

## **Y Pwyllgor Diwylliant CC-21-02 p4**

Dyddiad 18 Rhagfyr 2002

Amser 9.15am – 12.30am

Lleoliad Ystafell Bwyllgora 1, Cynnulliad Cenedlaethol Cymru

### **Eitem 3: Adroddiad Interim drafft ar Adolygiad Pum Mlynedd Cyngor Chwaraeon Cymru**

#### **Diben**

1. Ymgynghori â'r Pwyllgor ynghylch yr Adroddiad Interim drafft ar Adolygiad Pum Mlynedd Cyngor Chwaraeon Cymru. Mae Rheol Sefydlog 9.7 yn darparu bod y pwyllgorau pwnc yn adolygu'n rheolaidd y swyddogaethau cyhoeddus a gyflawnir gan gyrrff cyhoeddus yn eu maes.

#### **Argymhelliad**

2. Bod y Pwyllgor yn gwneud sylwadau am ganfyddiadau'r Adroddiad Interim drafft a welir yn Atodiad A, ac a ddylid diwygio'r Cylch Gorchwyl ar gyfer yr ail gam (gweler Atodiad A yr Adroddiad Interim).

#### **Y Cefndir**

3. Comisiynwyd Adroddiad Pum Mlynedd Cyngor Chwaraeon Cymru yn ffurfiol gan y Gweinidog dros Ddiwylliant, Chwaraeon a'r Gymraeg a'r Gweinidog dros Gyllid, Llywodraeth Leol a Chymunedau ym mis Medi yn dilyn ymgynghoriad â'r Pwyllgor ar y Cylch Gorchwyl. GCL Management Consultants sy'n cynnal yr Adolygiad ac mae eu hadroddiad yn ymwneud â cham cyntaf yr Adolygiad. Roedd hwn yn delio â'r cwestiwn canlynol:

*'In the light of the Royal Charter objects of the Sports Council for Wales, the objectives of the National Assembly and models of good practice elsewhere, is there a continuing need for all the functions of the National Library of Wales and, if so, is the current organisational framework for delivering those functions the most appropriate?'*

4. Gwahoddir y Pwyllgor i drafod drafft yr adolygwyr cyn cyflwyno fersiwn terfynol yr Adroddiad Interim i'r gweinidogion gyda sylwadau'r Pwyllgor.

#### **Yr Adroddiad Interim**

5. Mae'r Adroddiad Interim drafft ynghlwm, ac mae'n nodi canfyddiadau'r adolygwyr yn deillio o'r ymgynghoriad eang a fu â chyrrff perthnasol a phartneriaid yn ogystal â'r Cyngor Chwaraeon ei hun. Mae'r crynodeb gweithredol (tt 3-9) yn nodi canfyddiadau'r Adroddiad gyda chrynodeb o'r argymhellion ym mharagraff 1.26.

6. Mae'r prif gasgliadau yn nodi bod y Cyngor Chwaraeon wedi cyfrannu'n bositif at chwaraeon yng Nghymru ar y cyfan. Mae wedi perfformio'n dda o'i fesur yn erbyn y cylch gwaith a'r cyfyngiadau a osodwyd gan yr hen Swyddfa Gymreig. Mae achos da dros gadw'r swyddogaethau y mae'r Cyngor yn eu darparu ar hyn o bryd, ond bod angen gwneud gwaith pellach i weld sut mae'r swyddogaethau hyn yn cael eu hariannu. Hefyd, daw'r Adroddiad i'r casgliad bod gofyn i'r Cyngor newid er mwyn ymateb i'r farchnad chwaraeon a'r amcanion polisi ehangach sydd wrthi'n datblygu, a bod gofyn i'r Cyngor wella ei rôl fel eiriolwr ac annog cyrrff chwaraeon i fod yn fwy hunan-ddibynnol.

7. Ystyriwyd y Canolfannau Cenedlaethol sy'n cael eu rhedeg gan y Cyngor Chwaraeon (Sefydliad Chwaraeon Cymru a Chanolfan Genedlaethol Chwaraeon D•r Plas Menai) fel rhan o'r Adolygiad Strategol, ac ymdrinnir â hwy ym mhennod 7 yr Adroddiad.

#### **Cydymffurfio**

8. Cynhaliwyd yr Adolygiad yn unol â chanllawiau sydd wedi'u cyhoeddi ar gyfer yr Adolygiad Pum Mlynedd. Yn ogystal â chymryd rhan yn yr Adolygiad, ymgynghorwyd â'r Cyngor Chwaraeon ynghylch materion ffeithiol.

#### **Camau i'r Pwyllgor eu Cymryd**

9. Gofynnir i'r Pwyllgor gyflwyno sylwadau ar yr Adroddiad terfynol drafft a'r cylch gorchwyl fel ag y maent yn berthnasol i ail gam yr Adolygiad.

10. Ar ôl derbyn fersiwn terfynol yr Adroddiad Interim a chlywed barn y Pwyllgor, bydd y Gweinidog dros Ddiwylliant, a'r Gweinidog dros Gyllid, Llywodraeth Leol a Chymunedau yn llunio barn ar brif ganfyddiadau'r Adroddiad. Byddant yn penderfynu a ddylai'r Adolygiad fynd ymlaen i'r ail gam (sy'n edrych ar faterion perfformiad gan gynnwys effeithiolrwydd strategol y Cyngor a'i lywodraethu corfforaethol) ac a ddylid addasu'r Cylch Gorchwyl.

**Cyswllt**

11. Yr Is-adran Cynllunio Ariannol

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Cyngor Chwaraeon Cymru

## **Arolwg Pum Mlynedd**

Quinquennial Review

### **The Sports Council for Wales**

**Stage I Interim Report November 2002 (Draft)**



The Sports Council for Wales – Quinquennial Review

#### **Stage I Interim Report (Draft)**

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#### **Acknowledgement**

We would like to thank the Chair and Council members of the Sports Council for Wales (the Council), the Chief Executive and his Senior Management Team, and all the employees of the Council for the unstinting help they have provided during the first part of the conduct of this review. It has been conducted at a time of significant exercises on the scope and funding of sport development in the UK, including a review of sports lottery funding. We have met with a high degree of openness and have talked with a large number of managers and staff who take a high degree of pride in their work.

We also thank all the representatives of the Sporting Bodies, stakeholders, partners and other interested organisations for their involvement in the consultation process and the help and insight they provided. Lastly we thank the Welsh Assembly Government and the officials for their considerable assistance and support during this first stage of the review.

## 1. Executive Summary and Recommendations

### Context

1. The Sports Council for Wales, founded in 1971 under Royal Charter, carries out a range of functions that support significant development work and distribution of National Lottery fund grants. It receives over £20m in funding per annum - £8.6m in grant-in-aid from the Welsh Assembly Government and around £12m from the National Lottery fund.

1.2 Major changes are occurring in the structure and direction of sport in the UK. These create a climate in which change is needed in Wales if it is to be competitive and also contribute to the new wider objectives such as healthy lifestyles and access for all.

1.3 The Assembly and all the sporting organisations in Wales will need to manage this major strategic change in a careful and staged way, recognising the complexity of the sports market. Ambitious and innovative long-term goals will need to be developed and agreed and investment and commitment made towards these. Whilst this is happening short and medium investment will also be needed to ensure Wales does not fall behind.

1.4 It is within this context that we have reviewed the Sports Council for Wales and developed our recommendations.

### Sport Council for Wales

1.5 The membership of the Council is broad in experience and geographical representation. It carries a good mix of skills to perform its role effectively and is of appropriate size.

1.6 The Council is responsible to both the Welsh Assembly Government and the Department for Culture, Media and Sport for its activities. Its key stakeholders are the Welsh national governing bodies of sport, Welsh local authorities, higher and further education institutions and the elite sportsmen and women of Wales.

1.7 Its National Centres in Cardiff (Welsh Institute of Sport) and Caernarfon (Plas Menia Water Sports Centre) are run under "The Sports Council for Wales Trust", a charitable trust monitored by the Charities Commission. This arrangement confers some financial privileges. As well as these two centres there will shortly be six more centres at UWIC, Bala, Cardiff Bay, Cardiff, Newport and Swansea (Table 4.4). These are supported by funding from the Council, but run by various sporting organisations and by local authorities and higher education institutions.

1.8 The sports market in Wales involves a significant number of organisations, for example Local Government, Further Education and Sporting Bodies such as WRU, FAW, WASA etc. These represent a series of interest groups. This matrix of interests is analysed in section 4. We take the view that the Council fulfils an important role in coordinating and identifying development opportunities in this market.

1.9 Funding from the National Lottery is significantly dependent on population size, and only Northern Ireland among the home countries has a smaller budget.

### Consultation

10. A broad consultation exercise revealed considerable support for the Council, especially among the smaller sports that make heavy use of the Welsh Institute of Sport in Cardiff. A limited number of organisations were more critical.

Probably the most varied views were from local authorities, many of which felt that further clarification of roles would be helpful. There was some concern as to the effective reach into all significant areas, mainly from some local authorities and the higher education/further education sector. There was a commonly recurring view that the Council could do more as an advocate for Welsh sport, especially with the National Assembly. Many people made their comments against an awareness of the changing sports market. Consultation will be extended in appropriate areas during Stage II of the review.

1.11 The consultation to date has focused on the Stage I aspects of the review. Further consultation will take place in Stage II, which will include discussions with elite athletes and others.

## Main Conclusions

1.12 We conclude that the Sports Council for Wales has in overall terms made a positive contribution to sport in Wales and performed well against the remit and constraints set by the former Welsh Office. Stage II of the review will address in more detail proposals to enhance the effectiveness and efficiency of the organisation. However, further change is needed in response to the sports market and the evolving broader policy objectives.

1.13 In section 6 we conclude that there is a good case for retaining the functions currently provided by the Council, but that further work in Stage II will be needed on how some of these should be sourced. They should, however, be seen within a wider strategic context and with an enhanced advocacy role and an emphasis on effective working with the Welsh Assembly Government in achieving its objectives. The over-riding responsibility for the policies, priorities and strategy for sport, including the direction on investment, needs to rest with the Assembly itself. The Assembly has started the process of developing this broad holistic sports strategy for Wales.

1.14 We conclude that the Council should be encouraging a greater emphasis on self-reliance by sports bodies, in terms of their ability to manage and develop their sports with appropriate financial assistance, and that it should regard itself as the deliverer of last resort. For some of the smaller bodies this is a considerable challenge that will require time and may not be fully achievable.

15. We did not identify significant overlaps or significant new functions for the Council to take on, although clarification over the future responsibilities to DCMS and the National Assembly would be helpful. Further work in Stage II should look at the case for better prioritisation of functions. We also concluded that the work it carries out should continue to be met substantially by public funding.

## National Centres

1.16 The situation of the two National Centres operated by the Council was found to be very different and this led to substantially different conclusions for each centre. We have looked at long-term and short-term options as laid out in section 7.

1.17 In the Case of the Welsh Institute of Sport (WIS) we concluded that there is a continuing need for the services and facilities it provides and that the market place is not currently providing comparable facilities. An additional problem is the shortage of human and financial resources of some of the governing bodies of sport that currently rely upon it.

1.18 The state of the facilities is such that decisions will need to be taken in the near future in order to ensure the competitiveness of the key users for the short to medium term. This relates particularly to elite athletes and Welsh national governing bodies of sport. We have analysed the long term and short term options for WIS and make the following conclusions:

- o The strategy for support of sports in Wales is not sufficiently developed and clear to take a decision at this time on a long-term option.
- o Any long-term option(s) would be a major project, likely to incur the time delays associated with this type of project.
- o The only viable recommendation to meet the short to medium term requirements is for a short-term development at WIS.
- o This should only be undertaken on a proportionate basis and against a full plan setting out the capital costs, the one-off associated change costs and the consequential revenue cost following the changes.
- o We agree that strategically the Council should interest itself in elite and developmental issues and should not be in the business of providing public facilities. A consequence is the need to take WIS and its assets out of the Sports Council for Wales Trust. Immediate discussions should be commenced with the Charities Commission.

1.19 We therefore conclude that there remains a need for sporting facilities that specifically provide for and focus on the needs of elite athletes and Governing Bodies, particularly the smaller Governing Bodies with less resource. The market place at the current

time is not naturally providing such facilities and the smaller Governing Bodies consider that they lack the human and financial resources to take on the responsibilities and risks associated with such provision.

20. Only a minor part of the usage of Plas Menai National Watersports Centre is for Welsh elite athletes and sporting bodies. It is also run along typical lines of a commercial centre with courses being advertised and sold to members of the public. Whilst recognising the need for the centre, it makes more sense as a UK-wide centre than as a Welsh National Centre and we conclude that there is a clear need for these facilities within Wales and the UK. The yachting and canoeing governing bodies in Wales place great importance on the facilities. Given the low usage within Wales, however, it is easy to see why the Council do not regard investment at Plas Menai as being of high priority.

1.21 The key challenge, therefore, is in how further investment in facilities can be secured to ensure the continuing value of Plas Menai without a significant burden of the cost falling back on the Council. We believe three approaches are possible and these are not all mutually exclusive:

- o Explore the setting up of an independent company that would be able to seek commercial funding to support future developments.
  - o Sell the centre to a commercial operator against a service agreement aimed at ensuring that it will continue its role as a national centre.
  - o If management capability of the Welsh Yachting Association were boosted by a transfer of management staff from the Council, it is possible that in the future they could undertake the running of the centre.
22. Potential transfers of ownership of assets raises the same need as with WIS to ensure that assets can be extracted from the Sports Council for Wales Trust.
23. We therefore conclude that there is a need for a well equipped facility to be provided and for the delivery of key functions with respect to training coaches, improving standards of safety and instruction, providing access to sailing and canoeing in Wales and across the UK and supporting young elite sailors.

**New Structure and Co-ordination Roles**

1.24 We recommend revised arrangements where we see the Welsh Assembly Government leading the strategic planning process and providing direction and coordination of inter-departmental initiatives supported by appropriate budgetary arrangements. We see an Independent Body (a funded ASPB) continuing to support sport development in Wales, the distribution of lottery funding and being a major contributor to strategy development as well as the sports coordinator and advocate for Wales. The key responsibilities and coordinating roles of the key players are illustrated in the diagram in Section 8. The key benefits are seen as greater clarity and a more complete strategy for sport, delivery of more success through better direction and coordination and a more effective approach to major events.

1.25 The existing constitution of the Council is wide and capable of easy modification, if needed, to be adapted for the new structure. It will be capable of supporting the changes required to support Welsh sport in the future. The same is not true of the Sports Council for Wales Trust and we recommend a review of the Trust arrangements for the future as outlined above.

**Recommendations**

1.26 A summary of recommendations is given below:

6.51 We recommend that the Independent Body should:
<ul style="list-style-type: none"> <li>● fulfil a strategic planning role for sport, but this should be set within a wider strategic context, as outlined further in section 8.</li> </ul>
<ul style="list-style-type: none"> <li>● contribute to the development of ambitious and innovative goals, proposals, major events and projects for sport within Wales.</li> </ul>
<ul style="list-style-type: none"> <li>● strengthen its advocacy role, representing the interests of sport bodies and raising awareness of the value and contribution of sport, with government, UK sports bodies and with representatives in the health, education, community safety and regeneration sectors.</li> </ul>

- review the effectiveness of its relationships and communication with the new Assembly department and Ministers.

- place a greater emphasis on education and training, including the recruitment, retention and training of both volunteers and professionals, to support amateur sport and the wider leisure industry.

- continue to identify the critical areas where advice and assistance is needed by sports providers to address inequalities in sport and to encourage good practice among sports participants and leaders.

- critically appraise the need for it to develop new participation programmes and initiatives in the future against the principles of encouraging self reliance, subsidiarity and the Independent Body as the programme developer or deliverer of last resort.

- continue to both distribute funding and support the applicant process.

- give a higher priority to its research and evaluation programme, in particular collecting the evidence base necessary to demonstrate the impact of sport, and take a more proactive role in sharing evidence and good practice.

7.18 The facilities provided at WIS should be sustained until longer term needs and market capabilities are confirmed following recommendations in 7.75.

7.75 Recommendations for Welsh Institute of Sport (WIS) – see Section 7

1. The objectives of WIS as a national centre should be confirmed and the expected outcomes clarified. The priority functions to be provided at WIS should be to provide facilities and support to Governing Bodies of Sport and facilities and services to meet the needs of elite athletes.
2. The option of focusing use at the national centre to a smaller number of priority governing bodies and activities should be examined linked to the review of priorities and focus of the Council as a whole.
3. Further work should be undertaken, integral to the investment case, to clarify the essential sporting facilities, administration and office requirements and accommodation. This should be linked to clarification of the priority users and functions of the centre and should enable some facilities to be rationalised and some improved.
4. The future options, integral to the investment case, should seek to maintain those services provided as part of UKSI Cymru as an integrated service at the national centre.
5. Maintaining the office space for the Council at WIS should be included only if it complements the primary uses, is cost effective and takes account of the decision taken with respect to the preferred approach to ownership and management of the facility. This should be examined as part of recommendation 4.
6. The full implications on the capital costs and revenue expenditure of recommendations 1 to 6 should be clearly identified before further decisions are taken, along with one-off costs of implementation.
  
7. The strategy for supporting sports governing bodies into the future and for sourcing events facilities needs to be decided by the Sports Council in conjunction with the Welsh Assembly Government before a preferred long term solution can be pursued.

With respect to the ownership and management options we recommend that:

8. The legal and financial implications of removing WIS from the Sports Council for Wales Trust must be examined with the Charities Commission. It must be

ascertained that assets can be returned from the Trust into the public domain.

9. The advantages and disadvantages of establishing an independent company should be examined further.

10. A planned approach to reducing the dependency of the Governing Bodies on the Council and increasing their involvement in ownership and management of the centres should be developed to accompany any investment strategy.

7.83 Plas Menai should be retained as a valuable watersports facility for Wales and the UK subject to recommendations in 7.108.

7.108 Recommendations for Plas Menai Watersports Centre – see Section 7

- Three possible approaches should be explored. These are outlined in 1.20 above

8.15

- An independent national sport body for Wales should be retained to cover both sports development programmes and SPORTLOT funds distribution. It must also demonstrate its ability to pull together and effectively represent all the sports interests in Wales.

- The Welsh Assembly Government and the Independent Body should work closely together to develop operational and funding regimes that allow a full strategy for sport in Wales to be delivered. The Arts Lottery and Sport Division should take the leading role in setting the strategic guidelines and in coordinating and monitoring programmes where cross-departmental cooperation and commitment to joint goals is critical to success and sport is a significant element in their delivery.

### Issues for further review in Stage II of the Review

1.27 The full remit for stage II of the review is shown at appendix A. Below are a series of specific issues raised for follow-up in Stage II as a result of issues arising in Stage I of the review:

- 6.52 the delivery mechanisms that will enable the Council to extend its advocacy role and strengthen its work with respect to education and training of both professionals and volunteers.

- the support provided by the Council to key partners, with a view to focusing such support on a limited number of areas critical to the partners and that other organisations are not able to provide.

- the approach to delivering support to elite athletes in connection with the future proposals for the national centres and more focused funding.

- the priorities for funding and the merits of focusing resources into fewer grant aid programmes and, at an elite level, potentially to fewer sports and/or applicants.

- the effectiveness of its current awareness raising role and in the provision of information.

53. Consideration should be given to the skills and experience required to deliver against a change agenda.

8.17 The planning process will need to be reviewed to ensure that it can support a more open and involving environment.

8.24 The operation of the non-lottery Council committees, especially the Remuneration Committee, will require review.

8.25 The role of Council Members in Governance should be reviewed

1.28 Following Stage II of the review it would be our intention to prioritise the full range of recommendations in the form of a draft implementation plan.

## 2. Introduction

2.1 This report is the first stage of the quinquennial review process. Stage I is aimed to challenge the fundamentals of the 'Need' (the demand side) and stage II the 'Means' (the supply side):

- **is there still a need for the function to be carried out and for how long? (NB could be in whole or in part)**
- **what is the legal framework governing the Sports Council for Wales?**
- **are the functions of the Sports Council for Wales still necessary?**
- **do they need to be carried out by the ASPB – are other options for undertaking the functions likely to be more effective?**
- **are they best carried out by a single body?**
- **Is there a need to rationalise functions between the Sports Council for Wales and other public bodies engaged in the provision of like services in Wales?**

2. The review is also required to specifically cover the role, purpose and management options of the National Centres run by the Council – The Welsh Institute of Sport (WIS) in Cardiff and Plas Menai National Watersports centre at Caernarfon. WIS is currently the subject of a bid for major refurbishment and associated costs to the National Assembly for Wales by the Council in the amount of £12.75m.

3. The full Terms of Reference is attached at Appendix A.

4. Under the Welsh Office and until now under the National Assembly for Wales the sports strategies have been written by the Council and submitted to the relevant department. As a result we consider that the Council has been working under only a partial strategy. This is further discussed in section 6.

5. The Council receives funding from two sources; £12m (estimate) from the National Lottery for sport distribution and £8.6m in grant-in-aid from the Welsh Assembly Government in 2002/3.

6. In carrying out its work the Council works with a series of partners, but the most important of these are:

- National Governing Bodies of sport in Wales. They are recognised nationally in the UK and internationally as the representatives for their sports.
- The Welsh local authorities that are major investors in facilities and are also heavily involved in sports initiatives

- through their education and community development responsibilities.
- o Elite sportsmen and women of Wales.
- o The Welsh Assembly Government as funder and policymaker.
- o The Department of Culture Media and Sport (DCMS) which carries responsibility for National Lottery matters.

### 3. The Sports Council for Wales

#### Structure of the Council

3.1 The Council was founded as an independent body under Royal Charter in 1971. This Charter was amended in 1997 to recognise the foundation of the National Assembly for Wales and provide greater flexibility to amend the Charter based on a confirmed three quarters majority resolution of all Council members. The fundamental significance of the Charter is that the Council is constituted as a legally independent body from government, notwithstanding its sources of funding and the role played by the Assembly in appointment of its members (see below). From a lottery fund distribution view this is crucial since bodies distributing funds to organisations and individuals are currently required to be independent of government.

2. In 1972 the Council set up "The Sports Council for Wales Trust", a charitable trust that holds the assets of WIS and Plas Menai and under which these centres are administered. There are two practical issues resulting from this arrangement:

- Firstly there is a saving for the Council, but not necessarily the Welsh Assembly Government, of around £250,000 in business rates.
- Secondly there is an onus on the Council to ensure that the provision of services is mainly for charitable purposes. This means that the public must have substantial access – an issue further discussed in section 6 below.

3.3 The Charter provides for the positions of chair and vice-chair and a maximum of 12 other members of Council. In addition there is currently a co-opted Council member who has no voting rights. All the more recent appointments have been made through public advertisement under a Nolan rules arrangement, involving a panel representing the interests of both the Council and the National Assembly with an independent assessor. All the Council Members have a strong interest in sport in Wales and bring a variety of other relevant experiences to the Council:

- Business background 3
- Local Authority members 2
- Media 3
- Education 4
- Offending/rehabilitation 1
- Health 1

We consider that the membership of the Council contains a good cross section of skills and that the sports background of Members is very important to their current role – this is discussed further in section 7.

#### Council and Committees

3.4 Council meets six times a year, three times in Cardiff and three times in the regions of Wales. The regional meetings normally take place at the premises of partner organisations (local authority or governing body premises) and the opportunity is taken to hear the views of stakeholders at first hand. The Audit Committee normally meets three times a year with the participation of internal and external audit. A Remuneration Committee meets when needed and does not meet every year.

3.5 The Sports Council for Wales Trust meets annually in September and involves the whole of the Council plus two members of the Welsh Sports Association (who cannot be Council Members).

3.6 Council Members also serve on SPORTLOT panels, each chaired by a Member. The role of these panels is to recommend decisions on lottery grants of national and regional significance:

- Sportlot National Panel
- Sportlot Northern Regional Panel
- Sportlot SE Regional Panel
- Sportlot SW Regional Panel

- National Excellence Panel – revenue funding for individuals and governing bodies

Some Members are also involved in the 22 Community Chests in each of Wales' local authority areas. They are responsible for decisions on smaller local projects using devolved funding. This initiative is unique in the UK. The Chairman normally chairs the SPORTLOT Appeal Panel.

3.7 In furtherance of the key sports development initiatives run by the Council a number of forums have been established, each chaired by a Council Member:

- Sportsmatch Cymru
- Women and Girls Advisory Group
- Physical Education Schools Sports Advisory Committee (PESS)
- Social Inclusion Forum

## Functions of the Council

3.8 The Council's main aims as identified in both "Young People First - A Strategy for Welsh Sport" (1999) and "SPORTLOT 2002 Update" are:

- To encourage increased participation in sport both in terms of numbers of people and their frequency of activity.
- To raise standards of performance and excellence in sport.
- To improve the provision of sports facilities.
- To provide technical advice and general understanding about sport and recreation.

3.9 Crucially it is important to recognise that the Council's current role is focused around development activity. It does this based on pursuit of goals set by the National Assembly for Wales such as the pursuit of social inclusion, lifelong learning and a healthy society, but it does far more than acting as a funding distributor. This is reflected in some of the targets it has set for itself (as agreed by the National Assembly):

- Increasing sports participation by Welsh adults to 60% by the year 2005
- Increasing sports participation by 15-24 year olds to 85% by the year 2005
- Halving the gap between men's and women's participation, and between the highest and lowest participating regions of Wales by 2005
- Increasing extra-curricular sports participation by school age children
- Increasing number of Welsh individuals achieving British representation to 350 by 2005

These kind of targets can only be achieved by working with others but the fact that the Council has set these up as a basis for assessing its own effectiveness is a clear indication of its current development-centred role.

3.10 The Council plays a significant role as a development agency and as a distributor of funding. As a development agency it delivers in two main areas. Firstly providing professional and technical advice and good practice guidance to a range of other organisations, in particular Governing Bodies of Sport, Local Authorities and Clubs, on developing sports opportunities at all levels and for all the community. Usually the organisations requesting such advice do not have this expertise within their own internal structures nor do they have the capacity or resources to undertake the necessary research to obtain it. Secondly it identifies, in partnership with others, deficiencies in the provision of sporting opportunities in Wales and seeks out solutions to fill those gaps. Such deficiencies may be related to facilities, people (leaders, coaches, administrators, officials, fund raisers), activities or events; deficiencies in resources, or deficiencies in the extent to which existing opportunities fail to include some of the community.

3.11 As a funding distributor the Council has a number of roles including:

- identifying the priorities for funding and developing grant scheme criteria;
- sending out and receiving grant applications;
- developing robust assessment procedures;
- assessing applications;
- compliance - ensuring that those receiving awards fulfil the award conditions; and
- monitoring and evaluation.

3.12 However, alongside this administrative role they also work with applicant organisations, helping them to develop appropriate

projects that meet the scheme criteria and bringing partners together to enable successful bids to be submitted. This role is very time intensive, particularly with respect to schemes in areas of deprivation or that seek to address inclusion issues.

## Funding

3.13 The resources to promote the Council's objectives come from two sources – Grant-in-Aid from the National Assembly for Wales and SPORTLOT, the Lottery Sport Fund for Wales. The funding from both these sources is expected to be in the region of £21m in 2002/3 (GIA £8.6m, Lottery Fund £12.2m). The same development teams within the Council administrate both elements of funding. This is deliberate policy to ensure that, while each funding stream is administered within regulations and with effective governance, maximum benefit is gained through the complementary objectives of funding routes.

3.14 The following table shows a highly summarised grant-in-aid budget for 2002/3:

	£m
Local Development Services	1.4
National Governing Body Services	4.2
Coaching/Science/Medicine	0.4
National Centres Net cost including Capex	
WIS	0.3
Plas Menai	0.4
Research & Evaluation	0.4
Marketing & Public Affairs	0.9
IT, HR & Finance Services	1.6
Gross Funding	9.6
Less Recharge to SPORTLOT	(1.0)
Net Funding	8.6

Note : The detailed analysis of the 'running costs' will form part of Stage 2.

3.15 The main constituents of the recharge to SPORTLOT are approximately 30% of Local Development, IT, HR and finance services, and nearly 20% of marketing and public affairs. Over £3m of Governing Body Services costs go direct to governing bodies in support, a further £720,000 going to support use of facilities and accommodation. £450,000 of the marketing & public affairs budget is spent on the distribution of Sportsmatch Cymru monies.

3.16 The profile of SPORTLOT funding has to be viewed over a longer timeframe because the incidence of spend is often very different from receipt of funds on capital projects. Estimates at the start of 2002/3 are given below:

	2002/3	2003/4	2004/5	2005/6
	£m	£m	£m	£m
Fund Balance 1st April	40.0	30.9	9.7	0.3
Forecast income	12.2	12.0	11.5	11.2

Forecast Capital Spend	(16.1)	(27.6)	(15.0)	(6.5)
Forecast Revenue Spend	(4.2)	(4.6)	(4.8)	(4.9)
Administration recharge	(1.0)	(1.0)	(1.1)	(1.1)
Fund Balance 31st March	30.9	9.7	0.3	(1.0)

Note : The Council is revising these figures to take account of reductions in the forecast for lottery income). The uneven profile of capital spend is caused by delays in projects coming on stream despite significant allocation of funds. This issue will be investigated in Stage II.

3.17 The important points to note are:

- Assumed fall off in annual income as a result of reduced interest in the Lottery.
- Revenue spend rises from c34% to c40% of annual income over the period.
- Administration charge is recharged from grant-in-aid as in the table above.
- Capital spend is volatile with major catch up in 2002/3 and 2003/4, with reversion to a more steady spend level by 2005/6 (funds permitting).

## Organisation

3.18 An overview of the organisation structure is given below:



3.19 As described above, both the local and national development teams are involved in assessment of SPORTLOT applications but with the most work falling on the local team with strong regional presence. The Director Corporate Development has overall responsibility for the production of Corporate Plans for submission to Council by the Chief Executive and for ensuring that these address all the appropriate targets agreed with the Welsh Assembly Government.

## Relationship with the Department of Culture Media and Sport (DCMS)

3.20 As the recognised distributor of sports lottery funding in Wales through SPORTLOT the Council has a responsibility for complying with guidance set for sport funding by DCMS. This guidance is communicated via the Welsh Assembly Government but DCMS remains at this time the government department carrying responsibility for the National Lottery. The SPORTLOT funding is received by the Council direct from the National Lottery Distribution Fund, not via the Welsh Assembly Government.

## **Relationship with the Assembly**

3.21 Under the Royal Charter the National Assembly for Wales appoints the Chair and Vice-Chair of the Council. The more recent appointments of Council members have involved representatives of the Council, the Assembly and an independent member on selection panels.

3.22 As a result of the recent reorganisation, sport has now become a separate area of administration under the responsibility of the Minister for Culture, Sport and the Welsh language. This review therefore comes at a time when the Welsh Assembly Government is reviewing both the role of the Council and the nature of its relationships with it. The Division participates in the selection of new Council members as described above.

3.23 Regular contact is maintained between the Division and the Council and meetings have been held on a fairly regular basis by the Minister with both the Chairman and the Chief Executive (also the Accounting Officer). The annual Remit Letter from the Minister is addressed to the Chairman and Grant-in-Aid funding is agreed following consideration of the annually produced three year plan – the budget being based on the agreed funding level. The Minister does not currently have direct responsibility for the Council's SPORTLOT activities, but has a key interest as both the sponsoring minister for Sport Development and in terms of the assurance of good governance. Grant-in-aid claims are made monthly under Assembly rules. Periodic presentations of strategy and development plans are made to the Culture Committee of the National Assembly for Wales which exercises surveillance over the affairs of the Council.

## **Main Stakeholders**

3.24 The Council's main stakeholders fall into three groups:

- National Sport Governing Bodies
- Local Authorities
- Elite athletes

3.25 Only the second of these falls into the definition of public bodies. The relationship with local authorities is close but complementary. As in other parts of the UK, local government is still funding many of the capital sports facilities developments in Wales, however a number of these will have some involvement from the Council in terms of support or direct funding.

26. There are two other areas where interests coincide. The first of these is in the sphere of education and there is a coincidence of interest in the promotion of sport for school age children. All authorities are involved in the Dragon Sport programme through development officers. The second and growing area of interest is in social inclusion where there is a joint interest in the promotion of sport as one of the ways of addressing the problems of areas with known inclusion issues.

3.27 Given the potential importance of sport in health matters it could be expected that there would be some important links in this area, and there are a number of limited initiatives at local level. However, there is very little at national level in Wales and this is an issue that we took up as part of the consultation exercise.

## **Profile of the Council**

3.28 While the Sports Council for Wales is widely known in Wales it may not be widely understood, mainly as a result of the fact that its role has developed significantly since it was formed in 1971. While the national sports governing bodies generally have a close relationship and understand its role very well, the same may not be true of local sports clubs, schools and other potential community partners. This is another issue whose importance was addressed in consultation.

## **Summary of Points**

3.29 The Council is an independent body in law which operates its national centres under a charitable structure.

3.30 It is a development-focused organisation and this focus is reflected in the structure of the Council and the roles of its members on supporting committees and panels. Its organisation structure also reflects its role in managing the distribution of the funding it receives within a national, regional and local development context. By comparison with many similar organisations it is highly devolved in its philosophy and organisation.

3.31 It administers two separate funding streams. Grant-in-Aid is received direct from the Welsh Assembly Government and a currently greater level of funding distributed from lottery funds received from The National Lottery Distribution Fund. Both streams are administered by the same teams with a view to achieving the most effective overall investment.

#### **4. The Sports Market and Sports Provision in Wales**

4.1 This section provides an outline of the sports market in Wales, funding for sport, the challenges that face sports providers and also briefly compares the Welsh Sports Council with the other UK sports councils. The main conclusions are summarised at the end of the section.

#### **The Sports Market**

4.2 For the majority of people sport is a recreational or leisure activity of choice. Sport is not a mandatory service that local authorities have to provide and, except in a school environment, there is no requirement on individuals to participate. There are many different sporting activities and organisations – for example 59 governing bodies of sport are recognised by the Council. Added to that, sports competition operates at a number of different levels – local, regional, national (Wales), national (UK) and international, and many different organisations from international sports federations to sports clubs develop and implement strategic plans and sporting programmes.

4.3 The sports market operates as a complex mixed economy in which the not for profit, public and commercial sectors all contribute. (Diagrams 4.1 and 4.2)

Diagram 4.1 The Sports Market In Wales

National and Local (Govt)	National and Regional (Non Govt)	National and Local Education	Local Voluntary	Local Private
Department for Culture, Sport and the Welsh Language	Sports Council for Wales/ SPORTLOT	Training and coaching organisations e. g. Sprito Wales	Amateur sports clubs	Professional sports clubs
Local authorities	Welsh Governing Bodies of Sport Welsh Sports Association Welsh Assoc. of Local Sports Councils	Further and Higher Education	Youth, uniformed and community groups	Commercial companies (health and sports clubs, sale of sports goods, media)

	Other Welsh sporting organisations e. g. Disability Sport Cymru, National Playing Fields Association Cymru	Schools		
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Diagram 4.2 UK and international organisations contributing to the sports market in Wales

UK National (Govt)	UK National and International (Non Govt)	UK National Education
Department for Culture, Media and Sport	International Sports Federations and Committees e.g. FIFA, International Olympic Committee	UK training and coaching organisations e.g. Sportscoach UK
	UK Governing Bodies of Sport	UK professional organisations e.g. Institute of Leisure and Recreation Management
	UK sporting organisations – specific groups or events e. g. British Olympic Association, Women’s Sports Foundation, Youth Sport Trust	

4.4 The different sectors and agencies have varied objectives and functions, at a strategic and delivery level. Most have a clear focus to their work. For example local authorities concentrate on meeting the sporting needs of residents within their administrative boundaries; Governing Bodies on increasing participation and international success in a specific sport and a National Organisation such as the British Olympic Association on a specific event. Each of them will work with some or all of the other providers in the market to achieve their objectives. The strength of the different sectors and the role that they play in delivering sport varies across Wales and beyond, and different approaches to delivery can and are being used to achieve the same sporting outcomes.

4.5 Whilst a significant amount is being achieved, the current market is imperfect in encouraging the majority of the population to participate on a regular basis and in providing for all of society. Overall the less difficult and more profitable aspects of sports provision tend to be fairly well provided for e.g. the provision of health and fitness clubs, but gaps remain in the delivery of sporting opportunity which is reflected in the under representation of some communities in sport e.g. people on a low income, people with disabilities, black and ethnic minority communities and women and girls. Similarly levels of overall regular participation are not yet high enough.

4.6 Most sports providers, particularly those outside the public sector, have not traditionally utilised sport or developed sporting opportunities because of their contribution to wider social or economic issues. Although this is slowly changing in some sectors,

the challenges that this presents means that support and funding will often be required to encourage a broader view.

4.7 Welsh sportsmen and women at an elite level are supported by both Welsh and UK organisations, facilities and funding. Welsh sport does not exist in isolation from the rest of the UK, not least due to the competitive structures that require international representation as the United Kingdom other than at the Commonwealth Games and in a handful of sports such as rugby and football. Welsh competitors use English sports facilities and vice versa. Wales therefore needs to be represented in the UK when decisions are being taken that have an impact on Welsh sport and recognise influencing factors from beyond the Wales boundary.

### **Funding for Sport**

4.8 Adding to the complexity of providers is the variety of funding sources used by those providers to support their activities and events, including:

- Government grants
- Local Authority expenditure
- SPORTLOT and other Lottery Funding
- Other non government grants e.g. Football Foundation
- Private sector investment
- Sponsorship
- Income generation
- Private investment and donations
- Fundraising

4.9 The total value of the funding available to organisations that provide sporting opportunities in Wales has not to our knowledge been quantified. An indication of the levels of funding available can however be taken from isolated figures available. For example, revenue expenditure by 14 of the 22 local authorities in Wales on recreation and sport totalled £114 million in 2001/2002 and leisure and recreation capital expenditure on fixed assets by 18 local authorities in 2000-2001 equalled £28 million (Cipfa statistics). Approximately £12 million is available through SPORTLOT and grants in the region of £48 million are being made over the next two years through the New Opportunities Fund PE and Sport in Schools Programme. £450,000 is available through the government's Sportsmatch scheme, which it is anticipated will be matched pound for pound with commercial sponsorship.

4.10 The Council published a report into the Economic Impact of Sport in Wales in 1995 that looked at overall levels of income and expenditure on sport and related goods. Whilst this does not provide a breakdown of actual expenditure on the provision of sports facilities, activities and events, and on the support to elite athletes, as opposed to expenditure on sports goods and other related non-sporting activities, it does provide a valuable insight into the contribution of sport to the economy through the different sectors. Sports related expenditure at 1993 prices in key sectors was estimated at:

- Commercial sports sector £110.7 million
- Voluntary sector £36.5 million
- Central Government £55.3 million
- Local Government £113.2 million

4.11 Sports provision is resource intensive, requiring trained and skilled people to deliver opportunities and to support elite performers, and for some sports requiring very specialist sports facilities. Many of the organisations actually delivering sporting opportunities use a combination of sources to fund their expenditure. Resources for sport, particularly where it is provided on a not for profit basis, are under pressure and many of the organisations are competing for the same resource e.g. Lottery funding, Sponsorship.

### **Wider challenges to sport**

4.12 Sport in the UK is going through a significant time of change in which the strategic priorities and organisational structures of the respective sports councils and of other mainstream sports organisations are being challenged. A number of reviews of sport have taken place in the last two years or are taking place, and whilst not all of the outcomes are relevant, many will have an impact on Welsh Sport. These include:

- The current review of Sport in England by the UK government's Performance and Innovation Unit, which has challenged many aspects of sport including the structure of sport and issues related to Welsh and UK Governing Bodies, the justification for sports provision and the importance of sports events.
- The current review of Lottery Funding by the DCMS which has challenged the number of distributors, the complexity of

application processes and the levels at which decisions are being taken, among other things.

- The recommendations of the Coaching Taskforce report (2002), including those aiming to significantly increase the number and standards of sports coaches and to implement a new national coaching certificate and coach licensing scheme.
- Plus a number of other reviews undertaken by the UK government and its select committees including on the role of further and higher education in sport; elite sports funding and on the staging international sports events.

4.13 In addition to the reviews of sport, decision makers and providers face an increasing number of other challenges. For example:

- Legislative change – the need to comply with the Disability Discrimination and Race Equality Acts; Child Protection issues; Human Rights legislation.
- Modernisation - the need to modernise decision-making and administrative structures within amateur sport; the professionalisation of Governing Bodies as more Administrators, Performance Directors and Coaches are employed; greater use of electronic services.
- Financial - falling Lottery revenues and falling revenues within professional sport;
- Technological - the pace of technological change within sports facilities and equipment; advances in athlete support and coaching within elite sport;
- Best Value – requiring local authorities to scrutinise services and justify expenditure on sport based on outputs and outcomes.

4.14 Some smaller organisations including smaller local authorities, schools, sports clubs and Governing Bodies of Sport may not have the capacity to respond positively and to develop new approaches to managing change, without support and guidance from elsewhere.

### **Comparisons with other UK Sports Council's**

4.15 The Sports Council for Wales is one of the four United Kingdom home country Sports Councils with the others being Sport England, the Sports Council of Northern Ireland and SportScotland. In addition there is UK Sport whose remit covers the whole of the United Kingdom. All of the Sports Councils are independent bodies and have a Council of Members ranging from 12 to 15 in number, with members appointments approved by the Department for Culture, Media and Sport for Sport England and UK Sport and by the respective devolved administrations for Wales, Scotland and Northern Ireland. UK Sport's Council membership includes the four Chairs of the Home Country Councils.

4.16 All of the Councils use sub committees or advisory panels to inform their policy and decision making. Our review indicated that Wales has relatively few panels compared to other Council's and that there may be value in reviewing where additional expertise might be brought to the Council through such groups to reflect changing agendas. For example SportScotland as part of their current organisational change are introducing 2 new advisory groups that will consider:

- Widening Opportunities: local government, children and young people; and
- Widening opportunities: communities and social inclusion.

4.17 We would recommend that this issue is considered further within the second stage of the review.

4.18 The strategic aims of the home country sports councils are similar and can be summarised as:

- Increasing and sustaining committed [participation](#), especially amongst [young people](#) and under represented groups;
- Recognising and developing talented sports people;
- Achieving international success.

4.19 UK Sport's strategic aim is that the UK will be in the world's top five sporting nations by 2012, measured by athlete performances at World Championships, Olympic and Paralympic Games. The main areas they look after are support to elite athletes through the World Class Performance Programme, world class events and matters to do with sports ethics and drugs in sport.

4.20 Each of the Home Country Sports Councils currently has an overall Sports Strategy and all including UK Sport have a Lottery Strategy. In 2001 the UK government also published a joint DCMS/DFEE publication "A Sporting Future for All – The Government's Plan for Sport" (relating to England only). In light of the challenges facing sport at the current time, as outlined earlier, all of the home country Councils are currently reviewing their strategic documents.

4.21 These strategies, as they currently are, provide to varying extents an overview of the strategic issues for sport, the desired outcomes and the respective action that needs to be taken by the Council and other partners to achieve such outcomes. The comparison demonstrates that whilst "Young People First – A Strategy for Welsh Sport" clearly sets out the mission, programmes and targets of the Sports Council for Wales, it does not set out a strategy for sport in Wales.

22. Current levels of funding received by the Sports Councils for the year 2002/3 are shown in the table below, demonstrating the different levels of resource available to each of the Council's to implement their strategic plans.

Table 4.3 Grant in aid and lottery revenue received the Sports Council's

	Sports Council for Wales	Sport Scotland	Sport England	Sports Council for Northern Ireland	UK Sport
Total Population (millions)	2.9	5.1	49.1	1.7	Not Applicable
Grant in aid (£ millions)	£8.6	£13	£35	£5.7	£20
Sports Lottery (£ millions)	£12	£22	£200	£8	£25

4.23 This serves to demonstrate that whilst the overall aims may be broadly comparable, each Council is working at a different scale, both with respect to the population size and the level of resource available to achieve similar outcomes. For Wales compared to England, the population and number of organisations are far fewer, which it could be argued enables it to have a better understanding of local issues and to be more responsive. The disadvantage is that the expectation is that it will deliver a broadly comparable service and level of support for sport, but it has less funding available to do so.

4.24 Many of the functions of the Home Country Sports Councils are similar with all fulfilling a strategic planning and advisory role, developing programmes and initiatives, distributing funding and owning and managing National Centres. The role of UK Sport is slightly different, although there is overlap, but not duplication, in the area of elite sport. Our comparison identified that there is very little joint working across the home country Councils, despite the similarity of aims and issues to be addressed, particularly on the community and participation side of sport. All the Councils do form part of the UK Sport Forum that considers elite sports matters and the UKSI.

4.25 The extent to which resources are allocated to the different functions and the approach adopted for delivery are, however, different across the Councils. One example demonstrating the differences is the approach to the UK Sports Institute network of services and facilities and the national centres, as shown in table 4.4 below.

4.26 Another is the approach to partnership working and addressing the wider social and economic agenda. Both Sport England and Sport Scotland, for example, have seconded staff to work with key government departments or agencies.

Table 4.4 The approach to ownership and delivery of the national centres and the facilities and services forming part of the UK Sports Institute

	Sports Council for Wales	Sport-Scotland	Sport England	Sports Council for Northern Ireland	UK Sport

Centres designated as "National Centres"	<ol style="list-style-type: none"> <li>1. Welsh Institute of Sport</li> <li>2. Plas Menai</li> </ol>	<ol style="list-style-type: none"> <li>1. Glenmore Lodge</li> <li>2. Cumbrae</li> <li>3. Inver-clyde</li> </ol>	<ol style="list-style-type: none"> <li>1. Bisham Abbey</li> <li>2. Crystal Palace</li> <li>3. Lileshall</li> <li>4. Plas Y Brennin</li> <li>5. Holme Pierre-pont</li> </ol>	<ol style="list-style-type: none"> <li>1. Tollymore Mountain Centre</li> </ol>	None
Other venues forming part of the UK Sports Institute  (providing facilities or services)	<ol style="list-style-type: none"> <li>1. National Indoor Athletics Arena, UWIC</li> <li>2. National Canoeing Centre, Bala</li> <li>3. National Tennis Centre, Cardiff Bay</li> <li>4. National Cricket Centre, Cardiff</li> <li>5. National Velodrome, Newport (not yet open)</li> <li>6. National Pool, Swansea (not yet open)</li> </ol>	6 Area Institutes	Approx. 35 facilities across 9 regions	<ol style="list-style-type: none"> <li>1. National Golf Centre, Templepatrick</li> <li>2. Ulster University (not yet open)</li> </ol>	<ol style="list-style-type: none"> <li>1. UK Sports Institute, London (Administrative base)</li> </ol>

	Sports Council for Wales	Sport-Scotland	Sport England	Sports Council for Northern Ireland	UK Sport
Approach to ownership and management	The National Centres are owned by the Sports Council for Wales Trust and managed by Sports Council for Wales. Services provided as part of UKSI Cymru are	<p>The National Centres are owned and managed by Sport Scotland.</p> <p>The Scottish Institute of Sport has been set up as an independent company as part of the</p>	The National Centres are owned by Sport England's Trust and are managed by Leisure Connection, a commercial sector leisure management company, under contract.	<p>Tollymore Mountain Centre is owned and managed by the Sports Council for NI.</p> <p>The proposed centre at Belfast will be a joint initiative</p>	UK Sports Institute is currently part of the UK Sports Council

integrated as part of WIS.	Sports Council.	The English Institute of Sport has been set up as an independent company as part of Sport England.	between the University and the SCNI.
National Velodrome and National Pool will be managed and revenue supported by Local Authorities.		Many of the facilities that form part of the UKSI network are managed by a mix of FE/HE institutions; clubs; Governing Bodies and Local Authorities.	Templepatrick is owned and operated by the Hilton Group.
National Canoeing Centre is managed as a limited company by the Welsh Canoeing Association.			
National Indoor Athletics Arena is managed by the University of Wales in Cardiff.			

Note: All of the national centres require an element of annual subsidy for operational costs and/or to maintain the building fabric and equipment.

This highlights differences in approach which we would recommend are explored further in the second stage of the review.

### Summary of issues

4.27 To summarise, the key points from the review of the sports market and comparison with other Sports Council's are:

- The sports market is made up of a complex mix of organisations, each of which tends to be focused on the achievement of a specific objective or the needs of a particular sector. At the current time no organisation, other than the Sports Council for Wales, takes a strategic lead across all sports in Wales.
- The current market is imperfect if high levels of participation across all of society are to be achieved. Overall the less difficult and more profitable aspects of sports provision tend to be fairly well provided for and funded but gaps remain in the delivery of sporting opportunity to all. Similarly most sports providers, particularly those outside the public sector, have not traditionally utilised sport or developed sporting opportunities because of their contribution to wider social or economic issues. A level of intervention in the market and development support to existing sports organisations is required if these objectives are to be achieved.
- Support to elite Welsh sportsmen and women is delivered through both Welsh and UK organisations, facilities and funding. Welsh sport does not exist in isolation to the rest of the UK, not least due to the competitive structures which require international representation in a range of sports as the United Kingdom other than at the Commonwealth Games and in a handful of sports including rugby and football. Wales therefore needs to have a strong voice in UK decisions.
- Sport in the UK is going through a significant period of review in which the strategic priorities and organisational structures of the respective Sports Councils and of other mainstream sports organisations are being challenged. Whilst not all of the outcomes are relevant, many will have an impact on Welsh Sport. Any future plans need to be flexible enough to respond to such change. Sport and sports organisations also presently face a number of significant challenges related to legislative change, modernisation, Best Value, changing financial circumstances and technological change. A number of smaller

- organisations struggle to manage and respond to these issues.
- Comparisons with other institutions in the UK indicate that there:
- may be of value in considering the remit and roles of the advisory panels of the Sports Council
- is not at present a strategy for sport in Wales that sets out the strategic need and desirable outcomes across all aspects of sport, all sports and sports providers
- is limited joint working across home country sports councils, despite similar aims and issues needing to be addressed
- are different approaches being adopted to the delivery of the national centres and the UKSI and to partnership working which the Council could consider.

## 5. The Results of Consultation

### Formal Consultation

5.1 Respondents to the formal written consultation felt that they had a clear view of the strategies and objectives for the Council. Most felt that these were supportive of their organisations and felt able to influence them in a way that would increase support. The consultation questionnaire and covering letter is attached at Appendix B.

5.2 Organisations were consulted on a range of areas where the Council could potentially make a contribution to the wider objectives of the National Assembly for Wales:

- Education and lifelong learning;
- Health;
- The economy and regeneration;
- Creating stronger communities;
- Conservation and improvement of the built and natural environment;
- Supporting rural Wales;
- Strengthening Welsh culture and identity;
- Promoting ICT; and
- Contributing to key National Assembly themes of equality, sustainability and social inclusion.

The respondents were given the choice of very effective, reasonably effective and not effective in each area. In every area except promoting ICT the balance of opinion was a reasonably effective impact. In promoting ICT the balance of opinion was that this was not effective – this is also reflected in some aspects of staff consultation (see below).

5.3 The consultation also asked for views on greater or reduced emphasis within the above set of issues. The responses to this were extremely varied, but a frequently recurring theme was for greater emphasis on health and to a lesser degree education and lifelong learning.

5.4 A question on potential new initiatives threw up a limited number of responses with no dominant themes emerging. Two themes worthy of mention are:

- Potential stronger links with local authorities including better joint working on education and e.g. better information on standards, suppliers etc.; and
- The opportunity presented by the expansion of higher education in Wales to develop links with FE/HE organisations in the furtherance of sport as part of a rounded education and promotion of elite performance. Though few respondents raised this issue, those who did raised it very forcibly.

5.5 In terms of what could be improved in working with the Council a number of complimentary replies were received. Other themes emerging were:

- Need for some more liaison with local authorities (opinions vary);
- Retention and improvement of regional devolution through open forums etc.; and
- Better links with health matters. One respondent puts this very clearly: "Current experience is that health professionals prefer/ tend to work in isolation from leisure/ sports professionals".

5.6 Respondents feel that the Council is effective and efficient in its delivery of current services. Only a minority identified significant disincentives to sourcing more service from the Council. Of these the most common was lack of awareness of the services available and of the Council's activities. Others mentioned a general problem of bureaucracy; such as application forms

that they felt were too complex.

5.7 On the issue of overlaps with other Welsh public bodies, few replies identified major issues. The obvious point was made that local authorities and governing bodies were also involved in the development of sport, but not in a way that implied that the activities of the Council were misplaced. One local authority made an interesting point: "...the Assembly....needs to work closely with the Sports Council to ensure that duplication does not happen in the future; e.g. the Sports Strategy produced by the Sports Council should be **the** sports strategy for Wales and not another produced by the Assembly which could only lead to confusion."

5.8 Questions on alternative sources of funding raised a general concern over whether the Council is adequately funded to tackle its current priorities effectively.

5.9 The questionnaire asked respondents to identify any other issues of relevance to the review. Again no dominant themes emerged. Some general points to emerge were:

- o The greater potential benefits to society of investing in sport rather than putting increasing funds into cultural activity;
- o The low emphasis placed on sport by local authorities compared with statutory activities;
- o The evils to Wales of per capita sport funding and the need for the Council to act as advocate with the Assembly as regards to sport funding;
- o The need to tackle transport issues in rural areas in parallel to sport development; and
- o The high level of demand currently placed on WIS for the staging of sporting events and the need to develop other centres to stage events.

Despite the generally positive attitude to the Council a few negatives did emerge:

- o The need to be more open, proactive and less insular to achieve more; and
- o A valuable assistance to national governing bodies, but can become overbearing, verging on direction rather than support.

5.10 The consultation also revealed some misconceptions. A small number of respondents clearly believe that the Council's focus is more on major sports and team sports as opposed to minority and individual sports. This appears to arise as a result of publicity received for Dragon Sport and other community programmes. The reality is very different in terms of both allocation of funding and staff attitudes within the Council – the worrying issue is that such misconceptions persist.

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### **Consultation with the Representatives of Professional Sports**

5.11 These have commenced with three of the major sports. Several of the points made will need to be investigated and developed in Stage II of the review:

- o There was recognition and praise for the work of the Council in developing individual sports and the wider agenda for sports.
- o The Council has limited involvement with the professional sports organisations and can appear 'un-sympathetic' to the role of professional sport and the contribution they can potentially make to the wider community, cultural, educational and health objectives of the Assembly.
- o The Council's liaison with professional sports is felt to be not as pro-active as some would hope for.
- o There is a view that a more co-ordinated delivery of the Sports Council's support would maximise the future benefit gained, and avoid the fractious dissemination of Council assistance.
- o From a limited and modest base the close working relationship in certain instances, such as development of girls rugby, has made a real difference.

### **Consultation with Council staff and Council Members**

5.12 A series of consultation workshops were held with Council staff. All staff were invited, and workshops for those wishing to participate were held as follows:

- o Cardiff HQ and Welsh Institute of Sport (WIS) – 3 workshops.

- o Deeside offices, Queensferry – 1 workshop.
- o Plas Menai watersports centre, Caernarfon – 2 workshops
- o Carmarthen offices – 1 workshop

5.13 Consultation sessions were also held with Council Members at Deeside, Carmarthen and Cardiff. The Chairman and Vice Chair were interviewed on an individual basis. The trade union representative based at Cardiff was also interviewed.

5.14 The nature and context of the Quinquennial Review was explained to all participants, and particularly how the consultation process fits into Stage I of the review. Participants were then asked to focus on a series of points:

- o Strengths and weaknesses of the Council and its work;
- o The way in which the Council relates to users of services;
- o Vision for 2007 – how participants would like the focus to develop;
- o How the vision might be achieved, and the barriers to be overcome in doing this; and
- o Any other issues the participants wished to be considered in relation to the review.

## **Strengths and Weaknesses**

5.15 Many common points emerged in relation to perceived strengths:

- Strong relationships with governing bodies
- Pride and commitment
- Generally perceived as a caring organisation
- Staff expertise, enthusiasm and loyalty. Good age/experience/gender mix
- Financial management – good at making the money go a long way
- Good publications and information resource
- Good presentation – e.g. of Dragon Sport
- Highly experienced at staging events (WIS)
- High level of repeat business (Plas Menai)
- Good track record in getting winners and medallists plus high Olympic accreditations
- Innovative – believe that Elite Cymru programme is ahead of World Class Performance Plan
- Forward looking – e.g. Community Chest programme
- Independence – stakeholders seek advice regularly on practical matters. Above "parish pump" politics
- Approachable – not aloof
- Good regional set-up – close to the ground

5.16 Areas of perceived weakness identified were:

- Not sufficiently promoted – public confusion over the Council's role and organisation (role of WIS especially raised)
- The perception of transparency of decisions – frustration over panel decisions apparently at odds with field staff advice in a small number of instances
- Some concern on bureaucracy of grant forms and time spent on admin.
- Concern over ability to say "no" – tendency to expand commitments beyond capacity of resources, including support arrangements
- Continuity of schemes – pressures of moving on to the next thing sometimes limit the amount of "follow through" possible
- Always getting the right balance between persuasion and perceived enforcement with governing bodies
- Some "Cardiff-centred" perception – example quoted of a MEP asking a fieldworker if he had "come from Cardiff".
- Concern over state of facilities (at WIS) and levels of funding
- Internal communication seen as much improved but still patchy. Shift patterns at National Centres are a barrier, as is differential access to ICT.
- ICT improving but still significant gaps – e.g. access to PCs and the internet for preparation of training material by coaches at Plas Menai
- Some areas of difficulty in attracting and retaining staff

## **Relating to the users of services**

5.17 This is an area where staff felt they were doing well:

- General belief that the Council is good at reaching the "grass roots" and highly supportive of governing bodies

- Some important regional variations e.g. relatively high participation levels in the North; strong voluntary network in the S West with strong sports councils and high self-reliance; relatively higher level of local authority provision of facilities in the S East
- Small scale of Wales governing bodies and often low admin experience of senior staff present problems – often find it difficult to give a strategic lead
- A strength is felt to be that the Council is able to link distribution of SPORTLOT funding to agreed development aims – but difficulties are present in linking development aims to other fund distributors, especially New Opportunities Fund PE and Sport in Schools Programme
- Some frustration was expressed at the persistent focus on major and team sports in Welsh schools – a problem in the context of increasing participation in sport by girls
- Strong belief in the value of the regional focus of development teams

## Vision for 2007

5.18 A number of common themes emerged:

- More participants, especially young people
- Beat the targets for women and girls participation
- More elite athletes able to stay in Wales – more residential work (WIS)
- Assist governing bodies to appoint more training partners
- More shared working with home nation sports bodies
- Achieve elite focus for WIS – be perceived as **the** centre for coach training (both WIS and Plas Menai)
- Nobody should have to pay to compete for Wales
- Efforts clearly reflected in competitive success of Welsh athletes – more role models
- Identified clearer routes on health and crime in terms of the role for sport
- See a more community focus on "all family" activity
- Clearly valued by the National Assembly and by AMs

## Achieving the vision/barriers to overcome

5.19 In achieving the vision put forward a number of common points were raised:

- The need to continue to attract and retain high quality staff and develop career paths
- Need for good training, externally and internally
- A perceived need to market sport achievements in Wales effectively and better briefing for key stakeholders (AMs, local authorities)
- Better PR – more involvement from high profile athletes
- Invest money in people (training, structures, coaches, enablers) e.g. high success in judo compared to low success in karate
- Be bold – decide on clear goals and don't tinker at the edges (Dragon Sport a good example)
- Better contacts with the National Assembly for Wales – clarify the agenda/sell the benefits of sport

5.20 A number of barriers were also identified:

- Achieving broad acceptance for the changing role of SCW in promoting sport in Wales
- Getting enough volunteers to enable the vision
- Danger of running too many initiatives
- Not enough women/ethnic minority role models
- Some governing body deficiencies in management and coaching skills – need to boost standards and increase levels of qualifications
- Limitations on sport in schools national curriculum demands

school view - emphasis on team games

often low valuation of sport

- Finding the right partners to work with (e.g. on health, social inclusion)
- Legislation: increasing impact of H & S issues and implication of abuse concerns and obtaining appropriate clearances (disincentives to volunteering)

- Funding issues – including dealing with loss of income at WIS from public users if changed to an elite centre
- An ageing demographic profile for Wales

## Other Points

5.21 Points that broke new ground were:

- The benefits to be derived from working with other home country sports bodies. This covered a range of issues from standard setting to sharing of good practice and gaining better value for money in sourcing external advice (e.g. on facilities development etc)
- The need to work on a "them & us" scenario in Cardiff, whereby some HQ and development staff appear to regard WIS as a service department despite the inclusive message coming from management
- A shortage of women teaching sport in secondary schools
- Is there still too little commitment to regionalisation despite the fact that the Council has made some strides down this road?

5.22 Consultation with Council Members resulted in further issues being raised. There was significant concern over the impact on sport in Wales of moving all matters under a UK support umbrella. A lot of hope was expressed that the creation by the Assembly of a separate Division to handle sport would result in the creation of more effective relations with the Welsh Assembly Government. They were unanimous in feeling that the previous structure combining sport with culture and the Welsh language had resulted in difficulties of focusing on sport issues. There was agreement that some key strategic issues could be most effectively addressed on a joint basis, especially major events and pursuit of health and social inclusion objectives through sport. There was enthusiasm for funding development to support a greater integration into mainstream Assembly business (via the Council or via partners).

5.23 Council Members felt that the diversity of membership was a strength and that the outcomes of national and regional lottery panels were generally regarded as fair, though some Members felt that the process and results could still be better communicated internally and externally. The potential benefits of regional annual conferences and working groups were raised. Concern was specifically raised about NOF funding and the difficulties of integrating sponsored work in schools with that of the Council. It was still too early to assess the effectiveness of an agreed role for the Council in providing quality assessment for sports-related NOF bids in Wales. The value of the elite programme was emphasised in terms of its direct and broader impacts – in the words of the Vice Chair: "When elite sportsmen and women are doing well kids see them and take notice".

5.24 Members generally took the view that publicity was in the Council's own hands, but that there could be a more proactive approach to dealing with negative publicity. Emphasis was placed on retaining credibility with sports governing bodies, and not closing off opportunities only on the basis of lack of historical success. Many Members, in a variety of ways, laid emphasis on the need for the Council to be seen to be listening to grass roots sports needs.

## Stakeholder Consultation

5.25 Personal and telephone interviews were carried out with a sample of organisations working with the Sports Council for Wales and who are involved in sport and health promotion in Wales and the UK. These included:

- Local Authorities
- Governing Bodies of Sport
- Welsh Sporting Organisations
- UK Sporting Organisations
- Health Representatives

5.26 A full list of those consulted is provided in Appendix C. The sample selected at this stage were chosen as representatives of those most likely to have a view on the need for a national sports agency and on the functions that are presently delivered by the Council, and those who use or have a specific interest in the National Centres.

5.27 The consultation identified a broad range of issues, strengths and weaknesses. This summary provides feedback only on those aspects relevant to this first stage of the review. Other views collected will be used in stage two. Many of the consultees requested that their comments be treated as confidential and for this reason we have not attributed specific quotes.

## The need for a national agency for sport

5.28 All organisations consulted, except for one, felt that there is a need for a national agency for sport and that there are benefits

in it being one single independent body.

5.29 The dominant view was that independence is an essential requirement so that it can:

- Serve the interests of all sports and communities
- Lobby for more resources for sport from government and others
- Challenge any organisation on its priorities and practices
- Fight for what is in the best interests of sport
- Act as an independent decision maker/arbitrator on the allocation of resource and in the event of conflict within and between sports.

5.30 The one alternative view was that the Council do not add sufficient value to justify the cost of the service and are simply a barrier between the organisation concerned and the Assembly.

### **Overlap with other bodies**

5.31 No significant areas of overlap were identified between the Council and other organisations in the public, not for profit or commercial sectors. However, two areas of concern were raised. These were:

- A lack of awareness about the purpose and functions of the new Welsh Assembly Government department and concern that there may be duplication with the Council or confusion about which organisation should be approached on key issues. The emergence of two different strategies for sport in Wales, one from the Welsh Assembly Government and one from the Council, was also raised as an area where it was felt there could be overlap or confusion in the future.
- The role of the New Opportunities Fund in delivering funding for sport, specifically with respect to the PE and Sport in Schools programme. A small number of the local authority consultees felt that it may have been better for this to have been handled by the Sports Council who have the experience and track record in lottery funding for sport and that to set up a structure within NOF was an unnecessary duplication of resource.

### **The priority and focus of the Council**

5.32 Organisations within the sports sector were aware of the Council's priority objectives related to young people's participation and elite sport. Most local authorities also indicated that women and girls sport and disability sport were priorities for the Council. When questioned the majority considered these to be an appropriate focus. However, many consultees also added that the Council needs to consider its priorities in the context of the wider social and economic agenda and strengthen the direction and focus of the organisation's work related to health, lifelong learning and social inclusion in particular.

5.33 A minority commented specifically that widening their remit to embrace physical activity, play and recreation should be considered.

5.34 There is a general view that the Council have been slow to adjust to the changing political environment and agenda and whilst some now feel that progress has been made, this view is not shared across the board. Some felt that at a strategic and management level the awareness is there, but this has not yet translated into the services and programmes delivered on the ground.

5.35 Although the health sector representatives that we spoke to were personally aware of the Council's wider role, they indicated that among professionals in that sector generally there may be less awareness of the Council's role in encouraging participation in sport and a misconception that they deal with just elite sport.

### **The functions of the Council**

5.36 The majority view across all organisations was that the Council's functions should continue to include the provision of a strategic overview and plan for sport, to act as a development agency and as a distributor of lottery funding for sport.

37. Understanding of the Council's functions among consultees is varied and demonstrates that there is a need for some of the Council's functions to be clarified and then communicated widely so that organisations are clear about where the Council's remit starts and finishes. This is felt to be particularly important as the Council takes on new areas of

work where they are working with a number of partners on cross cutting issues.

5.38 For most Governing Bodies (GBs) the Council's broad functions were considered to be appropriate. In particular their role as a provider of funding, advice and support was seen as essential to the survival of some GBs, primarily due to their own limited staff capacity and ability to raise funding via alternative means. Other functions considered by GBs to be important for the Council were:

- to establish, in consultation with other organisations, strategic priorities and the "bigger picture" for all sport in Wales
- to speak on behalf of all sports when a cross sector view is required and to represent Welsh sport in UK matters
- to act as a voice for some sports, in particular minority or less popular sports and for participants in sports not well represented in the media e.g. women and girls, who may not have the same influence with the media
- to act as an arbitrator when conflict arises, either between sports or within sports
- to ensure elite athletes in different sports get the same level of support and services
- to assist with technical and professional advice on new legislation and on good practice in emerging areas, such as child protection and volunteering
- to share knowledge and good practice from across different sports
- to ensure organisations receiving funding are accountable.

5.39 Most Governing Bodies recognise the role that the Council plays in encouraging them to modernise, to develop comprehensive development and business plans, and to face difficult issues such as making sport more inclusive. The majority felt that, whilst it may be uncomfortable at times, the Council usually enables the GBs to decide on the key issues themselves and assists them to move forward. A minority view was expressed that on occasions the Council's attitude was one of "we know best" and that their expectations of what the GBs could achieve without any additional resources being provided was unrealistic.

5.40 On this matter, the view of non GB organisations was that the role of the Sports Council in making GBs modernise and address new agendas is essential if sport, and the GBs, are to survive and levels of participation in sport increase.

5.41 The economies of scale created by having one national organisation providing services to GBs was acknowledged. For example none of the smaller GBs would be in a position to put on generic training courses related to management issues or to employ the sports science and sports medicine support services. One GB commented that this opportunity to achieve economies of scale could be further developed by bringing some of the smaller bodies together in one location, thereby sharing office and potentially administrative overheads.

5.42 Whilst the majority of GB representatives were supportive of the Council and its current functions some areas were identified for improvement. These were that:

- the lobbying role of the Council at the National Assembly for Wales was not felt to be strong enough
- the Council needs to improve its relationship and influence with UK Sport and UK sports organisations
- more action is needed on the wider agenda e.g. health, school sport
- the Council needs to build up support for sport in non sporting agencies through establishing closer relationships and promoting the benefits of sport e.g. environment, countryside, tourist agencies
- Council needs to be more ambitious
- Council needs to be more proactive in seeking out alternative resources for sport
- the Council could be better at engaging with GBs when consulting on policy development. One suggestion was that different consultation methods could be used such as focus groups or through a GB panel

5.43 Local authorities views on the Council's functions were more varied. Those functions recognised by the majority as important included:

- Provision of a strategic view of sporting need across Wales, in consultation with others
- Raising the profile of sport
- Strengthening the evidence base for sport and providing research data to demonstrate the impact of sports programmes
- Supporting sports development through advice and good practice guidance
- Assistance to authorities in addressing inclusion issues
- Support for performance and elite facilities, Governing Bodies and to elite athletes, principally because local authorities will not provide that support

5.44 The main areas that local authorities felt needed attention were:

- the advocacy role around the wider agenda with the National Assembly for Wales and with other national agencies
- lack of ambition with respect to facilities and lack of support to local authorities to host events
- raising the profile of sport and promoting success, including to promote the role the Council and other partners play in the achievement of that success
- clarifying for applicants the Council's role as both advisor and decision maker on applications and with respect to the panels making decisions on awards
- providing more opportunities for benchmarking of performance.

5.45 Several authorities indicated that they did not see facility management and the National Centres as a Council function.

5.46 One authority representative indicated that whilst there were a number of areas related to participation in sport that could be devolved with funding to the authorities themselves to deliver, this would not necessarily result in the same amount of development work being delivered and different outcomes would be achieved across authorities.

5.47 The views expressed by other national sporting organisations and sports Councils were varied in nature. There was a consistent view of the importance of the Council in working with them to identify Welsh sporting needs and issues and acting as the interface between them and the Assembly or other partners. No other dominant themes emerged, partly due to the very different priorities of the organisations consulted, but some general points made related to the Council's functions that differ from those already outlined were:

- the Council could potentially better utilise some of the national organisations to assist or deliver some of their functions, particularly with respect to their expertise
- there are opportunities for more joint working, for example with respect to research, that could be realised
- there is a need for a more proactive stance to equality issues and to encouraging the adoption of generic equality standards
- the Council is not obtaining a high enough profile for some of the good work that they do, either nationally or internationally
- there is no co-ordinated approach to education and training, and no individual with the responsibility within the Council
- there is no co-ordinated approach to events.

## **National Centres**

5.48 The Governing Bodies presently using the Welsh Institute of Sport and Plas Menai have strong views on the National Centres.

5.49 With respect to WIS all believe that the facilities and services provided through the centre are essential to provide their elite athletes with the support they require if they are to achieve international success as representatives of Wales and the UK. There is strong support for the "one stop shop" athlete centred approach adopted and for the benefits of being able to share facilities, sports science and coaching expertise across sports that lack the resources and capacity to operate their own facilities and services.

5.50 For Plas Menai, its role in supporting young elite sailors is also considered to be essential. However its wider role in providing affordable access to sailing and other water sports for the public and with respect to the training of instructors and coaches, and the sharing of expertise, is also seen as underpinning the development of sailing in Wales. Canoeing also identify Plas Menai as an important venue for their volunteer coach education scheme, enabling them to run subsidised courses that club coaches can access.

5.51 The role of the Council in the management of the national centres is viewed positively and alternative options to management viewed with suspicion. The GBs believe that the Council are sport focused and the needs of the sports organisations and of the individual sportswomen and men are the top priority at the centres. They are able to balance the needs and interests across the different sports and users and to decide on the relative priorities of use. They currently provide a whole package approach and deal with the management issues at the centres, leaving GBs to focus on "what they are good at" i.e. the development of sport and on their performance and elite athletes.

5.52 The main issues and concerns raised by the GBs relate to WIS. These include:

- the need for investment in the facilities
- the increasing pressure on WIS meaning that GBs cannot always get access to the facilities they want now on the dates and times they want
- conflicts of use between public use and elite use

5.53 With respect to other organisations representatives of the UKSI and the BOA viewed WIS positively. In particular the integration of the facilities and support services at one location that has a focus on the needs of the athletes and gives priority to Governing Bodies is seen as a good model.

5.54 Local Authorities, however, had a different view with respect to the management of facilities. Those that expressed a view were clear that facility management should not be a function of the Council and that other organisations had the necessary expertise to be able to fulfil the management function effectively.

## **Resources**

5.55 All organisations consulted commented on the level of resource available to the Council to deliver across a very broad agenda. A number of organisations believe that the Council are being expected to implement new social, learning and health agendas, with the assistance of partners, without adequate resources being made available to them or to the partners to really have an impact.

5.56 In addition the limited resources currently available to the Council mean that they are relatively small players financially compared to local authorities and other agencies dealing with large budgets for areas such as education and health. This can limit the extent to which they are able to bring about change, unless the organisations that they are working with accept the value and benefits of sport to achieving their wider outcomes. It was felt that there is not a commitment at an Assembly level to deliver such a joined up approach, which made it difficult for the Council to do so.

5.57 One suggestion put forward was that there needed to be an "Access to Sport in Wales" policy backed up with significant funding from across a number of departments that would really enable the contribution that sport can make to the wider agenda to be demonstrated.

5.58 A number of national organisations commented that the Sports Council for Wales does not always provide financial support in the same way as other Councils. For example neither Sporting Equals, working on racial equality in sport, and the Women's Sports Foundation are grant aided by the Council. This limits the extent to which such organisations are able to share their time and expertise to benefit sport and sports organisations in Wales.

5.59 With respect to SPORTLOT the need to address the per capita allocation to Wales is seen as an important issue.

## **Welsh Identity**

5.60 One issue raised by a cross section of Welsh and UK organisations, was a perceived reluctance by the Council to adopt an approach or use products and services from elsewhere in the UK (and England particularly) that are working well. It was stated that there appears to be a need for everything to be "made in Wales", even when the issues that were being addressed and the circumstances that they were to be used in were the same. All understood that the Welsh identity was important, but felt that with the limited resources available to the Sports Council effort and funding might sometimes be better used elsewhere.

## **Other issues**

5.61 A range of other strengths and issues were identified in connection with the effectiveness of the Sports Council, their programmes and operational practices that are more appropriate for inclusion in the second stage of the review. However, it was apparent from the stakeholder consultation that most organisations have a good working relationship with the Council and view the organisation in a positive light.

# **6. Provision of Services**

6.1 This section examines the following questions:

- Are the functions of the Sports Council for Wales required?
- Are there additional functions that the Council could usefully take on?
- Are there overlaps with other bodies that should be eliminated?
- Is it appropriate for the functions to be carried out through public funding?

These are examined in detail below.

## Are the functions of the Sports Council for Wales required?

6.2 As a sports development agency the functions of the Sports Council for Wales and the approach to delivery are varied. For the purposes of examining whether they are required we have considered them under the headings of

- Strategic planning;
- Advocacy;
- Government relations;
- Partner support;
- Elite athlete support;
- Education and training;
- Participation programmes;
- Grant programmes;
- Awareness raising and information services; and
- National Centres

6.3 Within each section we have identified the broad functions carried out by the Council; commented on the need for the function and the effectiveness of the Council in fulfilling that role to date; and made recommendations for the future, including identifying areas for further evaluation in stage two of the review.

### **Strategic planning**

6.4 The Council strategic planning role has to date included the development of "Young People First – A Strategy for Welsh Sport", the SPORTLOT Strategy and the facilities strategy for national centres. It also provides guidance to other organisations on the development of their strategic plans e.g. Governing Bodies and utilises the Facilities Planning Model as a strategic planning tool to examine the need for community facilities.

6.5 As demonstrated earlier the sports market in Wales is diverse. It incorporates many different sports and a range of organisations that have varied objectives and approaches to delivery. As such no agencies exist, other than at the level of the Welsh Assembly Government, that take a strategic view on the interests of sport in Wales across all sports, geographical areas, communities and agencies. It is also difficult to identify any single agency that could take a strategic lead on increasing participation, addressing inequalities and supporting elite sport, and for linking the respective elements together within a cohesive framework, without being perceived to have a vested interest.

6.6 At a strategic facility planning level each governing body of sport and most local authorities include within their strategic plans their identified priorities for improving existing or building new community and elite performance facilities. However, there is a need for one organisation to provide the overview for Wales as a whole and to set criteria against which the respective projects can be prioritised and financial resources can be allocated. This strategic role with respect to the development of the new national centres, for example for cycling and swimming, has enabled a number of facilities serving the needs of different sports to be built within restricted resources over a planned period of time.

6.7 Until the recent changes as a result of devolution the Council has been the only organisation fulfilling this strategic role and has focused its attention on the development of a strategy for the development of sport in Wales. The strategies that the Council has produced to date, in particular "Young People First", have identified important issues, sports development structures and confirmed the key aims and targets of the Council itself. Significant partners of the Council have been aware of the strategy and the Council's strategic priorities. The Arts Lottery and Sport Division of the Welsh Assembly Government is currently working on a major events strategy, aimed at the identification and promotion of all sporting events with a wider impact, and it is important that the work of the Council ties in with this.

6.8 However, whilst it is clear that there is a need for a strategic planning function for sport and for facilities in Wales, there are deficiencies in the current approach that the Sports Council has taken with respect to the preparation of a strategic plan for all of Welsh sport. These issues are discussed further in section 8.

### **Recommendation:**

**The Council should continue to fulfil a strategic planning role for sport, but this should be set within a wider strategic context, as outlined in section 8.**

## Advocacy

6.9 The Council's role as an advocate for sport and in raising the profile of sport inevitably overlaps with a wide range of other organisations that equally seek to attract interest in their sports, create partnerships and benefit from the allocation of resources. However, as with strategic planning, the critical issue is the level at which that advocacy role is pursued by the Council and the added value that they can bring. Provided the Council is respected as an informed strategic body representing a large and diverse sports constituency, the impact of their involvement is potentially greater than that of individual organisations.

6.10 The function of the Council as an advocate of sport at a governmental and strategic level, to assist partners to create new partnerships and realise greater investment in sport, is one of the most important functions that they can deliver. The consultation highlighted that the Council is not perceived as being fully effective in this area and that there is a need to clarify and strengthen aspects of this work as a priority. This relates to their advocacy work with the Welsh Assembly Members, Government departments and UK sports bodies. The Council also needs to act as a stronger advocate and awareness raiser of the value and contribution of sport to key strategic organisations in non-sporting sectors, in particular with health, education, community safety and regeneration organisations.

### **Recommendation:**

**The Council should strengthen its advocacy role, representing the interests of sport bodies and raising awareness of the value and contribution of sport, with the Welsh Assembly Members, Government departments, UK sports bodies and with representatives in the health, education, community safety and regeneration sectors. The delivery mechanisms that will enable the Council to extend its advocacy role and increase its effectiveness should be examined in the second stage of the review.**

## Government Relations

6.11 The Council acts in an advisory role to the Welsh Assembly Government and the Officials of the Arts, Lottery and Sports Division on sports policy matters, as well as attending meetings as requested to consider cross-departmental issues and report on performance. Under the current Lottery distribution arrangements the Council also maintains an advisory and reporting role with the Department of Culture, Media and Sport.

6.12 Where an informed strategic view is needed, or where it relates to a Council matter, then it remains appropriate for the Council to continue with this function. It is not necessary for the Council to provide advice and information on specific issues or even on specific sports that can and should be provided by other sporting organisations directly to Assembly Officials.

6.13 Given the relatively new status of the department and the potentially increased profile of sport within the Assembly, there is a different and evolving role for the Council. It is our view that this requires further attention.

### **Recommendation:**

**The Council should review the effectiveness of its relationships and communication with the new Assembly department and Ministers. Particular areas to consider include clearer identification of the contribution that the work of the Council makes to the Assembly agenda; closer working relationships ensuring that the department is involved earlier in option appraisals for areas requiring significant investment or cross departmental support; and more ambitious but robust cost benefit analysis of future proposals.**

## Partner support

6.14 The Council provides support (non financial) to a number of partners, in particular to Local Authorities and Governing Bodies of Sport. This support can be in the form of:

- professional and technical advice e.g. on facility issues or event management;
- research and other information (see later);
- resource materials or toolkits;
- consultation and networking opportunities e.g. meetings of chief leisure and recreation officers and sports development officers; and
- training (see later).

6.15 This support function is valued by the majority of partners that we consulted. It is clear that the strategic role and the accumulated knowledge within the Council on sporting matters enables staff to fulfil an important advisory role. It is also apparent that their perceived independence from the organisations that they are supporting enables different and sometimes difficult issues to be addressed at a senior management or political level.

6.16 The Council needs to ensure that this support continues to be given to partner organisations. However, it needs to review and confirm what is needed as a priority at this moment in time and consider the likely needs over the next few years. A critical appraisal of its own ability to provide support and advice and the skills and abilities of its staff to do so is required. Where there are gaps or alternative organisations that may be able to provide such support then opportunities for closer relationships need to be explored.

#### **Recommendation:**

**In stage two of the review further consideration should be given to the support provided by the Council to key partners, with a view to focusing such support on a limited number of areas critical to the partners and that other organisations are not able to provide. The skills and experience of the Council or other organisations to provide the support required should be appraised.**

#### **Elite athlete support**

6.17 Elite athletes are supported by the Council through the SPORTLOT scheme of Elite Cymru, and through the resources and support provided to the sports Governing Bodies. In support of Elite Cymru the Council provide a range of services, including the coaching, sports science and sports medicine sections, based at the Welsh Institute of Sport. Athletes can also obtain sports science and sports medicine services from a wider network of approved professionals with private practices or located in education institutions. The grants awarded to Governing Bodies enable them to access facilities and services in support of their elite athletes and their talent development programmes.

6.18 It is accepted in the UK and internationally that the provision of support services for athletes does improve the likelihood that they will fulfil their potential and achieve international success. It is therefore appropriate that services of a consistent standard are available for Welsh elite athletes.

6.19 Consultation with the governing bodies and national organisations, and research undertaken by the Council with elite athletes, indicates that the services provided to elite athletes are well regarded and perceived to be effective. The level of support provided by the Council is considered by some to be of a higher standard than is provided at a UK level, although a robust evaluation to substantiate that claim has not been undertaken. International success has been achieved by a number of athletes that have been supported by Elite Cymru.

6.20 The effectiveness of the support being provided across many different sports and a large number of elite athletes has however been questioned by some consultees. This issue of more focused funding is one that we recommend is considered as part of stage two of the review.

6.21 The Council currently directly provides the majority of the services for elite athletes using employed staff located at WIS, although as already stated there is also some use of professionals operating within private practices and further/higher education institutions. This combined approach to the provision of services appears to be a practical solution in the short term to meeting the athletes needs within a relatively immature market.

6.22 However there may be some benefits in exploring an alternative approach to that of the Council as a direct provider and that enables greater flexibility in responding to the needs of the athletes and the growth of the market. This is further considered in section 7 on the national centres.

#### **Recommendation:**

**The Council should continue to ensure that elite athletes receive a consistent level of support. The approach to delivering such support will need to be reviewed in connection with the future proposals for the national centres and within stage two as the merits of more focused funding are examined.**

#### **Education and training**

6.23 The Council work in a number of ways and with a range of partners to meet the education and training needs of those working in sport. This includes:

- professional development opportunities e.g. training events for sports development officers, work with SPRITO;
- training and support for sports leaders, through funding the British Sports Trust;
- setting up and administering coaching courses through the coaching unit; and
- organisation of the National Coach of the Year awards

6.24 This function is critical for the sports and leisure sector and to ensure that sport is achieving its full potential as a contributor to the lifelong learning agenda. At present there appears to be little co-ordination of the sectors needs, although SPRITO have recently been grant aided to undertake a review. It is our view that the Council needs to review further the importance of education and training, and the wider volunteering agenda, and consider further its role in partnership with others.

### **Recommendation:**

**The Council should place a greater emphasis on education and training, including the recruitment, retention and training of both volunteers and professionals, to support amateur sport and the wider leisure industry. This should be at a strategic rather than operational level. The delivery mechanisms that will enable this to be achieved should be examined further in the second stage of the review.**

### **Participation programmes**

6.25 As a development agency the Council currently develops programmes or initiatives to encourage participation and involvement in leadership, particularly among young people and under represented groups, and to encourage good practice. Examples of current initiatives include Dragon Sport aiming to increase participation among 7-11 year olds, Girls First which targets 11-16 year old girls, Chwarae Teg promoting fair play and Disability Sport Cymru's schemes to increase participation among young disabled people and provide support structures for talented disabled competitors. The Council's functions are wide reaching:

- Identification of the gap in the market and/or of an issue needing to be addressed;
- Design and development of the programme concept and materials, usually in consultation with other organisations;
- Identification of appropriate organisations to take responsibility for the implementation and direct delivery of the programme and influencing/persuading them to take on board the initiative;
- In some instances, identifying sources of funding to support the programme implementation;
- Support and advice to those delivering the programme; and
- Evaluation of the impact and sharing of lessons learnt.

6.26 The Council has focused its attention on young people, with the aim of encouraging lifelong participation in sport, and on areas where it considers that intervention is required to address areas of concern and inequities in provision, and to achieve its participation targets.

6.27 The impact of such programmes can be evaluated at two levels. Firstly whether they achieve project level targets related to increasing participation and secondly whether the longer term trends in participation by young people and adults increase, although the latter clearly relate to a wider range of contributing factors than just the Council's programmes. It is difficult to evaluate the impact that the most recent initiatives have had as they are in their early stages of development and will not yet have been fully evaluated, but quantitative data is available related to some targets such as the number of junior clubs developed, and the number of new clubs catering for people with disabilities. These demonstrate a positive trend in improvement.

6.28 With respect to the strategic aims, the latest available data collected for adults in 1999 demonstrated an increase in adult participation to 55%, up from 47% in 1997/98. A small improvement in levels of participation by 15-24 year olds was recorded, although little change was evident in reducing the gender gap between men and women and differences in participation levels across regions in Wales. Participation by young people of school age in extra curricular activities and as club members appears to have increased and original targets set have been exceeded, although it is not possible to establish to what extent this is as a result of actual improvements or changes in data collection methodology. It should be noted that the data being used for adult participation is based on 1998/99 statistics and for young people 2000/01, and so any more recent impact has not yet been assessed.

6.29 Our consultation identified that a number of these initiatives and programmes are viewed positively, for example Disability Sport Cymru by a number of the local authorities. However there is concern, particularly among smaller authorities and Governing Bodies, about the difficulty of taking on all such initiatives given their own often limited staff resource.

6.30 In line with the strategic functions of the Council, it is our view that identification of the weaknesses/gaps in current provision and exploring solutions is an appropriate and important function for the Council that should be continued.

6.31 In the current context and given the resources available during the next few years, we would however recommend that a robust and critical evaluation of the need for new programmes or initiatives be undertaken. Two principles should underpin this evaluation. Firstly whether there are alternatives to the development of a new programme or initiative either through strengthening structures or development systems already available or through disseminating more examples and information on good practice. Secondly, that of the Council as the programme developer and deliverer of last resort so as to be consistent with the wider principle of encouraging greater self reliance among organisations providing sporting opportunities and subsidiarity.

**Recommendation:**

**The Council should continue to identify the critical areas where advice and assistance is needed by sports providers to address inequalities in sport and to encourage good practice among sports participants and leaders. Their role in the development and implementation of any future programmes and initiatives should be critically appraised to establish need and encourage self-reliance. Exit strategies for current initiatives and programmes should be confirmed to ensure that the Council is working towards the mainstreaming of such initiatives through other providers.**

**Grant programmes**

6.32 The Council fulfil a number of functions related to the provision of grants such as SPORTLOT Community Chest, Community Investment Fund, Social Inclusion in Sport Scheme, Minor Grants, Elite Cymru and Coach Cymru as well as the Local Sports Development Grants, Sport Safety Grants and Overseas Expedition grants. These include:

- Design and development of the grant scheme criteria and application forms;
- Awareness raising and promotion of the grant schemes and of awards made;
- Providing development and technical advice to potential applicants;
- Assessment of schemes;
- Servicing Lottery Panels;
- Notification of awards;
- Compliance issues; and
- Monitoring and evaluation.

6.33 The informed view that the Council is able to provide through its strategic overview of sporting need and as a sports development agency places it in a good position to both support the application process and to distribute funding.

6.34 Our consultation to date identified general support for this combined approach, although we have not consulted widely with lottery applicants such as clubs or schools. A limited number of issues have however been brought to our attention about funding streams and the process in general. These include:

- conflicting messages about the priorities of the Council being given by those providing applicants with advice and those making decisions on awards.
- lack of clarity about the extent to which the lottery panel is independent from the Council.
- bureaucracy of some of the application processes.
- extent to which the funding available is able to achieve the desired impact, related to community funding, and the policy of wide dispersal of funding, related to elite funding in particular.

These should be explored further as part of the second stage of the review.

6.35 The second stage will also need to take into account the outcome of the DCMS review of Lottery funding.

**Recommendation:**

**The Council's function as a distributor of funding and in support of the applicant process should be continued. In stage two of the review further consideration should be given to the priorities for funding and to evaluating the merits of focusing resources into fewer funding streams and, at an elite level, potentially to fewer sports and/or applicants.**

### **Research and evaluation**

6.36 The Council undertakes research to inform its policy decisions, evaluate the impact of its own initiatives and assess customer satisfaction.

37. The main area of external research undertaken is the bi-annual survey of participation in sport which results in data being available for each local authority area and for Wales as a whole. The collection and interpretation of this data remains an important function for the Council, and is valued by the local authority partners that we consulted.
38. The Council also potentially has a role in collecting evidence to assist organisations to demonstrate the contribution that sport makes to the wider agenda and as an agency promoting good practice across sports and across providers. Within other Sports Council's, both in England and Scotland, more positive action has been taken to gather some of the evidence already available and to put in place research and evaluation schemes for the future. This is an area which is at present under developed that we would recommend is given a higher priority in the Council's functions.

6.39 It is also an area where there may be potential in developing closer working relationships with the other sports council's, all of whom are collecting and disseminating similar evidence for their respective countries.

6.40 The Council also undertakes research into the views of partners and other organisations on the processes and effectiveness of initiatives and funding streams, which are primarily used for internal purposes. This is a necessary function and should ensure that the Council continues to improve its services and programmes. However there may be merit in further consideration being given to measuring the outcomes of such schemes and to disseminating such information to a wider audience.

### **Recommendation:**

**The Council should give a higher priority to its research and evaluation programme, in particular collecting the evidence base necessary to assist sports organisations make the case for sport and to demonstrate its impact on sporting and non sporting outcomes such as health, lifelong learning and community safety. It should also take a more proactive role in sharing evidence and good practice.**

### **Information and Awareness Raising**

6.41 The Council includes as part of its functions an awareness-raising role. If sports participation is to be increased, individual members of the public need to be encouraged to be interested in sport and persuaded that they can get involved in sport and will benefit from it. They also need to be aware of and able to access the sporting opportunities available at a local level. As the strategic body for sport, it is appropriate that the Council ensures that the public are aware of and interested in sport, although it does not need to be the direct deliverer of that function.

6.42 We are not aware of any national campaigns to encourage more active lifestyles and increased participation in sport in Wales, although this is being done by some organisations, such as health promotion units and local authorities, at a local level. At the current time the main focus of the Council, with respect to awareness raising among the public (as opposed to organisations), is its work with the media. In particular the Council is working to obtain a broader representation of sports in the press and broadcast media, with particular attention being paid to the gender imbalance within current coverage.

6.43 The media market is imperfect in that concentrates its coverage on a few men's professional sports and gives limited recognition or coverage to amateur and minority sports or to the achievement of women and girls. There is a need to influence change within the market if more balanced coverage and profile is to be obtained for different sports and a wider participation base. There is also a need to support some smaller organisations with limited resources to promote their sport. This requires a cross sport approach and it would therefore seem appropriate that the Council as an advocate for sports equity and all sporting interests fulfils this function.

6.44 The Council has built up relationships with the media and with sporting organisations providing the stories, and has begun to achieve some successes at a delivery level i.e. through getting some increased coverage principally in the medium of print. It is less apparent the extent to which they have been able to influence the wider media market. Whilst ideally the role as influencer, and provider of stories, to the media would be necessary for a short time period only until the market itself takes it on board,

realistically this may need to be continued for some time yet. Influencing the commercial media market is also an area where they are unlikely to be able to achieve significant change alone. To achieve the longer term desired outcome the Council will need to be more proactive in co-ordinating its own resources and the resources of the Assembly and other strategic partners to reach and influence key decision makers.

6.45 In addition to public awareness, the individuals and organisations providing sports opportunities need to be aware of the programmes, initiatives and funding streams that can provide them with the support and advice they need. The role of awareness raising of the programmes, initiatives and funding streams available for sport is an integral part of being a development agency and is a function that will need to continue.

6.46 The Council provides such information to such individuals and organisations through a variety of approaches:

- The information centre, located at WIS;
- The Council's web site;
- Publications;
- The Council newsletter;
- The media; and
- Training events.

6.47 Being an informed point of contact and source of information was seen by partners that we consulted with as an important function of the Council and is closely linked with partner support. The way in which information is available and disseminated currently has some weaknesses which should be considered in the next stage of the review, in particular there is an increasing expectation of information being available through the Council's web site which is not currently being met. We understand that a recent evaluation of the Council's information centre has taken place, which should also be taken into account in stage two of the review.

6.48 The Council has been effective in raising awareness of its own programmes, initiatives and funding streams, and to an extent its own profile, among key sporting partners such as local authorities and Governing Bodies. However there is also a need for the profile to be raised of other programmes, initiatives and funding streams for sport available through other organisations. It is also likely, if the advocacy role of the Council expands and new opportunities are successfully identified within education, health, community safety and regeneration, that the Council may need to play a more proactive role in informing sports organisations of how links and partnerships can be made that will benefit all the organisations involved.

#### **Recommendation:**

**In the second stage of the review more detailed consideration should be given to the Council's role with respect to awareness raising. In particular to consider:**

- **The role of the Council and others with respect to national campaigns to encourage more active lifestyles and increased participation in sport.**
- **Its wider role in raising the profile of programmes, initiatives and funding streams within health, lifelong learning, community safety and regeneration that can sport can link to and benefit from as a contributor to broader non-sporting objectives.**

The National Centres

6.49 The national centres have been considered separately in section seven.

#### **Summary**

6.50 The primary role for the Independent Body [Council] is that of an informed national agency for sport, operating at a strategic level, not as a direct provider or deliverer. Its functions should contribute towards the attainment of its stated aims for increased participation, equity and sporting success and should assist and support other providers of sport to be self sufficient as organisations, to obtain the necessary resources and to be effective in delivering safe and equitable sporting opportunities that meet the needs of all the community and of athletes at all levels.

6.51 We recommend that the Independent Body should:

- fulfil a strategic planning role for sport, but this should be set within a wider strategic context, as outlined further in section 8.
- contribute to the development of ambitious and innovative goals, proposals, major events and projects for sport within Wales.
- strengthen its advocacy role, representing the interests of sport bodies and raising awareness of the value and contribution of sport, with government, UK sports bodies and with representatives in the health, education, community safety and regeneration sectors.
- review the effectiveness of its relationships and communication with the new Assembly department and Ministers.
- place a greater emphasis on education and training, including the recruitment, retention and training of both volunteers and professionals, to support amateur sport and the wider leisure industry.
- continue to identify the critical areas where advice and assistance is needed by sports providers to address inequalities in sport and to encourage good practice among sports participants and leaders.
- critically appraise the need for it to develop new participation programmes and initiatives in the future against the principles of encouraging self reliance, subsidiarity and the Council as the programme developer or deliverer of last resort.
- continue to both distribute funding and support the applicant process.
- give a higher priority to its research and evaluation programme, in particular collecting the evidence base necessary to demonstrate the impact of sport, and take a more proactive role in sharing evidence and good practice.

6.52 In the second stage of the review we recommend that the following matters be given further consideration:

- the delivery mechanisms that will enable the Council to extend its advocacy role and strengthen its work with respect to education and training of both professionals and volunteers.
- the support provided by the Council to key partners, with a view to focusing such support on a limited number of areas critical to the partners and that other organisations are not able to provide.
- the approach to delivering support to elite athletes in connection with the future proposals for the national centres and more focused funding.
- the priorities for funding and the merits of focusing resources into fewer grant aid programmes and, at an elite level, potentially to fewer sports and/or applicants.
- the effectiveness of its current awareness-raising role and in the provision of information.

6.53 In light of the above recommendations we would also recommend that consideration be given in the second stage of the review to the skills and experience of the Council and its staff and their ability to deliver against a changing agenda.

### **Are there additional functions that SCW could usefully take on?**

6.54 Given the breadth of the Council's existing functions, we have not identified any additional functions that it would be of value for the Council to take on. The critical issue for the Council is the matching of its resources to those functions. It is our view that there are significant pressures on the human and financial resources that are currently available to the Council that make it essential to identify key priorities and link these to resources.

#### **Recommendation:**

**Within the second stage of the review consideration should be given to the prioritisation of the respective elements within each function and to the allocation of resources.**

### **Are there any overlaps with other bodies which could/should be eliminated?**

6.55 We have no evidence of significant overlaps between the current functions of the Sports Council and other bodies.

6.56 It is clear that there is concern over the respective roles and functions of the Council and the new Assembly department that need to be addressed.

6.57 It is also apparent that there is some ambiguity in the relationship between the DCMS, the Assembly and the Council that should be resolved.

#### **Recommendation:**

**The Assembly should work with the Council and the DCMS to address these issues.**

### **Is it appropriate for the functions to be carried out through public funding?**

6.58 If public funding were not available the Council would have to look to other sources to cover its core costs and for the development and implementation of its non-lottery funded services and initiatives. It would then be competing with other sports providers for funding from grants, donations and sponsorship or would need to generate income by charging for its services or alternatively by operating a service that would make a profit that could subsidise its activities.

6.59 To charge for a service, the market that you are selling to must want to buy the service that you provide and must be able to afford to pay for it. However, large parts of the Council's work are about influencing and persuading local authorities and governing bodies to improve the standards of facilities and coaching and to do things that they might not naturally do or even want to do, for example making sport more equitable. Both Governing Bodies and Local Authorities have limited resources and are not likely to be in a position to pay for such services. The only area where realistically organisations might be willing to pay is for advice that results them in obtaining additional funding for sport, although many funding streams including the Lottery do not allow such fees to be reclaimed.

6.60 The Council could set up a commercial arm that would operate profitably and could subsidise its other activities. For example it could establish a consultancy service or operate a sports facility on a commercial basis. This would be a risky, require significant resource to be successful and would divert focus away from sports strategy and policy. It is doubtful whether an attractive market could currently be identified to deliver significant returns. It would also place the Council in direct competition with other providers in the market place and could result in a number of real or perceived conflicts of interest arising.

6.61 Grant aid may be possible for discrete aspects of the Council's work, where it could be seen to meet the specific funds criteria. However most grants have very specific outcomes and/or fund specific geographical areas or activities. Identifying and attracting grant aid is very resource intensive and there are no identifiable sources of grant aid that would cover all aspects of the Council's work on a cross-Wales basis.

6.62 We therefore conclude that the work it carries out should continue to be met substantially by public funding.

## **7. The National Centres**

7.1 The brief for this review required specific attention to be given to the national centres currently operated by the Council. In this first stage we have considered whether there is a need for the national centres, issues related to the legal status of the centres and options for the provision and future management of the facilities.

7.2 The national centres being reviewed are Plas Menai, near Caernarfon and the Welsh Institute of Sport (WIS) in Cardiff, both of which are owned by the Sports Council for Wales Trust and managed by staff employed by the Council. Plas Menai also has an arrangement by which it can use facilities at Pwllheli as a base for elite level training.

Principles underpinning the Council's role

7.3 We have identified two principles that are adopted in other areas of the Council's work that we believe should apply to the review of the national centres.

7.4 The first is that the Sports Council does not provide (own) facilities, other than as a last resort. WIS and Plas Menai are the only sports facilities owned and managed by the Council. All other sports facilities in Wales that provide for community or elite sport, including the six other designated national centres in Wales, are owned and managed by other organisations (see table 4.4 above). This ensures that the Council does not take on significant risk related to the provision and maintenance of sports facilities and acknowledges that there are other organisations in the market place that are willing and able to make such provision and take on the associated risks.

7.5 The second principle is to support sports organisations to be stable and self-sufficient (subject to appropriate financial

support). When applied in the context of the national centres this means that facility provision should be approached in such a way as to encourage self-reliance among sports organisations and prevent a dependency culture. It is appreciated that for some governing bodies the levels of expertise available to them will mean that this will not be achieved quickly, and in some cases may not be fully achievable.

7.6 In recommending the way forward for the national centres, we have assumed that these two principles are accepted.

#### Definition of a national centre

7.7 We have not found a standard definition of what a "national centre" is or the services that it should provide in Wales or across the UK, although the Council's operational plan 2002/03 includes a broad description of the objectives and functions of the two centres.

7.8 Whilst some broad objectives have been identified, we are not aware of these having been translated into specific outcome indicators that can be used to measure performance and to explain to people what it is that the national centres achieve. For example, if a key aim for a national centre such as WIS is to enable talented individuals to progress and achieve national or international success, then there needs to be some measurement of whether it is delivering against that aim. All governing bodies hold data related to the performance of their athletes, therefore an example of a measure could be the achievement of elite athletes regularly using WIS (based on rankings, medals or other agreed indicators). This could also be a useful base for comparison between athletes using a national centre and those choosing to train elsewhere. Clearly the provision of a facility is only one element in achieving such success, but if such measures were combined with results collected through occasional satisfaction/perception surveys - such as the extent to which athletes and coaches believe that the facilities provided at WIS made a significant contribution to achieving such success - a picture could be built up as to the contribution that the provision of facilities at WIS is making. Research of this nature related to WIS was included as part of the evaluation of the Commonwealth Games, which is an approach that potentially could be broadened.

7.9 Based on the information collected during our review and consultations we have concluded that the two national centres (and others provided in other parts of the UK) have evolved to meet two different needs. We therefore consider the issues related to each centre separately.

### **The Welsh Institute of Sport**

#### Role and functions

7.10 The Welsh Institute of Sport provides facilities that Governing Bodies in a number of sports can use for the training of their elite athletes and, as required, for competitive events. Specifically, the facility aims to support a limited number of sportswomen and men, as individual players or in teams, that have the potential to achieve international success. The principle behind the national centre is that it should provide access to facilities for training purposes that are intended to be of an equal standard to those that will be used on an international stage and that comply with the technical requirements of the sport at the highest level. The centre also provides facilities that are able to support national level competitive events. More recently the wider role that the centre should play in the provision of services, such as sports science, and in the development of expertise in areas such as coaching, has been recognised.

7.11 The main functions at WIS include the provision of:

- Facilities and support to Governing Bodies of Sport. This mainly relates to Governing Bodies having agreed access to the facilities for training and competition events, with the Centre dealing with the operation and management of the facilities.
- Facilities and services for elite athletes. As the hub site for the Welsh arm of the UK Sports Institute (UKSI Cymru) elite athletes have access to the facilities for training and coaching purposes as well as being able to access sports science, sports medicine, sports psychology, careers advice and lifestyle management advice.
- Facilities for use by the public and by organisations, such as regional and local sports clubs and associations, on a casual and pre-booked basis. This includes use of the fitness facilities, swimming pool and hires of the centre's sporting facilities and meeting rooms.
- Office accommodation and meeting room space for the staff of WIS and other Sports Council staff and Members.
- Support facilities and services including accommodation, catering and bar functions.

#### The need for a national centre

7.12 Throughout the world and across virtually all sports, it is accepted that to achieve international sporting success athletes

must have access to the right facilities, coaching and support services and the provision of venues that focus on the needs of the top athletes is widespread. Institutes of sport or national centres are provided in many countries including Australia, Finland, Spain and France. We therefore accept that the principle of ensuring that Welsh athletes have access to such facilities and services is valid.

7.13 The strategic need in Wales for sports facilities that cater for elite sport has been identified by the Council in its national facilities strategy. Our consultation with Governing Bodies and other organisations involved with elite sport in Wales and the UK identified the importance that those involved with sport place on the facilities and services provided at WIS.

7.14 However, the need for WIS to be provided by the Council itself as opposed to another organisation, is based on the premise that:

- There are a number of Governing Bodies of Sport with talented and elite athletes that do not have resources available to build and operate their own facilities
- That other providers will not build specialist facilities, mainly due to the costs of building, operating and regularly upgrading such facilities
- That where comparable facilities exist for some sports, for example in some local authorities, Governing Bodies and elite athletes are not able to obtain sufficient time and access to them for elite training and competition purposes as they are provided principally for community use.

7.15 The Welsh Governing Bodies that we consulted with that use the centres confirmed that they are small organisations with limited financial resources and few professional staff. Most non-administrative staff appointed are financially supported through grant aid from the Council or SPORTLOT. For example the Welsh Judo Association has a National Administrator (their most senior post) part funded by the Council, a national coach and 2 part-time development officers all of whom are fully funded through grant aid. Other individuals act in a volunteer capacity as trustees and committee members, which limits both the extent of responsibility they may be willing to accept and the amount of time they are able to devote to the sport.

7.16 Our consultations and the review of facility providers for sport in Wales confirms that there are few alternative providers willing to invest in and maintain sports facilities of a specialist nature that provide significant access for elite sport. Local authorities find it increasingly difficult to justify such financial support although there are recent examples of a willingness to support some new provision, such as at the new National Pool and Velodrome. The University of Wales is also providing specialist athletics facilities. However, these centres involve marrying the needs of one sport and its respective disciplines with significant community or student access, rather than many different sports.

7.17 Governing Bodies, such as netball and judo, also highlighted the difficulty in finding alternative venues in Wales with appropriate facilities. Netball for example, stated that existing facilities cannot meet the technical specifications required for top-level competition such as the amount of run off space at the end of the court or the provision of a sprung wooden floor with sunken posts. Governing Bodies also highlighted that even where facilities are needed for training they find it difficult to access sufficient peak time use to meet their needs, as the facilities cater principally for wider public use. The lack of event management expertise at other venues was also identified as an issue.

**7.18 We therefore conclude that there remains a need for sporting facilities that specifically provide for and focus on the needs of elite athletes and Governing Bodies, particularly the smaller Governing Bodies with less resource. The market place at the current time is not naturally providing such facilities and the smaller Governing Bodies consider that they lack the human and financial resources to take on the responsibilities and risks associated with such provision.**

**Recommendation:** The facilities provided at WIS should be sustained until longer term needs and market capabilities are confirmed following recommendations in 7.75.

Effectiveness of the Centre

7.19 The ability of the centre to fulfil all of its current functions and its effectiveness in doing so will assist in reaching a conclusion on the way forward for WIS. A number of issues have been identified through the consultation process and through comparison with other organisations that need to be considered including:

- Location
- Facility design, mix and standards
- The mix of functions and services

- The mix of users and legal status
- Cost of provision and the risk to the Council
- Achievements
- Future changes and technological advancements

## Location

7.20 Options for the location of the centre and approach to investment include to:

- Redevelop and refurbish existing buildings at Sophia Gardens.
- Undertake a partial or complete rebuild on the existing site.
- Relocate to another site within Cardiff, for example move it to the Bay.
- Identify a new location, preferably where access is best for as many Welsh athletes as possible, and rebuild.

7.21 WIS is currently located within the capital city of Wales, within easy reach of the M4 and within a reasonable travel distance for athletes living in much of southern and mid Wales. It is close to the city centre, which brings kudos in the eyes of some people and organisations and makes it attractive to visitors from overseas. It is located at a venue with a tradition of sporting use and is alongside Glamorgan County Cricket Ground. The proximity of education institutions and businesses mean that it is a good location for elite athletes who are studying or working whilst training in their sport. Its central location also means that it has a potentially high sale value for the land, if that were to be considered.

7.22 The main disadvantage of its current location is its distance from athletes and Governing Bodies located in Mid and North Wales and the associated perception that the Council is not meeting their needs and is "Cardiff centric". The city centre location also has some physical constraints, if significant expansion were to be needed in the future, and parking difficulties.

## Facility design, mix and standards

7.23 Options related to the facility mix include to:

- Replace the same facility mix, but with improvements to the design or standard.
- Rationalise facilities, based on clear identification of priority needs.
- Provision of additional facilities, based on clear identification of priority needs.

7.24 WIS currently provides a mix of sporting facilities to meet the needs of elite athletes, sporting organisations and the public. It also provides catering facilities, overnight accommodation, meeting space and office accommodation.

7.25 The current mix of facilities enables WIS to provide a fully serviced package for users of the centre and to meet varied needs. Some economies of scale are achieved through providing shared core facilities, management functions and services. It also enables some income generation activities to take place.

7.26 However, WIS is now 30 years old and does not fully meet the specification that might be expected for a facility described as a "national centre" or to be effective in fulfilling some of its functions. Weaknesses that have been identified include:

- Failings in the building fabric and structures and out of date plant, mechanical and electrical equipment.
- A general need for refurbishment and modernisation, including the creation of an appropriate national events arena.
- Difficulties in separating the access to and management of the different facilities, to enable maximum use of the facilities at any one time and to enable some areas to be designated areas for specific governing bodies.
- Facilities that are not fully accessible for people with disabilities, including very limited disabled accessible accommodation.
- A building layout that is not user friendly.
- Functional rooms and office space spread out around the building, resulting in the services provided and staff of the Council to be in many different locations.

7.27 In addition, although difficult to quantify, the centre does not have the 'impact or presence' that might be expected of a key facility providing for top Welsh sportsmen and women and that is viewed as the nerve centre for UKSI Cymru. It does not portray a modern image of sport and sporting excellence. WIS does not compare favourably with other institutes of sport, for example in Scotland, or with modern sports facilities such as those provided in Manchester or Sheffield.

7.28 The implications of the weaknesses identified are the need for investment or replacement of the current national centre. The

alternative is not to invest and to let the facility, as it is, continue until it reaches the end of its operational life, subject to acceptance of the detrimental consequences for sport that would occur.

The mix of functions and services

7.29 Options related to the functions and services provided at WIS include to:

- Maintain the status quo i.e. integrated provision.
- Relocate the Council and/or the services provided as part of UKSI Cymru to a different venue.

7.30 As already outlined WIS presently fulfils a number of functions related to the provision of sporting facilities and accommodation for Governing Bodies, elite athletes, the public and the Sports Council.

7.31 For the purposes of this section we have separated these out as:

- Facility management i.e. making sporting facilities and accommodation available and safe for others to hire or use on a casual basis
- Activity and event management i.e. employing coaches or instructors to take organised sports sessions and courses and providing staff and management expertise for other organisations hiring the facilities for events.
- Office accommodation and treatment rooms for UKSI Cymru services i.e. the provision of support to elite athletes and those involved in sports specific academies, such as sports science, sports medicine and lifestyle advice.
- Office accommodation for other services provided by the Council of direct benefit to WIS users e.g. Governing Body Services and the Coaching programme.
- Office accommodation for other staff and services of the Sports Council, including the information centre.

7.32 At the present time the majority of these functions are provided and managed by staff employed by the Council and located at WIS. A limited number of the facility management functions have been contracted out to other operators including catering in 1995, security in 1999 and cleaning in 2002, although the overall contract management function remains with the Council.

7.33 With respect to the operational management of the facility a positive approach to management of the centre is evident. The centre has been awarded and retained Charter Mark on two occasions and has implemented and received external registration for Quest, the recognised quality standard for the sport and leisure sector. It has also been awarded Investors in People Status and submits its accommodation to external assessment under the Wales Tourist Board Accommodation Quality Scheme. Regular surveys of partners and of users are undertaken.

7.34 Governing Bodies using the centre are positive about the current management approach and have identified one of the strengths of the centre as the level of understanding of staff in relation to their needs and in particular the level of event management expertise, which many feel is not available at other venues. Feedback from user surveys is also generally positive.

7.35 With respect to the benefits of all the services and key people being located in one place, these are primarily felt by the Governing Bodies and elite athletes who need to interact with the Council on a wide range of issues. This approach provides them with a "one stop shop" where individuals and organisations are able to carry out a range of actions and to receive support and advice on several different matters, thus potentially minimising difficulties and the amount of time needing to be spent on such matters. It is their view that integrated direct management enables the Council to maintain a focus on sport as the priority, to develop close relationships with athletes and Governing Bodies, and to resolve issues quickly. It also allows Governing Bodies to focus on their sport and athletes without having responsibility for the building and its operation. This integrated approach is considered to be a sound model by both the UKSI and the BOA.

7.36 The disadvantages to this approach at WIS relate to the focus of different providers as well as more practical issues. By separating out functions and making them less dependent and integrated, each provider may be able to focus its expertise on the delivery of one service or function. Separate providers may be more willing to challenge the operational practices of each other to ensure they are up to date, effective and to assist them to achieve the desired outcomes. It may also enable the cost of current provision to be tested in the wider market place to ensure it represents value for money.

7.37 There are examples of where different approaches to the delivery of services are being adopted in the UK and abroad. This includes the separation of the English and Scottish arms of the UKSI from their respective Sports Council's and from the national centres, and the involvement of a private sector management contractor in the facility and activity management functions of Sport England's national centres.

7.38 Current ownership and management arrangements at WIS, whilst popular with the Governing Bodies, allow them to have access to facilities and services without taking on any risk or responsibility for those services. This approach therefore does little to promote a sense of ownership or self-reliance and works against one of the underpinning principles outlined earlier.

7.39 On a more practical level, at WIS the building design and facilities result in dispersed services and staff across the centre, which may not always enhance operational efficiency or a team approach.

The mix of users and legal status

7.40 Options related to the mix of users include to:

- Maintain the status quo, with elite and public use at broadly the current levels.
- Increase the extent of time and access Governing bodies currently have, but retain some public use.
- Maintain the current time available to Governing Bodies and retain public access, but reduce the number of Governing Bodies using WIS (thereby potentially increasing the time available to those who remain as priority users).
- Stop public access.

7.41 The facilities and services at WIS are used by Governing Bodies, elite athletes and their coaches, other sports organisations and clubs, schools, businesses and the general public for both casual and organised activities and events of a sporting, administrative and social nature.

7.42 In excess of 40 sports governing bodies use WIS. The major governing body users, in receipt of the largest facility grants, are currently:

- Welsh Amateur Gymnastics Association
- Welsh Amateur Swimming Association
- Welsh Badminton Union
- Welsh Table Tennis Association
- Welsh Hockey Union
- Welsh Judo Association
- Welsh Netball Association
- Federation of Sports Associations for the Disabled
- Welsh Fencing Association
- Football in the Community

7.43 Hours of use by Governing Bodies have steadily increased, with an additional 5,000 hours of use taking place in 2002/03 compared to 1997/98 if the forecast use for the current year is achieved (changes in data collection methodology mean it is not possible to compare with actual usage for 2001/02). Use during the first six months of this year indicates that the target is likely to be achieved. Hours of Governing body use from April to September 2002 represented 56% of actual usage or approximately 25% of available time. Use by the public and other organisations, excluding the Sports Council, was just under 38% of actual usage or 17% of available time.

7.44 This mixed use is historic and reflects the fact that in its early years levels of use by governing bodies and elite athletes were much lower than they are now. However this mixed use approach also ensures that the centre is not perceived as "exclusive" and enables it to contribute to meeting local sporting need. It enables important income generation activities to be provided and ensures that the centre can comply with its charitable status requiring access and the provision of opportunities for the public benefit.

7.45 However, there are conflicts between meeting the growing demand for facility time from the Governing Bodies and athletes and the reasonable expectations of members of the public that regularly use the facility and have taken out a membership. We have been informed by Governing Bodies and by staff at the centre that the centre cannot meet the demands of all the Governing Bodies for peak time access, although spare capacity remains during off peak hours.

7.46 Having commitments to the public may also limit the flexibility of the centre management to accommodate late changes to booking requirements and is perceived by the Governing Bodies as diverting the focus of the centre management team and staff.

7.47 The argument of the need for the centre to meet local sporting need is also not as strong. Since WIS opened, many other community sports facilities have been opened in and around Cardiff that provide similar facilities and activities that meet the needs of local people.

7.48 The other issue that has to be considered with respect to use is the legal status of the centre. Both WIS and Plas Menai are presently owned by the Sports Council for Wales Trust and must comply with charitable objectives which require there to be significant public benefit from the facilities.

7.49 The advantages of charitable status remain mainly financial. Its main benefit to the Council is in the saving of around £250,000 per annum in business rates. However, it can be argued that from the position of the funding of Wales as a whole this is circular funding, since the City of Cardiff and Gwynedd County Councils would otherwise be the beneficiaries of this amount and they are also funded in part by the Welsh Assembly Government. The key problem here is that the charitable status of the Trust is maintained only if the preponderance of benefits from its activities are broadly available to the public.

7.50 In the case of WIS 34% (2001/2 figures) of sports income is related to specific use for the national governing bodies of sport in Wales and Welsh elite athletes which rises to 56% if governing body junior participants are included – they are currently classed as charitable use. Any further decrease in public access and use of the centres could make the position of WIS untenable from the viewpoint of charitable status.

#### Cost of provision and the risk to the Council

7.51 WIS operates at an annual deficit. Total costs for WIS in this current year are budgeted at £256,000, including £190,000 net operating costs. Since 1997/98 net operating costs have been reduced by £54,000, although due to the age of the building the investment required to maintain the building fabric, facilities and plant is increasing.

7.52 The current ownership of the facility and operation of the centre and the services by the Council clearly places the full management and financial risk with the Council, rather than with any of the sporting organisations benefiting from the facility provided. It also enables final decision making to be made by the Council rather than by the organisations whose needs are being met.

7.53 Whilst this position may have been acceptable in the past, progress is being made with respect to strengthening and modernising the Governing Bodies of Sport and in giving them greater freedom (and greater accountability) for the resources invested in their sports. In line with the principle of self-reliance it would seem an appropriate time to consider the options available to involve them further in decision-making and financial accountability with respect to the national centres.

#### Achievements and targets

7.54 At a strategic level the Council has two outcome measures for sporting excellence that it could be stated that WIS will contribute to:

- Increasing the number of Welsh individuals achieving British representation to 350 by the year 2005 and the number of British champions to 150.
- Maintaining Wales standing in the Commonwealth by finishing third in medals per capita at future games and increasing the number of medals per million to 7.5 by 2006.

7.55 The first target was exceeded in 1999/00 and it is not apparent that a subsequent target has been set other than to maintain that level. Information is not provided within the corporate performance reports to identify which sports are achieving or the contribution that WIS makes to that outcome.

7.56 The second target was partially achieved. The Wales per capita medals total in the 2002 Commonwealth Games was 10.62, thereby exceeding the target, although Wales overall placement was 4<sup>th</sup>. The Council's Report on the Commonwealth Games 2002 does provide an indication of the contribution that WIS made to achieving that outcome. Of the sports that are the main users of WIS listed above, 7 had competitors at the games and 4 achieved a medal placement including a bronze for badminton, 2 silvers and a bronze in judo, a bronze in swimming for elite athletes with disabilities and a silver in table tennis. Other sports using WIS, such as weightlifting, also obtained medals. 41 individuals were involved in winning medals at the games the majority of whom were supported by the sports science support service. Many of the competitors at the games used WIS to train. This does provide some evidence that WIS is contributing to the achievement of the strategic goals for sporting excellence in Wales.

7.57 At an operational level the 2001/2002 Report of Achievement from the Council identifies the main achievements of the Welsh Institute to be:

- The hosting of significant events including the British National Wheelchair Championships and some sports within the Special Olympics UK
- An increase in the number of long term athletes staying at the Institute, with 4 athletes/coaches specifically mentioned
- Increased public and Governing Body usage
- Obtaining "Qualified Lifeguards Approved Centre" status
- Receipt of a silver award by the Welsh Food Standard agency
- Improvements to the management information system.

7.58 Top line targets are related to the number of hours of governing body usage and expenditure on the centre. For 2001/02 usage targets were just about achieved (35,899 hours compared to the target of 36,000) and net running costs were kept on target. A slight increase was evident in capital and project costs although this is identified as being for additional projects to those identified within the target figure.

7.59 Additional targets are identified under the respective sections located at WIS who are responsible for delivery of services and support to Governing Bodies and elite athletes including Elite Cymru, Coach Cymru, Coaching, Sports Science, Sports Medicine and Governing Body Services. For example Elite Cymru's targets are to support 140 talented sportsmen and women, although there is no explicit link made to the role of the national centre in supporting the achievement of that target.

#### Future changes and technological advancements

7.60 To identify a way forward for WIS we have also considered how the sports market is evolving and the impact that changes may have on the need for the centre and on demand for its services. Sport is becoming more professional and specific expertise related to coaching elite athletes and providing support services such as sports science and sports technology is growing. Greater expertise is being brought to Governing Bodies as national coaches and directors are appointed and, as the impact of the UKSI is felt in Wales and throughout the UK, the expectations of elite athletes, their coaches and Governing Bodies will be raised. Similarly as technological advances are made, changes to facilities and to equipment will speed up. As already outlined, greater self-sufficiency is being encouraged and some Governing Bodies are modernising their structures and approach to the delivery of sporting opportunities. These raise a number of issues.

7.61 Firstly that if the national centre is not able to respond to such changes and meet the needs of the performance directors and athletes, then eventually the athletes and the Governing Bodies will look elsewhere for the facilities and services they need. For Welsh athletes this could mean using facilities or services provided in other parts of the UK or abroad. WIS is already in the position where it requires investment to take the facilities up to modern standards and further investment will be required in the future. The implication of the evolving sports market and raising expectations is that the facilities and services required at a national centre in 10 years time may be very different from what is required now.

7.62 Increased demand for facility time and for services from sporting organisations may also lead to a more competitive supplier market in the longer term, although it is likely that this will be beyond the period of this quinquennial review.

7.63 The final issue to consider is that of the self-sufficiency of the sports organisations. If they do succeed in modernising and strengthening their organisations and achieve greater financial stability, then inevitably some sports may choose to go their own way with respect to facility provision and may enter into partnerships with organisations other than the Council.

7.64 The implication is that any decisions taken on the future options and level of investment for the national centres at the current time should be proportionate to the risk associated in investing in a rapidly changing market and should be sufficiently flexible to accommodate further change. Further review of the role and functions of WIS will almost certainly be required in 5 years time and any changes made now need to be sufficiently flexible to meet evolving needs and changing expectations.

#### 7.65 Options Decision Tree for WIS



7.66 Based on this initial review of the effectiveness of WIS, we have identified a range of options that can be considered with respect to future provision of a national centre and the services that it currently provides. These options assume that the need for sporting facilities that specifically provide for and focus on the needs of elite athletes and Governing Bodies, particularly the smaller Governing Bodies with less resource, is accepted. They are demonstrated in the options decision tree above.

7.67 We also make a number of recommendations and highlight areas for inclusion in the second stage of the review.

7.68 Options for ownership and management of the facility

- Maintain the status quo i.e. charitable status and direct management by the Council
- Maintain ownership by the Council but remove the charitable status of the centres
- Maintain ownership by the Council and the overall Council management function but contract out all operational functions
- Establish an independent company, in which the Council retain an interest and transfer ownership and management responsibilities.
- Sell or transfer the current facility or commit to a long-term lease with a private or not for profit organisation.

7.69 With respect to the ownership and management options proposed we have identified the key issues and pros and cons for each option.

**Maintain the status quo**

7.70 The Council continues as before whereby the Sports Council Trust owns the national centre and controls all matters related to the functions of the centre and its management.

**Pros**

- Fully integrated approach with Council responsible for all aspects of facility and services provided
- Popular with Governing Bodies and elite athletes

**Cons**

- Encourages dependency by Governing Bodies
- Does not address problems related to conflicts of use between elite and community use and related to charitable status
- Doesn't realise the benefits of separate providers with greater focus
- Risk remains fully with the Council

**Maintain ownership by the Council but remove the charitable status of the Centres**

7.71 Under this option the Council continues to own the national centres and control all matters related to the functions of the centres and their management, but they are no longer under the Sports Council Trust.

### Pros

- Fully integrated approach with Council responsible for all aspects of facility and services provided
- Popular with Governing Bodies and elite athletes
- Addresses charitable status issues and enables Council to make decision to move towards majority elite use

### Cons

- Encourages dependency by Governing Bodies
- Doesn't realise the benefits of separate providers with greater focus
- Financial implications related to rate relief
- Risk remains fully with the Council

### **Maintain ownership by the Council but contract out centre management function**

7.72 Under this option the Council would tender the management of the centre to a leisure or facility management company.

### Pros

- Transfers some financial risk to centre management contractor
- Utilises external expertise and may enable some efficiencies to be realised
- Council can focus on strategic direction and contract management function, not operation of the centre

### Cons

- Likely to have less flexibility over operation of centre and programming
- Requires contract management function and expertise to be available
- Requires systems to be established with new contractor to ensure integrated service is provided
- Not likely to be popular with Governing Bodies in particular as requires liaison with another party
- Cost of contract may exceed current deficit
- Client-side cost of monitoring
- Possible shortages of private sector expertise in some fields

### **Establish an independent company in which the Council retains an interest**

7.73 An independent company could be formed to provide the national centres, in which the Council retains an interest.

### Pros

- The company can focus solely on the centre and on meeting the needs of the Governing Bodies and elite athletes, subject to the company objectives being clearly stated
- Council can focus on strategic issues, not operation of the centre
- Transfers risk to company – especially in respects of any decrease in demand for facilities
- Enables Council to commit a fixed level of resource to the services to be provided to the Governing Bodies and elite athletes, without any further risk or liability for the building or for operational costs

### Cons

- Cost of establishing company
- May require significant ongoing revenue funding to protect level of access to facilities and services currently provided

### **Sell the current facility or commit to a long-term lease with a private or not for profit organisation**

7.74 The Council could sell or lease WIS to another organisation, subject to certain conditions related to future use. It could then grant aid the organisation to deliver the functions or services required, leaving the owner free to utilise the facility at other times

for their own purposes.

## Pros

- Removes Council from direct ownership and management of facilities but allows Council to influence strategic direction and functions provided at the centre, subject to prior agreements being reached
- Transfers risk
- Enables Council to commit a fixed level of resource to the services to be provided to the Governing Bodies and elite athletes.

## Cons

- Focus of the facilities and services provided may be different
- Likely to be loss of flexibility with respect to use and access of facilities by Governing Bodies and elite athletes
- May require significant ongoing revenue funding to protect level of access to facilities and services currently provided. If no alternative provider in the market place, future costs could rise significantly
- May be difficult to identify a partner prepared to take on the role
- Not likely to be popular with Governing Bodies

## Recommendations for WIS

7.75 Taking into account the strengths and weaknesses of current provision, the likely changes in the market place and the future options as outlined, we recommend that:

1. The objectives of WIS as a national centre should be confirmed and the expected outcomes clarified. The priority functions to be provided at WIS should be to provide facilities and support to Governing Bodies of Sport and facilities and services to meet the needs of elite athletes.
2. The option of focusing use at the national centre to a smaller number of priority governing bodies and activities should be examined linked to the review of priorities and focus of the Council as a whole.
3. Further work should be undertaken, integral to the investment case, to clarify the essential sporting facilities, administration and office requirements and accommodation needs. This should be linked to clarification of the priority users and functions of the centre and should enable some facilities to be rationalised and some improved.
4. The future options, integral to the investment case, should seek to maintain those services provided as part of UKSI Cymru as an integrated service at the national centre.
5. Maintaining the office space for the Council at WIS should be included only if it complements the primary uses, is cost effective and takes account of the decision taken with respect to the preferred approach to ownership and management of the facility. This should be examined as part of recommendation 4.
6. The full implications on the capital costs and revenue expenditure of recommendations 1 to 5 should be clearly identified before further decisions are taken, along with one-off costs of implementation.

It is our view that redevelopment and refurbishment of the existing buildings at Sophia Gardens is the only realistic and cost effective approach for a short to medium term period, subject to clarification of the facility mix, use and costs as outlined in the above recommendations. There is insufficient strategic clarity to support any longer term recommendation at this point:

7. The strategy for supporting sports governing bodies into the future and for sourcing events facilities needs to be decided by the Sports Council in conjunction with the Welsh Assembly Government before a preferred long term solution can be pursued.

All the other options are long term in nature and would constitute major projects with the research, design and planning implications that accompany such projects. Some investment in WIS would be needed to bring up to standard facilities for governing bodies and elite athletes to maintain a competitive position. Other facilities mainly used by the public, such as the pool, are at the end of their lives and do not justify any investment.

With respect to the ownership and management options we recommend that:

8. The legal and financial implications of removing WIS from the Sports Council for Wales Trust must be examined with the Charities Commission. It must be ascertained that assets can be returned from the Trust into the public domain.
9. The advantages and disadvantages of establishing an independent company should be examined further.

10. A planned approach to reducing the dependency of the Governing Bodies on the Council and increasing their involvement in ownership and management of the centres should be developed to accompany any investment strategy.

## Plas Menai

### Role and Functions

7.76 With respect to Plas Menai it is worth considering how it fits both within the Welsh and UK picture. Out of the 11 national centres where Sports Councils currently retain direct ownership and management functions, 3 provide mainly for mountaineering and other outdoor activities (Glenmore, Plas Y Brennin and Tollymore) and 3 provide mainly for water sports (Plas Menai, Holmepierrepoint and Cumbrae). The centres are located where the natural resource (sea, mountain, river, lake) enables such activity to take place. Like Plas Menai, all of the centres combine a mixed approach to their use, with a high degree of community (non elite) programmes.

7.77 The functions currently provided at Plas Menai include:

- The provision of facilities and support to Governing Bodies of Sport. This includes assisting with Welsh National Sailing squad training, coach support at UK events and technical, safety and coach education programmes for Welsh sailing clubs and canoe clubs. Plas Menai also makes available office space for the Welsh Yachting and Canoe Associations.
- Coach education programmes. This includes the provision of National Governing Body coach education programmes, the HND in Sports Science provided in partnership with Coleg Menai and the University of Wales Bangor and the trainee instructor programme. All such courses are available to the public, subject to meeting entry level criteria.
- Community activity programmes. The provision of a range of instructional courses in water sports and swimming for young people and adults, both day and residential.
- Public and organisational use of the facilities on a casual and pre-booked basis including use of the fitness facilities and hires of the centre's meeting rooms and function facilities. The centre also provides broader outdoor education programmes, team building and corporate entertainment programmes.
- Office accommodation and meeting room space for the staff of Plas Menai and a member of the northern regional office.
- Support facilities and services including accommodation, catering and bar functions.

### The need for Plas Menai

7.78 The arguments presented on the need for Plas Menai differ from those for WIS, as the level of use at the facility for elite sport, governing body and non-public use is only 13% of the total.

7.79 There are two significant arguments presented. Firstly it is a national centre of "expertise". At Plas Menai a critical mass of expertise in water based and outdoor activities has been developed, related to instruction, coaching and other aspects such as safety. The centre enables learning and good practice to be shared, which benefits sport throughout Wales and the whole of the UK, and provides a setting in which new developments and innovations in water and outdoor sports and safety can be tested. This expertise is also used to coach elite athletes, principally young elite sailing squads, but that is not the centre's main function.

7.80 Secondly the costs associated with participation in the sports i.e. the need for specialist and expensive equipment and for the highest standards of health and safety, mean that there are few alternative providers in the market place. Unlike some other sports, the training of instructors and coaches can only take place where the natural resources are located and where appropriate (usually expensive) equipment is available. Where alternative provision is made, mainly through a limited number of centres operated by local authorities or on a commercial basis, the focus tends to be narrower and at commercial venues the cost of participation much higher. The national centres therefore play a role in ensuring that opportunities to participate in outdoor activities and water sports, particularly sailing and canoeing at Plas Menai, and to become a coach or instructor in that sport, are not exclusive.

7.81 Plas Menai therefore has a role to play in supporting both sports development and elite sport.

7.82 Our consultation with the Governing Bodies for sailing and canoeing identified that they believe this combination of sports development, shared learning and expertise and support to elite sport is unique and is not replicated anywhere else. For sailing, the activities at Plas Menai are seen as underpinning the whole of sailing in Wales related to the development of a participation base through to the coaching of young elite sailors. The Governing Body has limited resources and does not have the capacity or expertise within its organisation at the current time to operate such a centre. Whilst the canoeists already operate their own national centre at Bala, this is operated on a commercial basis and the Association see Plas Menai as an essential resource with respect to providing affordable training opportunities for club instructors and coaches who encourage wider participation in sport.

**7.83 We therefore conclude that there is a need for a well equipped facility to be provided and for the delivery of key functions with respect to training coaches, improving standards of safety and instruction, providing access to sailing and canoeing in Wales and across the UK and supporting young elite sailors.**

**Recommendation:** Plas Menai should be retained as a valuable watersports facility for Wales and the UK subject to recommendations in 7.108.

7.84 The critical question that then has to be asked is whether or not the Council should provide and manage the facilities and functions at Plas Menai and whether the current approach to service delivery is appropriate.

#### Effectiveness of the Centre

7.85 The ability of the centre to fulfil all of its current functions and its effectiveness in doing so will assist in reaching a conclusion on the way forward for Plas Menai. A number of issues have been identified through the consultation process and through comparison with other organisations including:

- Location
- Facility and activity mix
- The mix of users and legal status
- Management of the centre
- Cost of provision and the risk to the Council
- Achievements
- Future changes and technological advancements

#### Location

7.86 Plas Menai is located on the Menai Straits just outside of Caernarfon in North Wales. Its strengths are its scenic location adjacent to the Straits and the immediate access to the water available from the slipways that form part of the site. It is also within a reasonable distance of other locations within the Snowdonia National Park that are suitable for a range of outdoor and water based activities.

7.87 The disadvantages of the current location are the length of time it takes to reach it from many parts of Wales and the UK, and the lack of public transport links. The waters around the centre are quite challenging for learning and are also generally not suitable for the training of elite adult sailors or for adult sailing events. The site is physically constrained by natural features and land in other ownership, including a cemetery, preventing further development and restricting the numbers of people that can attend at any one time. Most people that we spoke to accepted that if you were starting again, you probably would not build the centre at Plas Menai!

#### Facility and activity mix

7.88 Plas Menai's main strength and unique feature is the wide range of watersports activities and instruction courses that it can deliver, which the centre claims is the most comprehensive technical and coach education water sports programme in Britain.

7.88 To deliver this it holds a wide variety of water sports equipment at the site enabling many different activities to be provided including dinghy and keelboat sailing, canoeing, windsurfing and power boating. Supporting this function are the indoor facilities that enable an integrated day time or residential package to be provided including a swimming pool, fitness room, climbing wall, multi purpose rooms for lessons and meetings plus supporting facilities including office space; catering, bar and social spaces; accommodation and equipment maintenance and storage areas. The general facilities and overnight accommodation, although still functional, are of a reasonable standard compared to other non-commercial outdoor centres.

7.89 However Plas Menai is over 20 years old and requires a high level of investment to maintain and refurbish the building and

equipment – in the current year the capital budget is £169,000. Even to maintain the current provision at the centre is likely to require significant and potentially increasing investment as the building ages further. Access for people with disabilities to the buildings is poor and general improvements to the waterfront, desired by the centre's management team to accommodate greater use by both able bodied and disabled participants, are likely to cost in the region of £400,000.

#### The mix of users and legal status

7.90 The facilities at Plas Menai are used by Governing Bodies, elite athletes and their coaches, businesses, schools, youth groups and the general public. Courses are run at Plas Menai throughout the year with the main season from April to November, although off season use has gradually increased making the centre far closer each year to a year round operation.

7.91 The opportunities available for the public, including for individuals, organisations and members of sports clubs or other groups, include:

- Practical and theoretical activity sessions and courses to learn or improve skills.
- Sailing, windsurfing and canoeing expeditions.
- Courses to obtain a coaching qualification or to become an instructor, from a basic to high performance level.
- Professional development, including work experience, training and qualifications.
- Corporate training and events.

The majority use at Plas Menai is by the public, who also make the majority contribution to income.

7.92 In addition to public use there is use of the facilities by Governing Bodies, mainly by the Welsh Yachting Association and Welsh Canoe Association, who also utilise office accommodation. This use includes Welsh national sailing squad training for youth and junior squads which mainly takes place at Pwlllelli, the provision of coaching support at UK events, and technical and coach education programmes for sailing and canoeing clubs. Only 13% of sports usage is by Welsh governing bodies.

7.93 It is evident from our consultation that Plas Menai attracts users from across the UK and abroad, and is a recognised centre of specialism for instruction with both a UK and international profile. There is limited regular use by local residents or schools for water sports activities, primarily due to the cost of participation, which has been identified by some consultees as a concern.

7.94 The mix of users and uses at Plas Menai as a national centre raise a number of issues, in particular what its priority target groups should be and whether it should be more focused on serving a very local audience and users from across Wales, rather than the broader base that it currently has. Plas Menai currently makes more sense as a UK national centre than as a national centre for Wales.

7.95 Plas Menai, like WIS, is owned by the Sports Council Trust and is required to comply with its stated charitable objectives that focus mainly on public benefit. At the current time there is no conflict with its charitable status due to the high levels of public use.

#### Management of the Centre

7.96 The majority of functions related to the provision of sporting activity and facility management are provided and managed by staff employed by the Council. Some support functions have been contracted out to other operators including catering, cleaning and grounds maintenance.

7.97 With respect to the operational management of the facility the centre is working towards implementation and registration of Quest. Governing Bodies using the centre are positive about the current management approach and surveys of users demonstrate a high level of customer satisfaction.

#### Cost of provision and the risk to the Council

7.98 Plas Menai operates at an annual deficit. Total costs for Plas Menai this year are budgeted at £400,000 including £231,000 net operating costs and £169,000 capital investment. Since 1997/98 net operating costs have been reduced, although as previously identified capital investment needs are increasing.

7.99 As with WIS the current ownership of the facility and operation of the centre by the Council places the full management and financial risk with the Council, rather than with any of the sporting organisations benefiting from the facility provided, and operates against the principle of encouraging greater self-sufficiency.

## Achievements and Targets

7.100 At a strategic level the Council has one outcome measures for sporting excellence that it could be stated that Plas Menai will contribute to:

- Increasing the number of Welsh individuals achieving British representation to 350 by the year 2005 and the number of British champions to 150.

Although the strategic target set by the Council has been achieved, it is not apparent that information is available to demonstrate how Plas Menai may have contributed.

7.101 Plas Menai is actually likely to be making a greater contribution to the Council's overall targets for increasing participation, both through providing opportunities for people to take part and become competent in water based activities, and through the numbers of instructors and coaches that are trained.

102. At an operational level the 2001/02 Report of Achievement from the Council identifies the main achievements of Plas Menai to be:

- Increased uptake on courses, including on youth courses
- Reduction in net operating costs
- Increased income from cruising courses
- 37% increase in the number of National Governing Body certificates awarded
- Positive relationships with the Welsh Yachting Association and Welsh Canoeing Association and the provision of squad training and coach education programmes for Welsh clubs
- Improved disabled access

7.103 Top line targets are related to the total students days and the number of national governing body certificates issued. For 2001/02 student days were just about achieved (19843 against a target of 20000) and NGB certificates issued significantly exceeded the target set.

## Future changes and technological advancements

7.104 Broadly the same principles apply to Plas Menai as apply to WIS, although at Plas Menai the main issue that will need to be addressed will be replacement equipment more than the facility itself.

## Conclusions

7.105 It is our view that Plas Menai presents a different case to WIS. Subject to continued investment in the maintenance of the building and equipment, it will continue to fulfil its current functions for the short to mid term, although there are clearly improvements that could be made that would enhance the current provision and benefit those using the centre.

7.106 As for any sport, there is a need to provide a facility that enables individuals to learn and progress in the sport, youth and junior elite sportsmen and women to be coached and sufficient instructors and coaches to be trained at entry through to performance level. Plas Menai currently fulfils this function primarily for sailing and canoeing, and there is no other obvious alternative location within Wales, at least without further more detailed investigation taking place. Given that it already exists we conclude that there is a strong case for continuing to maintain the centre, but that the case for the continued involvement of the Council as the direct owner and manager is less apparent.

7.107 Although concerns have been expressed by those currently involved with the centre about changes to the current approach, we believe that there is a clear need to explore mechanisms that could deliver alternative sources of funding in an area where the direct benefits to elite sport in Wales are relatively low.

## Recommendations

7.108 Three possible approaches should be explored. These are not all mutually exclusive:

- Explore the setting up of an independent company that would be able to seek commercial funding to support future developments.

- o Sell the centre to a commercial operator against a service agreement aimed at ensuring that it will continue its role as a national centre.
- o If management capability of the Welsh Yachting Association were boosted by a transfer of management staff from the Council, it is possible that they could undertake future running of the centre.

Potential transfers of ownership of assets raises the same need as with WIS to ensure that assets can be extracted from the Sports Council for Wales Trust.

## 8. Options for Change

### A Strategic Organisational Options

#### Development coordination and lottery fund distribution

8.1 We conclude in section 6 that there is a powerful case for a sports body to coordinate sports development activities within the context of the sports market in Wales. The first question is therefore to examine the accepted wisdom that this activity should be run in harness with sport lottery fund distribution. The central argument against this is the case for increasing the sense of self-reliance of the national sports governing bodies in taking on all aspects of responsibility for development of their sports and emphasising this by creating a separate route for acquisition of funding as opposed to development advice.

8.2 The major funder of governing bodies, as opposed to elite athletes, however is the National Assembly through grant-in-aid to the Council with lottery funding playing a significant role in the development of elite athletes and specific programmes. There is a real sense in which the two funding streams are complementary and mutually supportive. It could be argued that there is more of a case for separating out the capital element of lottery funding but it would be illogical and unacceptable to divide the revenue and capital strands of lottery funding.

8.3 On the positive side the combination of the funding streams through the development teams of a single organisation offers the following advantages:

- A more joined up view of the needs of sport in Wales;
- A more rounded basis on which funding advice can be offered to potential applicants;
- A means of seeking out likely beneficiaries of funding based on clear development needs;
- A more cost effective solution overall in the administration of both funding streams;

- A one-stop shop for governing bodies, local authorities, elite performers and other sport development stakeholders.

8.4 There is one danger that must be carefully managed in a single administrator market. The perception of fairness must be paramount and an atmosphere of openness must exist where applicants for assistance feel able to challenge robustly the decisions of the Council as development partner without feeling that this would have an adverse impact on any lottery application that is made. This must go well beyond the fact of having a SPORTLOT Appeals Panel and be built into the fabric of the organisation. This issue should be investigated in more detail in stage II of the review. It comes back to the importance of the Council representing **all** sports interests in Wales and those interests being satisfied that their voices can be heard.

8.5 We believe that the balance of benefit lies with a single organisation carrying out the roles of development coordination and lottery fund distribution, but the controls, processes and attitudes of field staff need to be closely managed.

## **Strategic Issues**

8.6 We have reviewed "Young People First – a Strategy for Welsh Sport" and consider it to be a strategy for sport development but not a strategy for sport in Wales. It has a number of key omissions that would need to be filled to convert it into a full strategy:

- A major events strategy;
- Clarity over the links to other Welsh Assembly Government departments/ functions and other Councils required to deliver an agenda joining sport clearly to other initiatives; and
- Clarity on the role and contribution of all the different sectors to sport in Wales, especially the roles of the private sector and professional sports.

Options for delivery of functions should address this issue.

## **Options Available**

8.7 There are a series of criteria against which we would rank the options available:

- Both Lottery fund distribution and sports development activities must be accommodated;
- The option should be broadly acceptable in Wales and specifically to the National Assembly;
- The option should command the broad support of national governing bodies of sport, local authorities and elite athletes;
- Any option should facilitate the broader sport agenda, covering health and fitness and social inclusion issues effectively; and
- The option should support best value in the application of funds to sport in Wales.

8.8 We have considered the delivery options available within the context of the sports scene in Wales and have arrived at five models that we believe should be considered in order to understand the issues to be considered:

- Subsidise a range of providers
- Transfer responsibility to the Welsh Assembly Government
- Deploy another non-governmental body
- Continue with a Wales sports body
- Move to position where the Welsh Assembly Government takes a key role in strategy formulation and cross-departmental direction and coordination and redefine clearly the role of the Council

## **Subsidise a range of providers**

8.9 As identified in section 6 the nature of the market, with small and often financially and managerially weak national sports governing bodies, is what helps to make the case for the development activities of the Council. At the same time these bodies are recognised nationally within the UK and internationally and supporting them is crucial. However, that is a different matter from relying on them unaided to drive up participation and performance levels. The local authorities do an excellent job in a number of areas such as supporting facilities development, sport in schools, participation in Community Chests and some community developments, but it is unrealistic to expect them to coordinate a development path for the whole of Wales. We cannot see that this option would meet the strategic aims for development currently adopted by the Council.

## **Transfer responsibility to the Welsh Assembly Government**

8.10 In terms of administration this would appear to be at best neutral. As an Assembly Sponsored Public Body (ASPB) the regime of management and audit is very close to what would be applied to a Division within the Welsh Assembly Government. There are clearly points in favour and against:

### **Pros:**

- The Assembly has "clout" with more of the key players, especially the local authorities.
- This option would be likely to encourage closer linkages to the Assembly Government divisions and a better linkage and coordination of initiatives, e.g. on health and social inclusion matters.
- Better opportunities to fill some other strategic holes – e.g. a major events strategy which is arguably meaningless without government buy-in.

### **Cons:**

- As a governmental body the Assembly Government would not be allowed to distribute SPORTLOT funding under current legislation.
- This would lead to a loss of ability to coordinate SPORTLOT and grant-in-aid funding to sport in Wales.
- Perceived loss of independence and greater politicisation.
- Perceived reduction in the quality of sport input to decisions.

## **Deploy another non-governmental body**

8.11 As there is no such other body in Wales this would effectively mean the use of another UK sports body:

### **Pros:**

- Would still permit coordination of lottery and grant-in-aid funding.
- May facilitate links with other UK sports bodies.

### **Cons:**

- Contrary to Assembly policy.
- Lack of broader acceptance in Wales.
- Loss of local sports knowledge.

## **Continue with a Wales sports body**

8.12 This is equivalent to the status quo option, though not necessarily incorporating the same range of activities:

### **Pros:**

- A known quantity – generally well regarded
- Close to the "grass roots".
- A track record of achievement in raising standards and levels of participation.
- Generally seen as independent.
- Sport- and Wales-focused.

### **Cons:**

- Operating on power of persuasion alone may not be enough, especially on health and social inclusion issues.
- Can the sports body on its own hope to achieve a high enough profile for some national and international purposes?

## **Move to position where the Welsh Assembly Government takes a key role in strategy formulation and cross-departmental direction and coordination and redefine clearly the role of the Council**

13. Under this scenario we envisage that the responsibilities would rest as follows:

- The Sport and Lottery Division would lay out the headlines and key targets for sport in Wales. This would include issues currently absent in the Council's strategy document, especially the strategy for major events and the role for professional sport. The involvement of the Council in major events would be determined by the Division and funded on an appropriate basis
- The Division would also establish cross-departmental responsibilities and management mechanisms for those agreed programmes that cannot realistically be delivered without cross-departmental cooperation. This would specifically include significant social inclusion and health and fitness initiatives that involve sport as a key element. Funding for cross-departmental initiatives would be set by the Welsh Assembly Government on an appropriate basis.
- The Council would be required to deliver the research and consultation information on which the headlines and key targets are based to a specification that meets the need of the Division and the Council itself.
- The Council would be responsible to the Welsh Assembly Government for coordinating **all** sporting interests in Wales and representing accurately their views to the Division. This would mean that the perceived concerns evident within the consultation exercise would need to be addressed through appropriate forums. Specifically this would mean addressing, for example, the concerns of some local authorities, HE/FE bodies and professional sports.
- The Council would be highly proactive in advocacy and profile raising. In particular it would be required to identify the additional activities and funding required to meet perceived needs within its three-year plan, in such a way that the options and choices are transparent to the Division. Options would not be excluded purely on the basis that the Council considered it unlikely that they would be funded.
  - The Council would be responsible for fleshing out the strategy and proposing the project and development programmes required to deliver these, evidenced by support from partner organisations.
  - The Council would retain the responsibilities for grant administration and governance it currently has and for direction of programmes that it has devised and agreed with its partners, together with any cross-departmental projects where it has been agreed that it will be the lead agency,

#### Pros:

- Likely to release more potential and success through ability to better direct and coordinate.
- Preserves what the Council can do best as an independently based sports body.
- Provides a more effective approach to major events.
- Provides greater clarity on the approach to the big picture of sport in Wales.

#### Cons:

- Provides scope for confusion over roles. Clarity over the Council's current role is a problem for the public but this could be overcome with more robust communication channels and carefully conducted publicity.
- Danger of the perception of a 'political agenda', but the positive ways in which this could be portrayed outweigh any negative considerations.

8.14 We consider that subsidising a range of providers and use of an alternative non-governmental body are non-starters. They would either fail to address the issues or fail to gain the necessary acceptance. We do not believe that the Assembly Government sees itself as a significant deliverer of service in this area and the current legal position on SPORTLOT precludes a governmental body being involved directly in distribution.

8.15 This leaves, in our view, two feasible solutions - the status quo option (subject to review of range of activities) and option for an expanded role for the Welsh Assembly Government in strategy setting and coordination. Although there is good support from stakeholders for the existing Council arrangement and evidence of being seen as a 'safe pair of hands', we consider that the structure, on its own, leaves too many issues unresolved. We consider it highly unlikely, without better direction and coordination, that the Council will achieve good value outputs in the areas of health and social inclusion. There is also clear evidence from the consultation exercises that better coordination of activities with young people and schools would deliver extra benefits in terms of levels of participation. While the Council can make a major contribution to major sporting events it lacks the funding and the 'clout' to support a major events programme in isolation.

#### Recommendations:

- An independent national sport body for Wales should be retained to cover both sports development programmes and SPORTLOT funds distribution. It must also demonstrate its ability to pull together and effectively represent all the sports interests in Wales.
  - The Welsh Assembly Government and the Council should work closely together to develop operational and funding

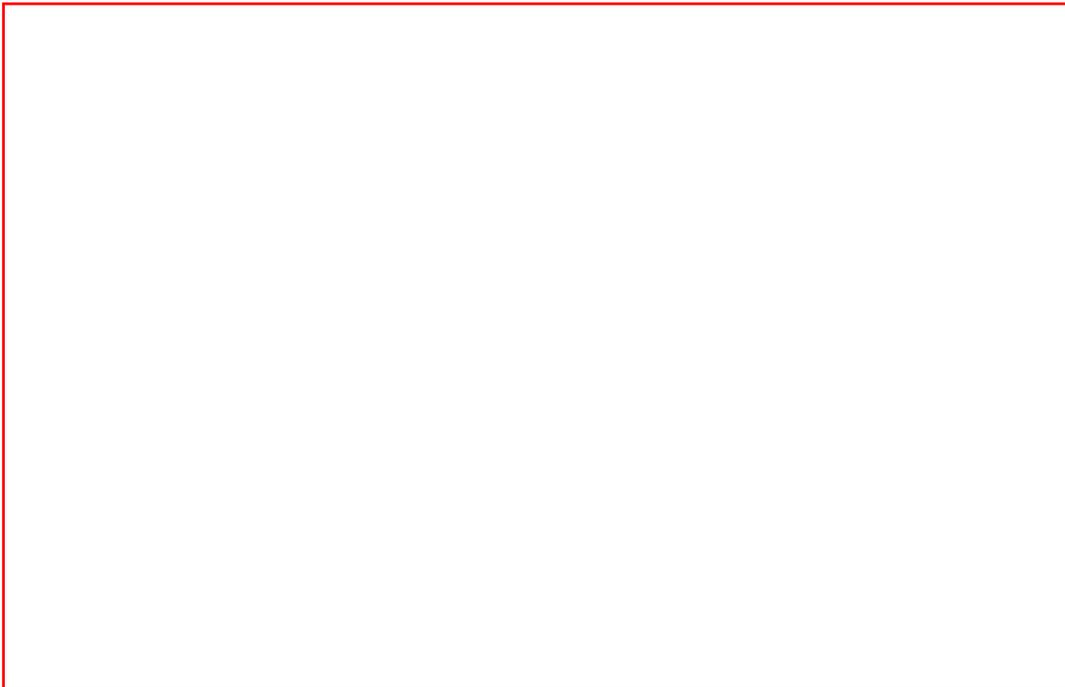
regimes that allow a full strategy for sport in Wales to be delivered. The Arts Lottery and Sport Division should take the leading role in setting the strategic guidelines and in coordinating and monitoring programmes where cross-departmental cooperation and commitment to joint goals is critical to success and sport is a significant element in their delivery.

8.16 This can be represented diagrammatically in terms of structures and coordinating roles as follows:

**Structure for Sport**



**Coordination Roles**



8.17 In order to facilitate a change in focus for the Council a more open and involving planning process will be required to not only make the issues clear, but also to invite the participation of the Welsh Assembly Government in charting the way forward and understanding how the Council will fulfil the coordination and advocacy role for Welsh sports that will be a cornerstone of its responsibilities.

**This issue should be examined in detail as part of Stage II of this review.**

## **B The Governance Structure of the Council**

### **The Royal Charter**

8.18 The Council's structure is not dissimilar to other home nations sports bodies. Some are founded under Royal Charter and some are NDPBs but this difference has no great significance. The Charter, as redrafted to accommodate the establishment of the National Assembly for Wales in 1997, is straightforward, wide in its remit and easily capable of modification by the Council itself if required to meet any changing focus. We do not consider that any modifications are needed to facilitate any of the recommendations included in this report.

### **The Sports Council for Wales Trust**

8.19 The Sports Council for Wales Trust is problematic. Its main benefit to the Council is in the saving of around £250,000 per annum in business rates on the national centres due to its charitable status. However, it can be argued that from the position of the funding of Wales as a whole this is circular funding, since the City of Cardiff and Gwynedd County Councils would otherwise be the beneficiaries of this amount and they are also funded in part by the Welsh Assembly Government. The key problem here is that the charitable status of the Trust is maintained only if the preponderance of benefits from its activities are broadly available to the public.

20. Clearly changes will be needed to support a change of focus to predominant use by national governing bodies and elite athletes. This issue is dealt with as part of the National Centres issue in section 7.

### **Council Membership and Committee Structures**

8.21 The membership of the Council is strongly influenced by the role played by Members in supporting the lottery fund distribution structure. The view is taken by the Council that strong non-executive representation on these panels is an important issue in establishing the actual delivery and perception of fairness. The workings of the committee structure need to be examined in more depth in Stage II of the review, but the principle of strong non-executive representation provided by Members is an issue that has good support from stakeholders.

8.22 It is important, therefore, that Members not only bring a range of skills to the Council (as identified in section 3 above) but that they are respected for their knowledge of the sporting scene in Wales. Moreover Council Members are chosen partly for their regional and more local knowledge of sport in Wales.

8.23 Given an intention to continue running governing body support functions and development programmes supported by grant-in-aid in concert with the distribution of lottery funding, the size and skill mix of the existing Council membership is appropriate. We consider that there will remain a mix of funding decisions (not necessarily the current mix) that will continue to benefit from non-executive involvement:

- Local decisions on capital schemes;
- Regional decisions on capital schemes;
- National decisions on capital schemes; and
- National decisions on the funding of individuals and organisations.

24. The non-lottery committees (Audit Committee and Remuneration Committee) are appropriate to the governance of the Council. Their operation should be examined more closely in stage II of the review, particularly the Remuneration Committee which appears to be less involved in the functioning of the Council than we would expect.

8.25 Also examined in stage II will be the role of Council Members in the governance of the Council and whether this is sufficiently robust to meet the requirements of good governance.

## **Appendix A**

### **Terms of Reference for the Review**

#### **WELSH ASSEMBLY GOVERNMENT**

#### **SPORTS COUNCIL FOR WALES QUINQUENNIAL REVIEW**

#### **TERMS OF REFERENCE**

##### **Introduction**

The Quinquennial Review of the Sports Council for Wales is being undertaken in the context of the Welsh Assembly Government's published Quinquennial Review Guidelines. The Guidelines set out the process for conducting the reviews. This includes self-assessment by the sponsored body, discussion with Members of the Council and senior managers, inviting views from major stakeholders including staff and their trade unions, partners and customers.

The Terms of Reference sets out the key questions that the Review has to address. The issues common to all reviews are identified in the Guidelines, but the Terms of Reference also take account of issues specific to the Sports Council for Wales. The Review will take into account the National Assembly Culture Committee's review of policy on sport and DCMS' review of lottery funding and consider the emerging conclusions from both reviews.

The key output of the review is a single report, which will be in two parts. The first part of the report on functions (Strategic Review – Stage I) will be considered at an interim stage, which will also set out emerging issues for the rest of the review.

The context for the review is the Assembly's strategic plan, *Plan for Wales 2001*, and related Assembly strategic documents such as *Creative Future: Cymru Greadigol*.

## Stage I: Strategic Review

### Functions

**In the light of the Royal Charter objects of the Sports Council for Wales, the objectives of the National Assembly and models of good practice elsewhere, is there a continuing need for all the functions of the Sports Council for Wales and, if so, is the current organisational framework for delivering those functions the most appropriate?**

- What is the legal framework governing the Sports Council for Wales?
- Are the functions of the Sports Council for Wales still necessary?
- Do the functions need to be carried out by an Assembly Sponsored Public Body – are other options for undertaking the functions likely to be more effective?
- Are the functions best carried out by a single body? Is there a need to rationalise functions between the Sports Council for Wales and other public bodies engaged in the provision of like services in Wales?
- Specifically, the review should examine the National Centres and consider their functions and purpose, performance, options for their future management, whether there is scope to develop contractual arrangements for the delivery of services to good effect and to consider future funding options. In considering these issues the review will take account of the findings of the Financial Management and Performance Review of the Sports Council for Wales carried out previously by the Welsh Office.

## Stage II: Strategic Effectiveness & Corporate Governance Review

### Strategic effectiveness

**Subject to the findings in Stage I: are there improvements which should be made to the way in which the Sports Council for Wales' functions are delivered, taking account of its Charter objects, how these have been translated into the aims and objectives of the Corporate Plan and the values and objectives of the National Assembly. Are there ways in which the functioning of its relationship with the National Assembly could be improved?**

This should take account of any independent studies, for example by the National Audit Office, and the actions taken following the previous FMPR.

- What have been the main strategic achievements of the Sports Council for Wales over the last 5 years? To what extent has it met its objectives? What has been its performance against targets? How does its performance compare with that of comparable bodies? Are there performance issues that need to be addressed?
- How effective is the strategic relationship between the Sports Council for Wales and the National Assembly, including the Welsh Assembly Government's strategic guidance and the Sport Council's arrangements for responding to the National Assembly's strategic objectives, guiding themes and values (including equal opportunities, tackling social disadvantage and sustainable development)? How might they be improved?
- How effective has been the Sports Council for Wales' corporate planning in developing clear strategic direction, setting targets and allocating resources to objectives and priorities?
- Does the corporate planning process reflect an integrated approach to the functions delivered by the Sports Council for Wales?
- Is there an effective mutual understanding of the roles of the members of Council and the senior management team in setting corporate objectives and monitoring their implementation? Are the processes for decision-making by members clear and efficient and the delineation between what is for Council and management clear?
- Is the Sports Council for Wales sufficiently responsive to its partners and customers, does it understand the nature of its relationships with them and does it have their confidence as a body with which they can do business, are there ways in which relationships might be strengthened?
- Are reporting arrangements adequate between the Sports Council for Wales and the National Assembly, does the Sports Council for Wales need different freedoms and flexibilities?
- Is there clarity between the different roles and responsibilities of the Assembly and the Department of Culture, Media and Sport in relation to Accounting Officer responsibilities, policy development and, financial control and management?

### Corporate governance

**Do the arrangements for governing the Sports Council for Wales continue to be appropriate? Is the Sports Council for Wales managing its finances effectively and in accordance with the requirements of regularity, propriety and value-for-money? What progress has the Sports Council for Wales made in improving operational efficiency? This should take**

**account of the evidence from the existing control framework, as set out in Annex 2 of the Guidelines.**

- Do the current arrangements for governing the Sports Council for Wales continue to be appropriate? Is there sufficient public accountability for the conduct of the Sports Council for Wales?
- Do the financial and managerial control arrangements between the Sports Council for Wales and National Assembly meet established requirements?
- Do internal and external audit reports provide confidence that the Sports Council for Wales is managing its finances in line with the Assembly's expectations of public bodies? Is the Sports Council for Wales' internal audit committee working effectively?
- Is the Sports Council for Wales managing its finances and assets effectively? Are value-for-money issues (including policy evaluations) and risk management being rigorously pursued?
- Does the Sports Council for Wales' conduct of business meet the standards of practice expected of public bodies in relation to procurement, openness, codes of conduct and the handling of complaints (including whistle blowing)?
- Are the Sports Council for Wales' running costs and staffing levels being controlled and scrutinised? Can useful comparisons be made with the operating costs of similar bodies?
- Does the Sports Council for Wales have good arrangements for monitoring/challenging the quality and efficiency of its service delivery?
- Does the Sports Council for Wales have a good track record in and robust plans for improving efficiency?

## **Appendix B**

### **Consultation Documents**



16<sup>th</sup> September 2002

**Dear**

## **A QUINQUENNIAL REVIEW OF THE SPORTS COUNCIL FOR WALES**

As part of the programme of five yearly reviews of various Assembly funded bodies, the Minister for Finance, Local Government & Communities, Edwina Hart and Minister for Culture, Sport & Welsh Language, Jenny Randerson have jointly commissioned a review of the Sports Council for Wales. This letter invites you to submit your views and comments to this review by 15th November 2002.

### **Background**

Before 1999 the Sports Council for Wales as a publicly funded body reported to the Welsh Office on financial and managerial issues. With the creation of the National Assembly for Wales responsibility for sport and other cultural areas such as the arts became a devolved issue. The new Welsh Assembly Government responded by creating the cabinet level post of Culture Minister. A cross-party Assembly Culture Committee was also born. The Minister and the Committee have a wide cultural brief that includes sport as a prominent part. The National Assembly Government's initial and broad based strategy 'Plan for Wales' was refined in the recently published Cultural Strategy, 'Creative Future - Cymru Greadigol'. This Review of the Sports Council for Wales will further inform the Welsh Assembly Government's work in the shaping and development of sport policy in Wales. GCL Management Consultants have been appointed to carry out the review.

### **Terms of Reference for the review**

The review will consist of two parts:

- The Strategic Review, and
- The Strategic Effectiveness and Corporate Governance Review

- The Strategic Review will consider: Is there still a need for the function to be carried out and for how long;
- Is the Assembly Sponsored Public Body the best means by which the functions should be delivered or is there a preferred option;
- Is the Sports Council for Wales working effectively at the strategic/service level, what is its contribution to the wider

objectives of the Assembly principles and values (for example partnership, equal opportunities, action on social disadvantage and promotion of sustainable development);

- How might strategic effectiveness be improved;
- The terms of reference specifically require a review of the National Centres run by the Sports Council for Wales; their function and purpose, options for future management, contractual arrangements and future funding options.

### **The Strategic Effectiveness and the Corporate Governance Review will assess:**

- Whether the Sports Council for Wales is managing its finances effectively and in accordance with the requirements of regularity, propriety and value-for-money;
- What progress has been made in improving the efficiency of the operation, including the use of IT, and the robustness of its

future plans for improving efficiency.

The accompanying questionnaire is issued as part of the Strategic Review. This provides for an opportunity for views to be submitted by stakeholders in the Sports Council for Wales.

The review process is transparent and open to all with an interest in the sporting and cultural background of Wales. The review report will be in the public domain; and it will be discussed in draft by the Culture Committee before the Assembly Cabinet comes to a view on its conclusions and recommendations.

The carrying out of this review makes no presumption about the conclusions to which the review will come, nor does it imply any criticism of the Sports Council for Wales. Assembly Ministers have made it clear that options for the future must be examined on their merits, and **are** very keen to source opinion on a broad base in relation to the ways in which the

Sports Council for Wales can contribute most effectively to the achievement of the objectives set by the Assembly, especially in the areas of education, health and culture.

## **Consultation**

As the reviewer, we are issuing this letter as an invitation to a wide range of bodies and individuals working in fields relevant to the sporting, educational and cultural environment of Wales. To complement this consultation, there will also be a series of interviews with selected key stakeholders and partners of the Sports Council for Wales and we will be contacting those bodies again shortly. Please feel free to share this invitation to comment with any other bodies or individuals within and beyond Wales, or to alert me to others with a potential interest. This letter and the consultation paper are also being published on the National Assembly's web site ([www.wales.gov.uk](http://www.wales.gov.uk)) and on the web site of the Sports Council for Wales.

## **Responses**

There are a number of issues, described in the consultation paper we attach, where we would particularly welcome your comments. If you wish to contribute, please send one copy of your response, with "Consultation Paper on SCW" as the title, **to arrive with me by 15<sup>th</sup> November 2002**, to:

Robin Moulson Robin Moulson

GCL Management Consultants GCL Management Consultants

Sophia House Ty Sophia

28 Cathedral Road 28 Ffordd y Gadeilan

Cardiff Caerdydd

CF11 9LJ CF11 9LJ

Please begin your contribution with a clear indication of which organisation (if any) you represent. Any queries relating to this consultation exercise should also be directed to me by telephone on 02920 377237, or by e-mail to

The results of this consultation may be published, so we intend to treat all responses as public, **unless** respondents clearly state that they wish their comments to be treated as confidential. We may still include such replies in summaries of responses, unless such summaries could be used to identify respondents who wished their comments to be confidential.

I would be very grateful if you could answer as many questions in the consultation paper as are relevant to you; and also set out your priorities, concerns and ideas about the role of the Sports Council for Wales in the pursuit of educational, health and cultural objectives in Wales and its effectiveness in meeting these objectives. I look forward to receiving your comments.

Yours faithfully

Robin Moulson

Director

## **A quinquennial review of The Sports Council for Wales.**

### **Consultation Document.**

#### **Terms of Reference for the review**

The review will consist of two parts:

- The Strategic Review, and
- The Strategic Effectiveness and Corporate Governance Review

The Strategic Review will consider:

- Is there still a need for the function to be carried out and for how long;
- Is the Assembly Sponsored Public Body the best means by which the functions should be delivered or is there a preferred option;
- Is Sports Council for Wales working effectively at the strategic/service level, what is its contribution to the wider objectives of the Assembly principles and values (for example partnership, equal opportunities, action on social disadvantage and

- promotion of sustainable development);
- How might strategic effectiveness be improved;
- The terms of reference specifically require a review of the National Centres run by the Sports Council for Wales; their function and purpose, options for future management, contractual arrangements and future funding options.

The Strategic Effectiveness and Corporate Governance Review will assess:

- Whether the Sports Council for Wales is managing its finances effectively and in accordance with the requirements of regularity, propriety and value-for-money.
- What progress has been made in improving the efficiency of the operation, including the use of IT, and the robustness of its future plans for improving efficiency.

The following questionnaire is issued as part of the Strategic Review. This provides for an opportunity for views to be submitted by stakeholders in the Sports Council for Wales.

### 1. **Issues on the Strategic Context for the Sports Council for Wales**

1. In this section we look at the way in which the Sports Council for Wales supports the sporting and cultural achievements of Wales and the ways in which interested parties in Wales can influence its strategy and developments.

Q1. Do you have a clear view, based on public material and/or contacts of the main strategies and objectives for Sports Council for Wales? Yes/No

Q2. If yes, do you believe that the strategies are supportive of your organisation? Yes/No

Q3. Do you feel able to influence strategies and developments in ways that would give you greater support? Yes/No

Q4. If yes, please describe how you would exercise influence: -

Q5. In what ways do you feel that your current links/methods of working with the Sports Council could be improved?

Q6 If you have any views on the suitability of the structure and organisation of the Sports Council for Wales to influence sporting, educational and health objectives in Wales, please outline these below.

Q7. Please illustrate your views with any examples from your own experience or organisation

## 2. Vision and Objectives.

1. The Sports Council for Wales has a vision to:

- o Provide opportunities for everyone to participate and enjoy the benefits of sport, whatever their background or ability;
- o Develop those individuals with potential into competitors who generate national pride through Welsh sporting achievements;
- o Gain international recognition for Wales as a nation with a sporting culture.

1. Strategic performance indicators set out in 'A Strategy for Welsh Sport – Young People First' published in 1999, with targets for 2005, are:

- o Increasing sports club membership amongst 7-11 year olds to 65%, 11-16 year olds to 60% and 15-24 year olds to 24%
- o Increasing extra-curricular participation in sport by 7-11 year olds to 70% and 11-16 year olds to 60%
- o Increasing sports participation by 15-24 year olds to 85% and by adults to 85%
- o Halving the gap between men's and women's participation
- o Halving the gap in sports participation between the highest and lowest participating regions of Wales
- o Increasing the number of Welsh individuals achieving British representation to 350 and the number of British champions to 150
- o Maintaining Wales standing in the Commonwealth games by finishing third in medals per capita at future games and increasing the number of medals per million to 7.5 at the 2006 games
- o Encouraging the governing bodies of team sports to set their own targets.

1. Key objectives for sport set in "A Culture Strategy for Wales", published in January 2002, are to:

- o Raise the number of competitors from Wales succeeding at the highest levels of sport and to ensure that the benefits are available throughout the community
- o Explore ways of improving broadcast coverage of sport in Wales
- o Increase the number of young people taking part in sport in school and maintain their interest.

1. Quantified targets included in "Plan for Wales 2001" are to:

- o Increase extra-curricular participation in sport by 7-16 year olds to 80%
- o Increase sports participation by Welsh adults to 60%
- o Halve the gap between men and women's participation in sport by 2005

Q8. Do you agree with the principal thrust of the Council's vision and objectives? Yes/No

Q9. Irrespective of your answer to Q8, what core objectives would you like to see added to, or deleted from, the activities of the Council?

Q10. Do you have any awareness of the priority given by the Sports Council to each of its core services? Yes/No

Q11. Please list below the activities on which you would like to see the Sports Council for Wales lay more or less priority:

- o Activities for more priority (please list)

- o Activities for less priority (please list)

Q12. How effective do you consider the current objectives, schemes and initiatives of the Sports Council for Wales to be at encouraging and promoting the contribution that sport can make to the following wider objectives of the National Assembly for Wales:

Education and lifelong learning Very effective/Reasonably effective/Not effective

Health Very effective/Reasonably effective/Not effective

The economy and regeneration Very effective/Reasonably effective/Not effective

Creating stronger communities Very effective/Reasonably effective/Not effective

Conservation and improvement of the built and natural environment

Very effective/Reasonably effective/Not effective

Supporting rural Wales Very effective/Reasonably effective/Not effective

Strengthening Welsh Culture and identity

Very effective/Reasonably effective/Not effective

Promoting ICT Very effective/Reasonably effective/Not effective

Contributing to the key National Assembly themes of equality, sustainability and social inclusion Very effective/Reasonably effective/Not effective

Please indicate the objectives from the list above that you would like to see the Sports Council for Wales lay more or less emphasis:

o Areas for more emphasis (please list)

o Areas for less emphasis (please list)

## 1. New Directions

Q13. Please identify below any additional services you would wish the Sports Council for Wales to offer which are not a significant part of its current activities.

## **4. Incentives, Disincentives, Overlaps and Funding**

1. The success of the Sports Council for Wales into the future will depend mainly on offering relevant initiatives and services and finding the funding to support these services. This in turn will mean the provision of incentives and elimination of disincentives to potential users. It may also require the continued search for the widest possible range of funding options. The questions in this section deal with your views on these matters: -

Q14. Do you consider the Sports Council for Wales to be both effective and efficient in terms of the activities and services that you source currently? Yes/No

Q15. If No, what aspects of activities or service do you consider to be in need of improvement?

Q16. What further changes would provide you with an incentive to make greater use of activities or services you use now, or to use an increased range of services?

Q17. What are the major disincentives to the use of the Council's activities and services by you or your organisation?

Q18. Do you consider that there are functions and services performed by the Sports Council for Wales which overlap significantly with other public bodies or with organisations in the not for profit or commercial sector? Yes/No/Don't Know

Q19. If Yes, please describe what you consider these to be:-

Q20. Other than funding from the National Assembly for Wales and National Lottery funding, what practical opportunities do you consider could be available for sourcing additional funding to support desirable developments?

Q21. What additional services would you consider paying for, assuming reasonable pricing, if these were to be offered by the Sports Council for Wales?

## **5. Other Matters**

1. We would be interested in your views on any other matters that you consider relevant to the Quinquennial Review of the Sports Council for Wales that are not covered by the questions posed above.

Q22. What other issues would you like to bring to the attention of the Steering Group of the review and to those carrying out the detailed review? Please list these below: -

Thank you for your views.

## Appendix C

### Key Stakeholders Consulted

#### APPENDIX C - STAGE ONE CONSULTEES

We have circulated a written consultation documents and there have been a significant number of replies. In addition to this, consultation meetings and telephone interviews have taken place with the following people and organisations. Additional organisations responded to the written consultation.

#### Governing Bodies of Sport

Organisation	Name and title
Welsh Canoeing Association	Richard Lee, Chief Executive
Cricket Board of Wales	Mike Fatkin, Secretary
Football Association of Wales	David Collins, Chief Executive
Welsh Rugby Football Union	Arthur Jones, Manager of the Dragons Rugby Trust Ceri Thomas, Project Manager of the Dragons Rugby Trust
Welsh Golfing Union	Richard Dixon, Chief Executive
Welsh Netball Association	Sue Holvey, Chief Executive
Welsh Judo Association	Eddie Melen, National Administrator
Welsh Amateur Swimming Association	Brian Hardwick, Chairman

Welsh Sports Association	Bob Turner, Chairman Anne Ellis, Deputy Chair
Welsh Yachting Association	Bob Lowe, Chairman; Richard Twining, National Development Officer and Tim Hall, High Performance Manager

### Local Authorities

Organisation	Name and title
Isle of Anglesey Council	Aled Roberts, Head of Service Leisure and Community
Blaenau Gwent County Borough Council	Lynn Phillips, Head of Leisure
Bridgend County Borough Council	Nigel Lynn, Assistant Director of Education and Leisure Services
Caerphilly County Borough Council	Peter Gomer, Head of Lifelong Learning and Leisure
Cardiff County Council	Trevor Gough, Head of Leisure and Lifelong Learning
Ceredigion County Council	Trevor Miles, Recreation Officer
Denbighshire County Council	Anne Gosse, Assistant Director for Leisure and Culture
Neath Port Talbot County Borough Council	Russell Ward, Head of Lifelong Learning, Culture and Leisure
Organisation	Name and title
Swansea County Council/Welsh Local Government Association	David Evans, Director of Culture and Recreation and Cultural representative of the Welsh Local Government Association
Vale of Glamorgan Council	Dave Knevett, Principal Leisure Officer

### Health Organisations

Organisation	Name and title
Gwent Health Authority	Angela Brain, Head of Health Promotion Services
Health Promotion Department, Mountain Ash General Hospital	Malcolm Ward, Health Promotion Manager

### Education and Training Organisations

Organisation	Name and title
SPRITO Cymru	David Henwood, Project Manager

Sportscoach UK	John Stevens, Chief Executive
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### Welsh and UK Sports Organisations

Organisation	Name and title
British Olympic Association	Stephen Martin, Performance Director
Disability Sport Cymru	John Morgan, Director
Football Foundation	Peter Lee, Chief Executive
National Playing Fields Association	Elsa Davies, Chief Executive
Sporting Equals	Novlette Rennie, Project Manager
UK Sports Institute	Roger Morland, Chief Executive
Womens Sports Foundation	Amanda Bennett, Senior Manager
Youth Sports Trust	Steve Granger

### Other Sports Council's

Organisation	Name and title
UK Sport	Richard Callicot, Chief Executive
Organisation	Name and title
SportScotland	Ian Robson, Chief Executive
Sport England	David Payne, Director of Investment
	Nick Rowe, Head of Research

### Welsh Assembly Departments

Organisation	Name and title
Arts, Lottery and Sports Division	Margaret Evans, Head of Arts, Lottery and Sports Division
	Arthur Emyr, Head of Sport
	Stephen Woodfine
	John Beynon
Health Promotion Division	Ginny Blakely, Head of Health Promotion

### Media

Organisation	Name and title
HTV	Elis Owen, Director of Programmes
BBC Wales	Nigel Walker, Head of Sport

### Other representatives

Organisation	Name and title
External representative on the Quinquennial Review Steering Group	Jonathan Martin

### Sports Council Staff

Huw Jones, Chief Executive

Sara Butlin, Director of Local Development Services

Graham Davies, Director of National Development Services

Stuart John, Manager of Marketing and Public Affairs

Howard Tolley, Regional Manager South East

Richard Daniels, Regional Manager South West

Jane Clough, Regional Manager Northern

David Evans, Manager Elite Cymru

Anne Adams-King, Manager National Governing Body Services

Matthew Cosgrove, Manager Coaching, Sports Science and Sports Medicine

Malcolm Zapple, Manager Welsh Institute of Sport

Alan Williams, Manager Plas Menai

Chris Timmens, Research Manager