8,000,000</td>
<td>2,226,474</td>
<td>5,773,526</td>
</tr>
<tr>
<td>VIC ($6.55m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>* State Hockey Centre</td>
<td>10. 4.81</td>
<td>815,000</td>
<td>815,000</td>
<td>0</td>
</tr>
<tr>
<td>* State Equestrian Centre</td>
<td>10. 4.81</td>
<td>750,000</td>
<td>750,000</td>
<td>0</td>
</tr>
<tr>
<td>* Olympic Park No 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ground</td>
<td>10. 4.81</td>
<td>2,050,000</td>
<td>2,050,000</td>
<td>0</td>
</tr>
<tr>
<td>Motor Racing Circuit</td>
<td>18.10.81</td>
<td>2,935,000</td>
<td>40,320</td>
<td>2,894,680</td>
</tr>
<tr>
<td>SUB TOTAL</td>
<td></td>
<td>6,550,000</td>
<td>3,655,320</td>
<td>2,894,680</td>
</tr>
<tr>
<td>QLD ($797,500)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>* Belmont Rifle Range</td>
<td>15. 1.81</td>
<td>260,000</td>
<td>260,000</td>
<td>0</td>
</tr>
<tr>
<td>Chandler Velodrome</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lighting</td>
<td>9. 9.81</td>
<td>207,500</td>
<td>195,335</td>
<td>12,165</td>
</tr>
<tr>
<td>* QB II Stadium -</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Up-grading</td>
<td>9. 9.81</td>
<td>330,000</td>
<td>328,669</td>
<td>1,331</td>
</tr>
<tr>
<td>SUB TOTAL</td>
<td></td>
<td>797,500</td>
<td>784,004</td>
<td>13,496</td>
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<tr>
<td>SA ($3.75m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aquatic Centre</td>
<td>10. 2.81</td>
<td>3,750,000</td>
<td>355,288</td>
<td>3,394,712</td>
</tr>
<tr>
<td>WA ($1,902,500)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>* Baseball Centre</td>
<td>30.10.81</td>
<td>480,000</td>
<td>480,000</td>
<td>0</td>
</tr>
<tr>
<td>Other projects to be submitted</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TAS ($1.5m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Feasibility Study -</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Canoeing/Rowing</td>
<td>3.10.81</td>
<td>5,000</td>
<td>5,000</td>
<td>0</td>
</tr>
<tr>
<td>Rowing Centre )</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Velodrome</td>
<td>2.12.82</td>
<td>545,000</td>
<td>197,721</td>
<td>347,279</td>
</tr>
<tr>
<td>Baseball Facility )</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SUB TOTAL</td>
<td></td>
<td>1,500,000</td>
<td>202,721</td>
<td>1,297,279</td>
</tr>
<tr>
<td>NT ($1.5m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indoor Centre</td>
<td>23.10.81</td>
<td>1,500,000</td>
<td>835,073</td>
<td>664,927</td>
</tr>
<tr>
<td>ACT ($1.0m)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Projects not yet submitted</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$25m TOTAL</td>
<td></td>
<td>22,577,500</td>
<td>8,538,880</td>
<td>14,038,620</td>
</tr>
</tbody>
</table>

* Projects completed
Program: Olympic Games - Team Preparation and Participation Costs

PROGRAM OBJECTIVES:

. To assist the Australian Olympic Federation with the costs of preparing athletes for Olympic competition and with sending the Australian team to Olympic Games.

. To ensure that Australian athletes have every opportunity to be at their peak when competing at Olympic Games.

PROGRAM ACTIVITIES:

Provision of financial assistance to the Australian Olympic Federation to contribute towards individual and team preparation and for outfitting, transport and accommodation costs of the Australian team.

DETERMINATION OF PROGRAM RECIPIENTS:

Distribution of grant is determined by the Australian Olympic Federation and allocated to eligible national sporting bodies and individuals.

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1978-79</td>
<td>$100,000</td>
</tr>
<tr>
<td>1979-80</td>
<td>$700,000</td>
</tr>
<tr>
<td>1980-81</td>
<td>-</td>
</tr>
<tr>
<td>1981-82</td>
<td>-</td>
</tr>
<tr>
<td>1982-83</td>
<td>$500,000</td>
</tr>
<tr>
<td>1983-84</td>
<td>$900,000</td>
</tr>
</tbody>
</table>

Total allocations:

1980 Olympics $800,000
1984 Olympics $1.4 million

For program costs since inception, see Appendix C.

Program: Grants-in-Aid to Life Saving Association

PROGRAM OBJECTIVES:

. To assist the Surf Life Saving Association of Australia and the Royal Life Saving Society - Australia with the development of life saving throughout Australia.

. To educate the community in life saving, water safety and resuscitation techniques.

PROGRAM ACTIVITIES:

. Financial assistance is 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.

DETERMINATION OF PROGRAM RECIPIENTS:

Grants-in-Aid are allocated to the two organisations for their disbursement.
(See Appendix D.)

PROGRAM EXPENDITURE:

<table>
<thead>
<tr>
<th></th>
<th>1977-78</th>
<th>1978-79</th>
<th>1979-80</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surf Life Saving</td>
<td>$280,000</td>
<td>$280,000</td>
<td>$280,000</td>
</tr>
<tr>
<td>Royal Life Saving</td>
<td>$60,000</td>
<td>$60,000</td>
<td>$110,000</td>
</tr>
<tr>
<td>TOTAL</td>
<td>$340,000</td>
<td>$340,000</td>
<td>$390,000</td>
</tr>
<tr>
<td>1980-81</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$330,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$110,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$440,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1981-82</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$330,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$110,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$440,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1982-83</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$330,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$110,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>$440,000</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

See Appendix B for expenditure since program inception.
Introduction

PART A - Commonwealth Authorities
1. The Australian Film Commission
2. AUSSAT
3. The Schools Commission
4. The Aboriginal Development Commission
5. Australian Institute of Sport
6. TAA
7. Australian Tourist Commission
8. Commonwealth Hostels Limited
9. The Australian Heritage Commission
10. The Australia Council
11. QANTAS
12. Australian Broadcasting Corporation (ABC)

PART B - Overseas examples
1. United Kingdom
2. Canada
3. West Germany
Introduction

In this analysis of the structures and functions of existing statutory authorities in Australia, the Interim Committee was struck by the points of similarity which emerged. To a large extent, these points formed the basis for the definition of the major criteria against which the Committee measured the three major options for the establishment of the Australian Sports Commission.

In general, all the examples demonstrated the following significant features:-

. accountability to the Parliament through the appropriate Minister

. independence from day-to-day control of their operations by the Minister or a Department of State

. flexibility to respond to issues as they arose and to pursue lines of investigation which emerged in the course of discussions and specialist research

. authority to put into effect reforms, policies and programs.

Within their respective fields of activity, they were able to provide the sort of detailed and specialised attention to a specific policy area presumably not considered to be possible through the Department of State structure, which has its own clear and considerable role and responsibilities. The authorities were able, on the basis of their specialised knowledge, to provide policy advice, and forward planning, and to use their executive function to meet specific and often ambitious objectives while at the same time remaining responsible to the Parliament.

It was these criteria which the Interim Committee had in mind when determining the most appropriate structure for the ASC.

The Australian Film Commission

. The Australian Film Commission is a statutory authority established under the Australian Film Commission Act 1975 and is designed in its general activities to encourage the making, promotion, distribution and broadcasting of Australian programs. Through Film Australia, the Commission is required to foster production of programs that deal with matters of national interest to Australia, and that illustrate and interpret aspects of Australia and the life and activities of its people. Programs are also produced as commissioned by the departments and authorities of the Commonwealth to suit their purposes.
The Commission operates as a conventional statutory authority reporting to the Minister for Home Affairs and Environment and submitting to the audit of the Auditor-General.

Members of the Commission hold office for a period not exceeding five years. There is one full-time Chairman and at least two full-time Commissioners. There is provision for three others, either full-time or part-time. There may be departmental members.

Under Section 4(2) of the Act, the Commission is a body corporate.

The Minister may give the Commission directions with respect to its powers or the performance of its functions but not for particular projects. He/she may, nevertheless, give directions with respect to films for departments or authorities dealing with matters of national interest or illustrating or interpreting aspects of Australia. Where the Minister gives such a direction he shall, within fifteen days, report to Parliament the direction and the reasons for giving it.

The Minister must approve any transactions greater than $250,000.

The Commission must provide estimates as directed by the Minister in accordance with normal budgetary procedures.

AUSSAT

AUSSAT Pty Ltd is a company limited by shares, with the Commonwealth of Australia currently the sole beneficial shareholder.

AUSSAT Pty Ltd has no enabling Act of Parliament and operates in the same way as a private company. There is provision for sale of shares to the private sector, under the Memorandum of Association.

The company's primary objective is to conduct a business which operates a national telecommunications system for Australia based on the use of satellites.

The Board consists of twelve members including the Chairman with one director representing the Department of Communications. The company has provision for fourteen directors. The Government maintains its influence through its position on the Board of Directors, but other than this, the company operates autonomously — and in co-operation with Telecom and the ABC.
The Schools Commission

- The Schools Commission was formally established in December 1973 under the Schools Commission Act 1973.

- The Commission's activities fall into four categories: collection and analysis of information relating to needs; developmental activities in particular educational areas; studies and publications; and administration of the grants program.

- In the performance of its functions, the Commission shall consult and co-operate with representatives of the States, with authorities in the ACT and NT responsible for primary and secondary education in either or both of those Territories; and with persons, bodies and authorities conducting non-government schools in Australia.

- The Commission functions as described for other conventional statutory bodies such as the Australian Heritage Commission and is answerable to the Minister for Education and Youth Affairs.

The Aboriginal Development Commission

- The Aboriginal Development Commission is a statutory body established by the Aboriginal Development Commission Act 1980 and has the primary purpose to advance the economic and social well-being of Aboriginals and Torres Strait Islanders. Broadly, this involves the following functions:
  - to acquire land for Aboriginal communities and groups;
  - to lend money to Aboriginals for housing and other purposes; and
  - to lend and grant money to Aboriginals for business enterprises.

- Ten Commissioners are required and appointed for terms of five years. The Commission functions with relative autonomy under the guidelines of the Act which the Minister oversees. The Minister may not interfere with the workings of the Commission but does act as the Parliamentary voice for its major issues.

- Financial administration is as set out for other statutory bodies.

Australian Institute of Sport

- The Australian Institute of Sport is a company registered under the ACT Companies Ordinance 1982, limited by guarantee. It was founded primarily to promote, provide,
encourage and develop opportunities for Australians to pursue and to achieve excellence in sport and activities associated with sport.

The Articles of Association provide for the appointment of not less than three directors:

- The Executive Director may not be a director;
- The Secretary of the Department of Sport, Recreation and Tourism replaced another departmental officer as director on 6 April 1983.

The Directors appoint members of the company:

- Members need not be directors;
- Members undertake to contribute $20 to the assets of the company in the event of it being wound up and are referred to as subscribers;
- The original (and current) five subscribers include a departmental officer.

The Board of Management manages business and affairs and is composed of all or a number of directors and the Executive Director.

- The Chairman and Vice Chairman of the Board of Management must be appointed from among the directors;
- The current Board comprises all directors and the Executive Director.

Annual accounts are required to be audited and presented to the Board prior to each annual meeting. If necessary the Minister will request sighting of the audit which may also be subject to examination by the Auditor-General.

Moneys are appropriated to the Institute under the budget of the Department of Sport, Recreation and Tourism and the AIS is subject to normal finance regulations regarding allocation of funds and presentation of estimates.

Clause 3(s) of the Memorandum empowers the company to appoint, employ, engage, dismiss or suspend persons as may be necessary or convenient for the purposes of the AIS. However, the company has generally followed written suggestions by the Prime Minister of 22 August 1980 to provide the Public Service Board (PSB) with a formal approving role in relation to terms and conditions of employment of staff.

As a result the PSB has a regulatory role in relation to:

- Numbers of staff (staff ceilings);
- Conditions of employment: based on conditions of service in the APS; and

- Salaries.

TAA

TAA trades under the direction of the Australian National Airlines Commission, established under the Australian National Airlines Act 1945.

The primary function of TAA is to transport passengers and goods for reward by air between prescribed domestic destinations. Further, the company may engage in other activities that will enhance transport within Australia.

The company is wholly owned by the Commonwealth Government and must report annually to the Minister for Aviation.

Seven Commissioners are appointed for five-year terms by the Governor-General. Under the financial directives established by the Government, the Commission is responsible for the day-to-day running of the company.

As is the case of all companies of this nature, the Commission is established as a body corporate with perpetual succession, has a common seal and may acquire, hold and dispose of real and personal property. Further, the Commission is capable of suing and being sued in its corporate name.

Airfares, as for all carriers, are a matter for determination for the Committee under the Independent Airfares Committee Act 1981.

Financial directives from the Government determine the degree of control the Minister may have. Moneys paid to the Commission out of monies appropriated by Parliament are for the purpose of providing further capital for the Commission and as such are answerable to the Minister. Further, a percentage of profits is payable to the Government as determined by the Minister. Any loans made by the Minister for Finance to the Commission are guaranteed by the Treasurer.

As for most statutory bodies which generate financial transactions, the Government maintains its control exclusively through its financial directives. Where the company receives appropriations under the annual budget, the body must comply with procedures determined by the normal budgetary procedures as directed by the Minister.
Australian Tourist Commission

The Australian Tourist Commission is Australia's national tourist authority established under the Australian Tourist Commission Act 1967. Its primary function is to encourage people from other countries to visit and travel in Australia. It also encourages interstate travel.

Ten Commissioners are appointed with one full-time Chairman. Two members must represent the tourist industry and one must be a member of the Australian Public Service. Furthermore, there should be members representing each of the States with one member alternating appointments representing the ACT and NT.

The Minister may give directions to the Commission with respect to matters of policy, including directions with respect to the general nature and extent of the operations of the Commission. Further, the Commission is required to submit proposals with respect to the general nature and extent of its future operations.

The Commission must comply with normal budgetary procedures and supply estimates as required by the Minister. The Commission may not enter into transactions greater than $250,000 without Ministerial approval.

The Commission is funded chiefly by annual Commonwealth appropriation and also enjoys financial support from the States and the tourist industry in its many promotions.

Commonwealth Hostels Limited

More recently termed Commonwealth Accommodation and Catering Services Limited, is responsible to the Minister for Administrative Services for operating and providing welfare services to the full range of Australia's welfare needs.

The Commonwealth Accommodation and Catering Services Limited is a company limited by guarantee, not having a share capital and wholly owned by the Commonwealth of Australia.

Directors have one share each and there are seven shares. The Company is fully operated by the board of directors and maintains liaison with the Minister through their annual report.

The Australian Heritage Commission

The Commission functions under the Australian Heritage Commission Act 1975 and has a statutory obligation to encourage public interest in the understanding of issues relevant to the National Estate, and to further training and education in fields related to the National Estate.
The Commission has five to seven members, the Chairman and four to six others. The Department of Home Affairs and Environment is not represented on the Commission.

The Commission's organisational establishment comprises 17 full-time and three part-time positions. Staff are required to be employed under the Public Service Act 1922.

The Commission is a body corporate with perpetual succession, shall have a common seal, may acquire, hold and dispose of real and personal property and may sue or be sued in its corporate name. The Chairman and not fewer than half of the Commissioners appointed by the Governor-General must be employed outside the Australian Public Service and its authorities. The structure of the Commission is as follows:-

```
Director
  /
Secretariat ---- Technical
  /
Information & Administration
    /
National Register
      /
Natural Environment
      /
Cultural Environment
```

Moneys are payable to the Commission as appropriated by parliament and are expended in accordance with the estimates of expenditure approved by the Minister. Estimates procedures are followed under direction of the Minister in accordance with the requirements of the budgetary cycle.

The Commission is subject to the annual audit of the Auditor-General and is required to report annually to the Minister.

The Commission may approach the Minister direct and is subject to his direction on matters relating to the Register of the National Estate. The Director does not have the powers of a Permanent Head.

The Commission shall, where appropriate, consult with the Department under Section 8 of its Act. The Department processes a wider than usual range of materials for the Commission, the staff of which act, for administrative purposes, as a Branch of the Department.

The Australia Council

The Australia Council is a statutory authority established by the Commonwealth Government under the Australia Council Act 1975 to formulate and carry out policies designed to promote, foster and develop all aspects of the arts in
Australian society. In carrying out its responsibilities, the Australia Council recognises the diverse nature of Australia's cultural activity and seeks to allow people from all walks of life and backgrounds to participate in the artistic life of the nation.

- Under Section 8(1) of the Act, the Council is a body corporate with perpetual membership.

- The Council may consist of from 10 to 14 members and at present consists of one full-time Chairman and 13 part-time members. Included among these members are two officers from the Australian Public Service, presently being an officer from the Department of Home Affairs and Environment and one from the Department of Foreign Affairs. Appointments are made for two to four years and may be extended to a maximum of six years.

- The Council functions largely through its seven Boards - Aboriginal Arts, Community Arts, Crafts, Literature, Music, Theatre and Visual Arts. The Department is not represented on any of these.

- The Council must report annually to the Minister who directs the production of annual estimates in accordance with normal budgetary procedures. Further, the Minister must endorse transactions greater than $50,000.

- Annual audits are subject to scrutiny by the Auditor-General.

- The Council may appoint such staff as it thinks necessary under conditions determined by the Council with the approval of the Public Service Board.
The Australia Council is organised as follows:

**CHAIRMAN**

**Arts Coordination**
- Aboriginal Arts Board Directorate
- Community Arts Board Directorate
- Crafts Board Directorate
- Literature Board Directorate
- Music Board Directorate
- Theatre Board Directorate
- Visual Arts Board Directorate

**Client Services**
- Individual Artists
- Performing Arts Organisation
- Non-performing Arts Organisation
- Special Services
- Financial Services

**Finance & Administration**
- Central Finance
- Support for the Arts Accounting Services
- Administration and General Services
- Electronic Data Processing
- Data Bank

**Policy & Planning**
- Research and Policy Development
- Library
- Staff Training and Development

**Secretariat**
- Government Relations
- Publications and Media Relations
- Information
- Council Secretariat
Qantas

Qantas is a holding company which is wholly owned by the Commonwealth of Australia, and controlled by a Board of Management consisting of nine members.

The company was established under the Qantas Empire Airways Act 1948 and has the primary function of carrying passengers and goods between prescribed international destinations. The company has since expanded its involvement into all facets of the travel industry.

Government control is exerted through its financial directives, and while the Minister may not interfere with the day-to-day business of the company, he maintains a watchdog role and may direct policy on a broad basis according to Government initiatives.

Financial transactions are subject to annual audit under Section 285 of the Companies (Queensland) code. Audits are subject to scrutiny by the Auditor-General.

The Minister must approve transactions above a certain amount, which the Department of Aviation maintains is confidential.

Australian Broadcasting Corporation (ABC)

The ABC is presently established under the Australian Broadcasting Corporation Act 1983 to provide within Australia innovative and comprehensive broadcasting and television services of a high standard as part of the Australian broadcasting and television system.

The ABC is directed by a Board of seven who are appointed for five year periods. The Board may establish Advisory Councils to provide specific information within the States and Territories to enable it to carry out its functions.

Remuneration to directors is made under the Remuneration Tribunals Act 1973.

Monies for the Corporation are appropriated by Parliament under the direction of the Minister for Finance. The Corporation is hence governed by the financial directions and requires Ministerial approval for any transactions greater than $500,000.

The change from Commission to Corporation in 1983 effectively gave the ABC greater autonomy - it is no longer subject to staff ceilings.
1. UNITED KINGDOM

STRUCTURE OF SPORT IN OVERSEAS COUNTRIES

MINISTER

GOVERNMENT DEPARTMENT
Small policy cell only

SPORTS COUNCIL

CENTRAL COUNCIL OF PHYSICAL RECREATION

SPORTS AID FOUNDATION

SPORTS COUNCILS
- ENGLAND
- SCOTLAND
- WALES
- NTH IRELAND

CENTRAL COUNCIL OF PHYSICAL RECREATION

REGIONAL SPORTS AID FOUNDATIONS

REGIONAL AND DISTRICT SPORTS COUNCILS

NATIONAL SPORTING ASSOCIATIONS
- PHYSICAL EDUCATION AND RECREATION BODIES

REGIONAL AND DISTRICT ASSOCIATIONS

Government Funding direction

NOTES: SPORTS COUNCIL

- Executive body established by Royal Charter.
- Members appointed by Secretary for State for Environment and includes representatives of local authorities, the Central Council, National Sporting Bodies.
- Responsible, subject only to general Ministerial directives, for allocating funds made available by the Government for sports development, National centres development, facility development, Sport for All, technical advice, urban development programs.
- Represents the Government on European and International committees.

CENTRAL COUNCIL OF PHYSICAL RECREATION:

- Advisory body which liaises closely with Sports Council.
STRUCTURE OF SPORT IN OVERSEAS COUNTRIES (continued)

2. CANADA

- Federal Government
  - Coaching Association of Canada
  - National Sport & Recreation Centre
  - Canada Games
  - Game Plan - Elite Athletes
  - National Sporting Bodies

- National Advisory Council of Fitness and Amateur Sport
- Federal - Provincial Fitness Committee

Federal Government funding direction

NOTES:

- Sport Canada and Recreation Canada: Federal Department with responsibility for funding, policy and program development for Canadian National sport.

- National Advisory Council: 30-member body representative of all Canadian Provinces and Territories which meets three times per year to provide advice to Federal Minister on sport and fitness policy.

- Federal - Provincial Committee: Meets twice a year and provides a focus for professionals.
STRUCTURE OF SPORT IN OVERSEAS COUNTRIES (continued)

3. WEST GERMANY

FEDERAL GOVERNMENT

GERMAN SPORTS FEDERATION

STATE SPORTS FEDERATIONS

NATIONAL UMBRELLA GROUPS

NATIONAL SPORTING BODIES

STATE UMBRELLA GROUPS

STATE SPORTING BODIES

LOCAL GOVERNMENT

POLITICAL PARTIES

GERMAN SPORTS CONFERENCE

Federal Government funding direction

NOTES:

GERMAN SPORTS FEDERATION
- Co-ordinates joint promotion of sport and physical education, carries out development programs, liaises with Governments, churches, political parties.

GERMAN SPORTS CONFERENCE:
- Meets biannually as a discussion forum for sports, politics and Government.

FEDERAL GOVERNMENT
- Funds National organisations and events, sports centres, research, facilities, administration.

STATE AND LOCAL GOVERNMENTS:
- Funds State and Local bodies for facilities, coaches, equipment etc.
Australian Olympic Federation (AOF)

The AOF was established in 1920 to represent all Olympic sports in Australia and is responsible for the preparation, selection and participation of Australian athletes in the Olympic Games. Commonwealth Government maintains contact with the Forward Planning Commission, an AOF sub-committee. This Committee is responsible for the allocation of Commonwealth financial assistance for team preparation. In addition, the AOF receives a grant of $60,000 from the Sports Development Program for administrative costs.

Confederation of Australian Sport (CAS)

Established in 1976 to act as a representative organisation for sporting groups, the Confederation among other things, provides administrative support for the National Coaching Accreditation Scheme. The Commonwealth Government has regular, informal contact with the Confederation on a range of matters affecting sport. In 1982/83, $90,000 from the Sports Development Program was provided to CAS. Funds have also been provided for a National Coaching Development Officer and a National Research Co-ordinator.

Australian Commonwealth Games Association (ACGA)

The ACGA was established in 1929 to represent all Commonwealth Games sports. Contact with Canberra is informal, but close, building up to a peak prior to each Commonwealth Games. Commonwealth funding to ACGA assists in team preparation as well as, for example in the years leading up to the Brisbane Games in 1982, the actual staging of the Games.

Australian Sports Medicine Federation (ASMF)

Established in 1963, the Federation comprises about 1,700 health care professionals - doctors, physiotherapists, coaches, etc - working in the field of sports medicine research. It maintains close contact with the Commonwealth Government which has funded various of its projects. The Federation is a member of the Committee that oversees the work of the Sports Research Co-ordinator.

Australian Coaching Council (ACC)

The Council is responsible for the national co-ordination, development and promotion of coach education in Australia through the Coaching Accreditation Scheme, which is funded by the Commonwealth. The Government is represented on the Council.
Australian Council for Health, Physical Education and Recreation (ACHPER)

ACHPER is a national professional organisation with approximately 2,000 members covering the nominated fields, the majority of which are involved at some level of education. Established in 1956, ACHPER has been funded under the Sports Development Program since 1978/79. Informal, but regular contact is maintained with the Executive Director, a position supported by Commonwealth assistance.

National Committee on Sport and Recreation for the Disabled (NCSRD)

Established in 1981, the Committee is appointed by the Minister to advise him on matters relating to the development of sport and recreation for disabled people.
Capital Assistance for Leisure Facilities (CALF)

The CALF Scheme commenced in 1973/74 and ended in December 1975. The scheme, designed to stimulate community interest and participation in the development and use of leisure and recreation facilities, provided Commonwealth funds for the construction of single and multipurpose sporting and recreation facilities.

The program was devised as a co-operative venture between the Commonwealth and the States, although it seems that the nature of the guidelines defining the precise details of arrangements varied considerably. While some projects were funded jointly, it was equally true that others were funded direct and in full by the Commonwealth. In fact, there were four major elements involved:

1. Funding through the States on a shared basis - Commonwealth, State and "local money" coming either from a local government authority or a sporting organisation;

2. Direct project funding - projects outside State priorities funded direct by the Commonwealth;

3. Funding for arts/cultural projects - generally, these fell outside the co-operative guidelines.

4. Block grants to the States - lump sums provided to the States to allow them to make grants on behalf of the Commonwealth for grants not on the major priority list.

There were three major criteria set out as the basis for priority listing for the States. These were:

1. Priority was to be given where there was greatest need;

2. Projects had to demonstrate adequate continuing management;

3. The Federal Government would seek some local and State financial commitment.

A total of some $24 million was spent under CALF on a total of 629 projects, ranging from indoor and outdoor recreation complexes and sporting facilities through to fitness camps and urban park developments.
APPENDIX J

GREAT BRITAIN - SPORTS AID FOUNDATION

ORGANISATION AND ADMINISTRATION

. Established in 1976 as a non-profit company limited by guarantee and not trading in share capital.

. Objects for which the Foundation is established are the promotion and improvement of the physical health of the community and in particular the provision of facilities or financial assistance to encourage and assist the participation in sport and physical recreation by individuals with natural sporting abilities.

. Foundation comprised of members (three representative members, one each from the Sports Council, The British Olympic Association and the Central Council of Physical Recreation and individual members). Membership limited to 100 but can be increased by registration by the Board of Governors. Members are bound to further to the best of their ability the objects, interests and influences of the Foundation. Entitled to one vote at General Meetings.

. Foundation managed by a Board of Governors, (currently 19, originally seven) nominated in the Articles of Association. Additional Governors and Chairman appointed by Board. Board empowered to appoint Secretary, Management and Administrators of the Foundation. Board may delegate its powers to individual Governors or any Committee established by the Board.

. Governors and members voluntary.

. Foundation staff comprises Director, Administrator, press Officer and three secretarial staff.

. Nine Regional Foundations established in 1979 which operate on same lines as the British Sports Aid Foundation and funds raised assist athletes in the tier immediately below the national level.

FUNCTION OF FOUNDATION

. To assist amateur individual competitors according to their personal needs, towards the cost of legitimate out-of-pocket expenses in respect of preparation and training, such expenses having been approved by the Governing Body concerned.

. Non-competitive sports, professional sports and sports where there are no competitions limited to amateurs do not fall within the terms of reference of the SAP.
GUIDELINES FOR APPLICATIONS - attached.

GRANTS

- Sir John Cohen Memorial Award - annual award c. A$16,000 - only one awarded at any particular time. 1979 - Robin Cousins. 1981 - Sebastian Coe.
- Elite grants average per annum - A$6,250.
- International grants - A$1,785.
- National grants - figures not provided.
- Grant awards 1 January, 1982 - August, 1982.

| Sir John Cohen Memorial Award | 1 |
| Elite | 5 |
| International | 368 |

Total 374

No. Sports 33


SOURCES OF INCOME

- Sponsorship and marketing programs from commercial sponsors - eg:
  - British Car Auctions Ltd $446,428
  - Birds Eye 71,428
  - * Brewers Courage Ltd 357,142
  - Bankers Western Trust Savings Ltd 17,857
  - * British American Tobacco Co 357,142
  - * Tesco Supermarkets 714,285

* Sponsorship from lottery ticket sales.

- Administrative grant received from the Sports Council. Other administration costs (not covered by Council grant) of $107,000.

- Donations to the Foundation are not tax deductible,
The Sports Aid Foundation was formed with the recognition of the Sports Councils, the Central Council of Physical Recreation and the British Olympic Association, and became effective in February 1976. It is an entirely independent organisation, managed by a Board of Governors who volunteer their services. Among the Governors are the Chairmen of the Sports Council and the Central Council of Physical Recreation, and the President and Vice-Chairman of the British Olympic Association. In consideration of grants, the Governors are assisted by a Committee of Advisers who also volunteer their services. The Committee includes members nominated by the Sports Council and the Sports Councils of Scotland, Wales and Northern Ireland, under the Chairmanship and Vice-Chairmanship of two independent members nominated by the Board of Governors.

The Function of the Foundation

To assist amateur individual competitors according to their personal needs, towards the cost of legitimate out-of-pocket expenses in respect of preparation and training, such expenses having been approved by the Governing Body concerned.

All amateur competitive sport falls within the terms of reference of the Sports Aid Foundation. To be considered for Sports Aid Foundation grants, competitors must be eligible to take part in competitions limited to amateurs. Non-competitive sports, professional sports and sports where there are no competitions limited to amateurs do not fall within the terms of reference of the SAF.

In team sports where there are also competitions for individuals, applications will be assessed on the standard of performance of individual competitors. In purely team sports, the team should satisfy the criterion but applications must be submitted individually based on the personal needs of each team member.

Criterion for Applications

ELITE GRANTS

Those competitors of proven ability whose world standing clearly indicates medal potential in Olympic Games and World Championships. In Olympic sports, Elite Grants will be available in the 12 months immediately before the Olympic Games; in non-Olympic sports, Elite Grants will be available in the 12 months immediately before the first World Championships following the Olympic Games.
As Elite Grants are only available once in each four year cycle, Olympic Governing Bodies may elect to utilise their Elite Applications for World Championships, rather than the Olympic Games, in which case the first World Championships immediately following the Olympic Games would apply. Competitors of this standard qualify for International Grant in years not covered by Elite Grant.

INTERNATIONAL GRANTS

Those competitors of proven ability expected by their Governing Body to compete with distinction in:

1. Olympic Games;
2. World Championships at Senior or Junior level;
3. European Championships at Senior or Junior level;
4. Major International competitions at Senior or Junior level.

The interpretation of 'compete with distinction' will be the subject of discussion with Governing Bodies and a study of their competitive programmes.

Grants

Subject to the timing of Elite Grants as outlined above, Elite and International grants may be awarded for a maximum of one year and are divided into two categories:

1. Ongoing grant subject to review every three months;
2. Single grant of one payment for specific purpose.

Items for which Aid may be granted

ELITE GRANTS

Special training programmes agreed by the Governing Body. Governing Bodies should consult Sports Aid Foundation prior to presenting applications on behalf of competitors qualifying for Elite Grants.

INTERNATIONAL GRANTS

Assistance towards legitimate out-of-pocket expenses authorised by the Governing Body, and in the case of Olympic sports, those within the framework of Olympic Rule 26, providing the Governing Body and its International Federation have accepted such regulations.

1. ADDITIONAL costs incurred by the individual in lodging for training.
2. ADDITIONAL costs incurred by the individual for special food.
3. ADDITIONAL costs incurred by the individual for essential preparatory competition not otherwise grant aided.

4. Transport and travel for training.

4. Equipment, but only small items of personal equipment including confirmation that the items have been or will be purchased by the individual.

6. Coaching fees necessarily incurred by the individual. Other items of an exceptional nature may be considered.

N.B. International grants are awarded towards preparation and training costs as defined above, and NOT to compensate for loss of earnings, or to act as an inducement to competitors giving up full-time employment.

Applications for Grant Aid

Applications for assistance must be completed and signed by the individual, but may only be submitted through the Governing Body of the sport entitled to enter the event for which preparation training is intended. If the competitor is preparing for an event in which a Great Britain team is entered, then the British governing body should render application. The SAF does, however, recognise the autonomy of English, Scottish, Welsh and Northern Ireland Governing Bodies, and should they be responsible for entering the competitor, then these Governing Bodies should render application. In presenting application, Governing Bodies should indicate the Applicant's British and International ranking and also the need for assistance.

It is essential that applications include declaration by the individual of all sources of funds through sponsorship or scholarship. It is also essential that the Governing Body, in supporting the application, declare any other grant including any allocation from team grants to the Governing Body. FUNDS FROM OTHER SOURCES DO NOT DISQUALIFY APPLICATIONS FOR SPORTS AID FOUNDATION GRANTS BUT WILL BE TAKEN INTO ACCOUNT.

Taking into account the function of the Foundation as defined above, Governing Bodies of those sports in which amateurs can win prize money, should advise actual amounts won in the previous quarter when completing ongoing reviews. Once a grant has been approved, the individual and the Governing Body will be informed, and the grant will be paid to the Governing Body concerned, who will be responsible for its disbursement in accordance with the terms of the grant. When submitting review form, the Governing Body should inform the Foundation whether the competitor's financial status has changed.

It is also requested that, if, for any reason, the Governing Body should not require the ongoing grant to be paid, the Governing Body should write and inform the Sports Aid Foundation. Similarly, if, for any reason, a competitor should not require funds during an ongoing period, any amount outstanding should be returned to the SAF.
Time of Application

The SAF Committee of Advisers will meet quarterly, and it is regretted that applications or reviews not received by the dates specified below cannot be considered. Governing Bodies are therefore earnestly requested to ascertain that the dates be adhered to as consideration cannot be given retrospectively either to new applications or reviews.

NEW GRANTS

Commencing:  
1 January, 1981  
1 April, 1981  
1 July, 1981  
1 October, 1981

Applications by:  
31 October, 1980  
31 January, 1981  
30 April, 1981  
31 July, 1981

ONGOING REVIEWS

For Period:  
1 April - 30 June, 1981  
1 July - 30 September, 1981  
1 October - 31 December, 1981  
1 January - 31 March, 1982

Reviews by:  
31 January, 1981  
30 April, 1981  
31 July, 1981  
31 October, 1981

Competitors Training Outside UK

In making application for Elite or International Grant Aid, the Governing Body should consider whether similar facilities to those required by the applicant are available in the UK, and whether it is in the best interest of the sport in this country to assist a competitor to go abroad. The Governing Body concerned must confirm that it has considered these matters and fully supports the application. Should a competitor abroad be a University student in receipt of a scholarship, the Governing Body should restrict application to cover expenses incurred outside term time, and for periods on return to the UK.

Application Forms

Applications should be submitted on the approved Sports Aid Foundation application form, copies of which are available on request. It is requested that the form be completed using a typewriter. This form should be signed by an Executive Officer of the Governing Body to whom the Sports Aid Foundation may make enquiries regarding the competitor and his/her progress while receiving grant aid.
NEW ZEALAND SPORTS FOUNDATION (INC)

ORGANISATION AND ADMINISTRATION

- Established 1978 as an incorporated society.

- Object of Foundation is to provide assistance to outstanding New Zealand sportmen or sportswomen so that they are given the opportunity to develop their full potential in International sport.

- Foundation comprised of members (currently 207 individuals, 142 corporations, 43 clubs and associations) who elect a Board of Directors of fifteen. This Directorate appoints four Trustees including the Chairman.

- The Trustees are responsible for furthering the objects of the Foundation and after considering any advice from the Directorate, allocating the funds of the Foundation.

- Directorate administers and develops the Foundation.

- Trustees appointed for a four year term, Directors for a three year term.

- Executive Director employed to administer Foundation.


GRANTS

- Applications submitted are monitored by national sporting bodies.

- Elite - currently four athletes - awarded to athletes of outstanding ability who are recognised internationally as potential medallists in Olympic or World Championships ie 1-3 ranked. The athlete must be of such standing as to be of importance to both New Zealand and the sport concerned. A$8,270

- Top International - 4-10 in world rankings with potential for substantial improvement. A$7,516

- International - 11-30 in World rankings and capable of competing with distinction in World events. A$4,511

- Developmental - young athlete with demonstrated potential for future World honours. A$3,759

- Special Grants - to athletes and sports which are important Internationally but which have a very small following in New Zealand. Grants in this category are rare.
NZSF expenditure (assistance) 1 April, 1981 - 31 March, 1982.
A$381,645

- 78 individual athletes
- 16 coaches
- 6 teams
- 23 sports

SOURCES OF INCOME

- Membership subscriptions ranging from $10 to $5,000 (A$7.50, $3,760)
- Contributions in kind to the value of A$42,857 (Air New Zealand, Avis, General Motors).
- Government funding 1981/82 - $150,375 - 39.90% of total income of $380,450. Government originally agreed to fund dollar for dollar basis but this has not been the case.
- Major sponsorship from James B. Bean Distilling International Co by way of a marketing program. 1981/82 $82,706.
- NZSF currently examining promotion of pools to increase revenue.
- Donations are tax deductible.
NATIONAL SPORTS LOTTERY FEASIBILITY STUDY

TERMS OF REFERENCE

1. Ascertain public attitude and support for the concept of a national lottery for sport purposes, and comment on the implications of the further extension of gambling opportunities.

2. Investigate the effect any national sports lottery may have on legalised forms of gambling and supporting industries, if any, presently operating in the States and examine the propensity of the lottery to attract new investment.

3. Review the nature and scope of existing lotteries and recommend an appropriate type for a national sports lottery. This includes an investigation of the frequency of each lottery; examination of price and prize structures; consideration of the likely percentage distribution of revenue, and examination of possible bases for distribution of the profit.

4. Investigate how the proposed lottery should be run and recommend an appropriate control and review structure.

5. Investigate the need for special legislation to be introduced at both Commonwealth and State levels to enable the lottery to operate at each of those levels.