

Review of Local Sports Partnership Programme

Final Report

October 2005

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ANNEX

GLOSSARY OF TERMS

CDB	County Development Board
CSP	County Sport Partnerships (England)
DAST	Department of Arts, Sport and Tourism
DCMS	Department of Culture, Media and Sport
FAI	Football Association of Ireland
GAA	Gaelic Athletic Association
IRFU	Irish Rugby Football Union
ISC	Irish Sports Council
LSP	Local Sports Partnership
NCTC	National Coaching and Training Centre
NGB	National Governing Body
PPF	Programme for Prosperity and Fairness
SCW	Sports Council of Wales
SDO	Sports Development Officer
SE	Sport England
SFAF	Sports Funding and Accountability Framework (Canada)
SIS	Scottish Institute of Sport
SSP	Sport Support Programme (Canada)
VEC	Vocational Education Committee

Chapter 1 Introduction and Background

1.1 Introduction

In early 2005, the Department of Arts, Sports and Tourism (DAST) commissioned Fitzpatrick Associates, Economic Consultants, to undertake a Review of the Irish Sports Council's Local Sports Partnership Programme.

The Programme has been operating since 2001. There are now 16 pilot Local Sports Partnerships (LSPs) established throughout the country.

1.1.1 Background

The LSPs were established on the basis of a commitment in the 1999 Programme for Prosperity and Fairness (PPF). The reference to the LSPs in the Programme is contained in Framework III for Social Inclusion and Equality. In Section 3.1 on social inclusion, actions are set out under three headings; National Anti-Poverty Strategy, Poverty Proofing and Other Developments. Under other Developments, one of the actions to be taken is...

“The Irish Sports Council proposals to develop local sports and recreation programmes, through the establishment of the local sports partnerships, will be supported and funded. These partnerships will promote the development of sport and recreation, and will develop leadership co-ordination and direction, particularly in disadvantaged areas. In developing these proposals, the Irish Sports Council will engage with the relevant statutory agencies and community and voluntary interests in identifying the issues which need to be addressed”¹

These objectives were developed further by the ISC, see Section 1.1.2 below.

Prior to the introduction of the LSPs, the VEC's "Sport for Young People Grant Scheme" was the main sports dedicated fund at local level. The overall objective of the scheme is promotion of sport and physical activity opportunities for young people, which it seeks to do through the provision of grant assistance to clubs/organisations, which are focused on the promotion of sport activities for people. It provides special project grants to promote sport participation among disadvantaged youth and it also provides funding for the All-Ireland Sport Leader Awards for young people. The scheme

¹ Department of an Taoiseach, Programme for Prosperity and Fairness (1999: 79).

did operate throughout the country but now only in areas without LSPs. €450,000 was allocated through this programme to non-LSP areas in 2005.

1.1.2 Objectives and Functions

The LSP Programme was developed to “create a national structure to co-ordinate and promote the development of sport at local level”. It aims to increase participation in sport by breaking down barriers and increasing both numbers of people participating and the extent of continued participation throughout the life cycle, and ensuring that local resources are used to best effects.

The ISC set the following outcomes for the LSPs:

- *“enhanced planning of sport at local level;*
- *increased levels of local participation, especially amongst specific target groups such as older people, girls and women, people with disabilities, unemployed people and those who live in identified disadvantages communities;*
- *enhanced local coach deployment;*
- *club development;*
- *volunteer training;*
- *local directories of sports bodies and facilities;*
- *better use of existing facilities;*
- *clear priorities for local facility provision and improvement, with related quality management initiatives;*
- *school/club/community and possibly school-National Governing Body (NGB) links;*
- *local sports events.”²*

Within the context of this overall remit, the three primary functions of the LSPs, as defined by the ISC, are:

1. **Information** – establish consultative fora; undertake research; identify local needs
2. **Education** – provide sports training and education at local level
3. **Implementation** – preparation of strategy; establish administrative structures; deliver programmes; market and promote sport.

² The Irish Sports Council, The Local Sports Partnership Initiative - Information Note.

1.1.3 Programme Management and Delivery

The Programme is funded within the budget of the ISC, which is itself funded by the DAST. Total ISC expenditure on the LSPs to end 2005 is approximately €8.7 million, €8.3 million in core funding and €430,000 in challenge funding (see Tables 2.2 and 2.3 later). The ISC's overall strategic focus across its programmes as a whole is divided into three pillars namely "participation", "performance" and "excellence". The LSP falls under the participation strategy. It was developed by the ISC in order to establish a structure for coordinating and promoting development of sport at a local level. Recognising that there are a large number of public and other organisations promoting sport in some way to varying degrees, it was felt by the ISC that the LSPs provided a vehicle for co-ordinating efforts at local level.

The programme is administered and managed by the Local Sports Unit within the Council. The Unit provides training, information, funding and other central support to the individual LSPs. The Unit is also responsible for monitoring and evaluating the performance of the LSPs in line with stated objectives.

As their title suggests, the LSPs are established and run on a "partnership" basis at local level with representation at board level from a range of statutory bodies and organisations involved in local sports development. The majority of the LSPs are registered as companies limited by guarantee, with Board members acting as company directors. Two of the LSPs operate as substructures of the County Development Boards. Board members in all LSPs typically rotate every three years.

A Local Sports Co-ordinator is appointed to each LSP to co-ordinate the activities of the partnership and ensure aims and outcomes are achieved. The Co-ordinator is supported by an administrator and, in a minority of cases, a sports development officer. The majority of the LSP staff are based in local organisations such as the local authority and the VEC. The Co-ordinator reports to the Board of the LSP.

1.1.4 Overview of Partnerships

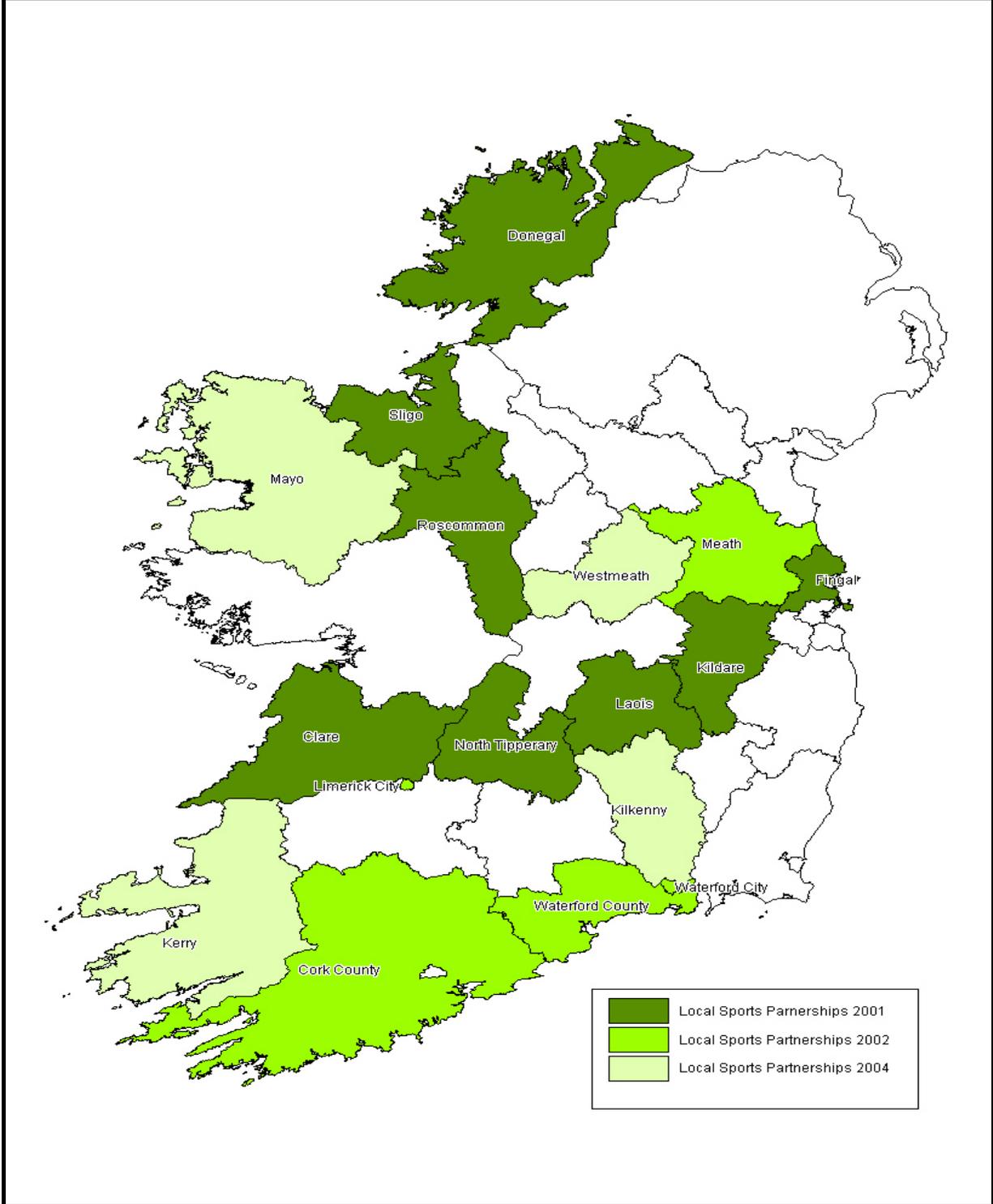
Table 1.1 provides details of the year of funding approval for the 16 LSPs selected to pilot the Programme. As shown, the first eight pilot counties were selected in 2001, while a further four were established in 2002 and four more in 2003.

TABLE 1.1: YEAR OF FUNDING APPROVAL (START-UP) FOR LSPS

COUNCIL	POP 2002	2001	2002	2004
Clare		✓		
Cork County			✓	
Donegal		✓		
Fingal		✓		
Kerry				✓
Kilkenny				✓
Kildare		✓		
Laois		✓		
Limerick City			✓	
Mayo				✓
Meath			✓	
North Tipperary		✓		
Roscommon		✓		
Sligo		✓		
Waterford City and County ¹			✓	
Westmeath				✓
1 Single LSP				
SOURCE: ISC				

A further three counties – Carlow, Offaly and Monaghan – are in receipt of pre-development funding.

MAP 1: LOCATION OF LOCAL SPORTS PARTNERSHIPS



Seventeen of the 34 local authorities have LSPs³. The two city councils with LSPs are Waterford and Limerick. The remainder of the LSPs are located in county councils. A few local authorities without LSPs are active in local sports development but these typically tend to be in urban areas. In

³ Waterford Sports Partnership Ltd covers both the city and county council.

terms of population coverage, approximately 47% of the country's total population is covered by the sixteen LSPs.

1.2 Study Requirements and Approach

Figure 1.1 sets out the study terms of reference as outlined in the Invitation to Tender.

FIGURE 1.1: TERMS OF REFERENCE
<ol style="list-style-type: none"> 1. <i>Evaluate progress of the LSP process to date with reference to the key aims, expected outcomes and function of the LSPs as defined by the Irish Sports Council. The review should take into account the city/urban/rural distribution of the partnerships</i> 2. <i>Draw comparisons at a global level between LSP areas and non-LSP areas in respect of sports development impact. This comparison should take account of the investment in sports facilities within and between those areas in question and look at the catalytic effect (if any) the LSPs have had on sports development and sports investment within their respective areas. In this regard, account should be taken of the different length of existence of different LSPs</i> 3. <i>Consider the governance structure of LSPs including their relationship with other service providers at sub-national level such as Local Authorities, VECs and City and County Development Boards.</i> 4. <i>Make recommendations as appropriate arising from the evaluations above.</i>
SOURCE: TERMS OF REFERENCE.

The research undertaken to ensure the review requirements are fully addressed falls into three distinct areas:

Measuring progress: this involved assessing the degree to which the LSPs achieved their overall aims, functions and outcomes. A detailed checklist was distributed to all 16 LSPs to collect necessary qualitative and quantitative data. This was particularly important given a lack of performance monitoring data available centrally.

Comparing LSP areas to non-LSP areas: this involved comparing LSP and non-LSP areas to facilitate the measurement of the impact of LSP intervention. Reviewing the non-LSP areas enabled some examination of the “do nothing” scenario for local sports development. Comparative information and data was gathered centrally and also through a number of case study visits.

Examining governance structures of LSPs: the governance structures of LSPs were examined in terms of their relative advantages and disadvantages, reporting and administrative structures, nature of board representation and evidence of “partnership”.

1.3 Method

Phase 1 – Inception. This initial planning phase involved meetings with the Department and the ISC. The precise project requirements were finalised, the list of key consultees was also agreed, extent of information available established, and the format of the research tools approved.

Phase 2 – National Level Analysis. Phase 2 involved the two main tasks of examining existing programme data and reports and undertaking national level consultations. At a central level, we examined any available programme data and reports such as, for example, the quarterly progress reports. There was, however, only a limited amount of central quantitative data available. We also consulted the main National Governing Bodies (NGB): the GAA, IRFU and the FAI.

Phase 3 – Survey of LSPs. The survey of all LSPs was a central element of the research with the dual purpose of ensuring each LSP had an input into the process and collecting available data. The checklist, which was completed by each LSP, also collected qualitative information on issues such as LSPs’ views on progress achieved to date; barriers to progress and suggestions for overcoming these; advantages and disadvantages of governance structures; and views on current performance indicators.

Phase 4 – Case Studies. Undertaking the case studies enabled a more detailed exploration of a range of programme level issues. Four LSP and two non-LSP areas were selected for further analysis. The LSP areas were Kildare, Sligo, Waterford and Westmeath and the two non-LSP case study areas were Dun Laoghaire-Rathdown and Cavan. The case study visits to both LSP and non-LSP areas involved visits to each area and meetings with the Co-ordinator, board members and any other key stakeholders. The two non-LSP areas of Cavan and DLR were selected, one rural and one urban county. The purpose of the case studies in the non-LSP areas was to provide a clearer understanding of the net additional benefit or impact that the LSPs have had – allowing us to consider the impact of the LSP Programme through comparison with the “*Do Nothing*” scenario.

Phase 5 – Review of International Experience. This phase examined approaches to local sports development in a number of other countries with a view to identifying lessons for Ireland. Local sports development issues such as governance structures, funding arrangements, difficulties experienced and lessons learnt are examined in Canada, Wales, Scotland and England.

Phase 6 – Workshop for LSPs. Phase 6 involved a workshop, attended by the sixteen Co-ordinators and a board member from each LSP. The aims of the workshop were to allow Co-ordinators and board members an opportunity to input into the review and to examine key issues such as, for example, advantages and disadvantages of company structures, measuring impact and changes required to the programme.

1.4 Report Structure

- Chapter 2 examines LSPs' progress to date against the outcomes set by the ISC when the programme was initiated. Outcomes against which progress is measured include partnership establishment; programme resources; sports planning and local co-ordination; coach deployment; volunteer training and club development; activities for target groups; and sport promotion and development.
- Chapter 3 reviews the issue of LSP structures including programme management, governance structures and staffing, and reporting and performance management.
- Chapter 4 summarises the international case studies of Canada, Wales, Scotland and England. Topics examined include local sports development strategy and policy, funding and programme management, activities undertaken, impact, and lessons for Ireland.
- Chapter 5 assesses the overall impact of the LSP Programme in terms of the activities to date, differences between LSPs and non-LSP counties and the impact on the national sports programmes.
- Chapter 6 draws conclusions based on the review requirements of measuring progress to date; comparing LSP areas to non-LSP areas; and examining corporate governance structures. The final section presents our recommendations arising from the research.

Chapter 2 Progress to Date

2.1 Introduction

One of the review's key functions is to establish the level of progress achieved by the LSPs to date against the outcomes defined by the ISC. This chapter sets out our analysis of the progress achieved. The assessment is based on the completed LSP checklists, the LSP workshop, and information obtained from the ISC.

Section 2.2 outlines progress in establishing the partnership structures. Section 2.3 examines the programme resources, including ISC grant allocations, funding from other sources, and in-kind contributions. Section 2.4 presents LSPs' progress in sports planning and co-ordination, while Section 2.5 examines progress on coach deployment, volunteer training and club development. Section 2.6 reviews activities for specific target groups such as girls and older women, people with disabilities and those living in identified disadvantaged communities. Another of the expected outcomes is that the LSP would establish links with schools, clubs and the community, and LSP progress in this regard is examined in Section 2.7. Section 2.8 details progress on the final outcome of sports promotion and development.

2.2 Partnership Establishment

Table 2.1 shows the status of development for each of the partnerships, highlighting the clear differences in stages of LSP development. More specifically, the table shows the period of time the Co-ordinators have been in position, the duration the Board is in operation and the time period since the Strategy launch.

Considerable time and effort was invested in getting the company structures in place. As well as the administrative requirements, there were specific difficulties around clarifying Directors' responsibilities as Board members, which took some time to resolve. As the LSPs are limited companies, human resources policies also had to be adopted. LSPs generally found the process of establishing companies time-consuming and expensive. As articulated by one of the LSPs in its checklist "*...the Co-ordinator was very much left to establish all systems of operation including governance from scratch. The Partnership was not aligned to or integrated into the systems and processes of any of the key agencies*". They also said that "*...a significant sum of funds was spent on solicitors' fees in trying to resolve company Memo and Arts issues which only arose after the Coordinator was appointed*".

TABLE 2.1: STATUS OF LSP DEVELOPMENT

	<u>Co-ordinator Appointed</u>	<u>Months elapsed* since:</u>		<u>Number of months since launch</u>
		<u>Full Board Established</u>	<u>Strategy Launched</u>	
Clare	43	42	Yes	24
Cork County	31	26	Yes	19
Donegal	41	42	Yes	31
Fingal	41	37	Yes	24
Kerry	14	17	Yes	08
Kilkenny	11	9	No	-
Kildare	42	38	Yes	14
Laois	38	35	Yes	34
Limerick City	31	32	Yes	15
Mayo	7	6	No	-
Meath	23	22	Yes	23
North Tipperary	42	38	Yes	25
Roscommon	43	42	Yes	19
Sligo	42	39	Yes	25
Waterford City and County	32	35	Yes	17
Westmeath	8	5	No	-

NOTE: *to end May 2005.
in the process of establishing a board

SOURCE: ISC

Co-ordinators have been appointed in all LSPs, with those in Clare, Donegal, Fingal and North Tipperary in place over three years. At this stage, Boards have been established in nearly all LSPs. Over half the Boards were established after the Co-ordinator was appointed. In the remainder of cases, the Board was in place before the Co-ordinator was recruited.

With partnership structures in place and Co-ordinators recruited, LSPs were advised to develop a Strategy. Thirteen of the sixteen LSPs have now launched Strategies. The other three LSPs are in the process of developing strategies. These differences obviously mean we are evaluating partnerships at quite different stages of development.

2.3 Programme Resources

2.3.1 ISC Grant Allocations

LSPs receive funding from the ISC through two main grants packages, "Core Funding" and much smaller "Challenge Funding". In 2005, a total of €2.39 million was allocated – €2.22 million core and €166,000 Challenge, or 93% and 7% shares respectively. The Local Sports Partnership Core Funding covers the cost of employing a Co-ordinator and administrator; funding towards developing the local sports partnerships and co-ordination of ISC national programmes such as Code of Ethics, Go for Life, and Buntús. The Core Fund is regarded as the minimum necessary to run administrative functions of the LSP. The annual core funding allocation for a fully operational Partnership is approximately €115,000 in its first year, increasing to an average of €130,000 in subsequent years.

The amount of LSP core funding allocated to an individual Partnership depends on a number of factors including the year the Partnership was established; ISC overall annual Core funding budget; and the proposed budget submitted by each Partnership. This basic ISC package is standard to all Partnerships irrespective of county size. Costs typically covered by Core funding are shown in Funding Application Form in Annex 1.

It was understood at an early stage of the LSP concept that Sports Council funding would be for a few years only, at which stage the local authority or whatever agency had responsibility would meet the cost of employment etc in relation to the Partnerships.

Operational LSPs:	2001	2002	2003	2004	2005
Clare	114,276	120,750	119,096	127,149	140,000
Cork	0	115,000	129,050	153,593	148,812
Donegal	114,276	120,750	126,161	153,533	153,363
Fingal	114,276	120,750	119,352	130,676	118,700
Kerry	0	0	0	115,000	116,750
Kildare	114,276	120,750	123,350	101,350	133,884
Kilkenny	0	0	0	115,000	115,192
Laois	114,276	120,750	130,000	150,280	147,450
Limerick	0	115,000	119,964	154,307	151,275
Mayo	0	0	0	115,000	113,148
Meath	0	115,000	129,355	145,528	139,762
North Tipperary	114,276	120,750	128,253	139,830	157,502
Roscommon	114,276	120,750	91,451	131,351	116,224
Sligo	114,276	120,750	130,000	141,847	146,679
Waterford	6,349	185,000	160,299	167,666	176,804
Westmeath	0	0	0	115,000	115,330
Pre-Development LSPs					Subtotal
Carlow	0	0	0	10,000	10,000
Offaly	0	0	0	10,000	10,000
Monaghan	0	0	0	10,000	10,000
TOTAL Expenditure	920,560	1,496,000	1,506,331	2,187,110	2,220,875
SOURCE: ISC					

Pre-development funding of €10,000 p.a. was allocated to Counties Monaghan, Carlow and Offaly in 2004 and 2005. The purpose of this funding is to help prepare these counties for the establishment of formal LSPs. Pre-development funding has typically been spent on research activities and local consultation events.

The Local Sports Partnership Challenge Funding is for specific, high priority targeted initiatives identified and promoted by Local Sports Partnerships. In 2005 €166,528 was awarded to 13 Partnerships. Amounts ranged from €36,738 to €7,500 and averaged €12,800.

Challenge funding is allocated on a competitive basis following annual project submissions to the ISC by the LSPs. As shown in Table 2.3 below, the amount of challenge funding received varies between LSP areas, with some LSPs more successful than others in accessing these funds. Funding applications are assessed by the ISC against set criteria. Applications will not be considered unless the proposed project is identified in the action items in the LSPs' Local Sports Strategies. Applications are also considered in relation to the size and population of the operational area, the administrative structure in place, the support and involvement of partner agencies, the funding secured by the LSP from other sources, previous ISC funding and progress to date.

TABLE 2.3: ISC CHALLENGE FUNDING ALLOCATIONS TO LSPS			
	<u>2003</u>	<u>2004</u>	<u>2005</u>
Clare	4,000	11,500	10,000
Cork County	33,400	8,992	7,500
Donegal	31,500	8,800	12,890
Fingal	18,000	10,000	10,500
Kerry	0	0	10,500
Kildare	0	6,000	9,000
Kilkenny	0	0	0
Laois	24,000	7,000	8,900
Limerick City	5,000	10,000	8,500
Mayo	0	0	0
Meath	0	7,440	13,000
North Tipperary	4,500	8,000	14,000
Roscommon	0	2,000	13,500
Sligo	29,400	34,300	36,738
Waterford City and County	3,000	400	11,500
Westmeath	0	0	0
TOTAL Expenditure	152,800	114,432	166,528

SOURCE: ISC

The first challenge fund allocations to LSPs were made in 2003. One of the fund's selection criteria is that proposed projects have to be identified as actions in the LSP strategic plans. Therefore, it was 2003 before any LSPs had completed their strategies and were in a position to apply for this funding.

2.3.2 Funding from Other Sources

LSPs have secured additional funding over and above the ISC Core and Challenge funding. Sources include local authorities, workshops/courses, and others such as local development agencies, VECs, Health Service Executive and FÁS. However, these sources are relatively small compared to ISC funding.

As shown in Table 2.4, and based on responses to our survey, total funding received by LSPs equated to approximately €2.6 million in 2004, the majority (92%) of which is made up of ISC grants.⁴ Five LSPs received funding from their local authority, grants ranging from approximately €4,000 to €51,000 (Waterford City and County). Total local authority grants amounts to around €95,000. Six LSPs combined generated a total of €43,000 from various workshops/courses held. The majority of LSPs received funding from two or more sources. In financial terms, LSPs in Waterford, Sligo, Cork county, Laois, and Roscommon were particularly successful in accessing funding from other sources in 2004.

TABLE 2.4: TOTAL FUNDING AVAILABLE TO LSPS IN 2004.

	<u>ISC Grant¹</u>	<u>Local Authority</u>	<u>Other Local Org.</u>	<u>Workshops/Courses</u>	<u>Other Sources</u>	<u>Total Funding Available</u>
Clare	138,649		10,000	5,955	120	154,724
Cork County	162,585	30,000		10,000		202,585
Donegal	162,333		9,750		7,250	179,333
Fingal	140,676				1,000	141,676
Kerry	115,000				13,831	128,831
Kildare	107,350					107,350
Kilkenny	115,000				1,627	116,627
Laois	157,280	5,000	5,000		33,700	200,980
Limerick City	164,307				3,447	167,754
Mayo	115,000					115,000
Meath	152,968			5,545	1,000	159,513
North Tipperary	147,830			891		148,721
Roscommon	133,351	3,995	27,000	10,930	25,000	200,276
Sligo	176,147	5,500	19,070		7,760	208,477
Waterford City and County	168,066	50,800		9,504	7,444	235,814
Westmeath	115,000				1,000	116,000
Total funding	2,271,542	95,295	70,820	42,825	103,179	2,583,661

¹ Core and Challenge

SOURCE: SURVEY OF LSPS, MAY 2005.

⁴The total programme funding available of €2.47 million does not include equipment and central administration costs for the Buntús programmes. ISC Buntús expenditure in 2004 was just over €500,000 (gross of sponsorship received), while the FAI spent about €405,000 on the soccer Buntús programme (a detailed analysis of the Buntús programmes is set out in Section 2.7).

2.3.3 In-Kind Contributions

LSP survey respondents were asked to estimate the value of in-kind contributions received. The data in Table 2.5 are based on individual LSP estimates and are, therefore, indicative. Such agencies include local authorities, VECs, FÁS and others (e.g. development agencies). The LSPs estimate that they have been successful in leveraging in-kind contributions valued at approximately €500,000 from other agencies. Contributions are generally in the form of office space and equipment, use of meeting rooms and facilities, and administration costs.

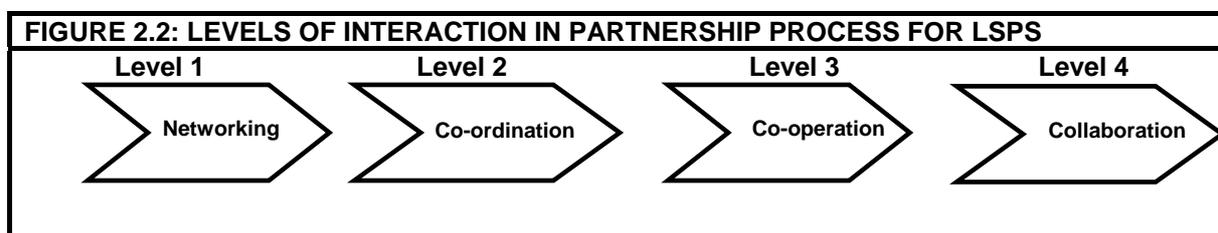
	<u>Local Authority</u>	<u>VEC</u>	<u>FÁS</u>	<u>Other</u>	<u>Total Contributions</u>
Clare		14,000	11,000	2,000	27,000
Cork County		15,000	20,000		35,000
Donegal			18,012	4,753	22,765
Fingal			5,000	40,000	45,000
Kerry	11,500			36,000	47,500
Kilkenny				5,000	5,000
Kildare		5,000		4,000	9,000
Laois	5,000				5,000
Limerick City		4,000		3,500	7,500
Mayo	5,000				5,000
Meath	24,000			1,500	25,500
North Tipperary	500	24,000		5,250	29,750
Roscommon		15,000			15,000
Sligo	1,500	156,500*			158,000
Waterford City and County	41,050			24,500	65,550
Westmeath	1,000	5,000		1,000	7,000
Total	89,550	238,500	54,012	127,503	509,565
* This primarily relates to funding for 2 sports development officers accessed through the Cross Border EU Programme for Peace and Reconciliation.					
* Data are based on LSPs own estimates and are likely to be indicative only.					
SOURCE: SURVEY OF LSPS, MAY 2005.					

Sligo LSP received in-kind contributions of €156,000 from the VEC. This relates to the cost of employing the two Sports Development Officers, seconded from the VEC (funded through the Cross-Border EU Programme for Peace and Reconciliation). This estimated value of in-kind contributions excludes joint activities which others may resource.

2.4 Sports Planning and Local Co-ordination

LSPs were asked to provide details on their interaction with other agencies since their inception. Interaction was categorised into four types: agencies consulted (excluding board members); agencies they worked with on policy/strategic issues; agencies with which they co-ordinated in relation to the use of facilities; and agencies with which they delivered joint programmes and

initiatives. These categories reflect progressive levels of interaction in partnership process for LSPs, as shown in Figure 2.2.



From the LSP feedback (summarised in Table 2.6), they have been successful at networking with other organisations and initiating joint policy/strategic initiatives, albeit to varying degrees. There is also evidence of efforts to co-ordinate use of facilities, although as shown in the estimates below, this happened to a lesser extent than the other partnership activities.

TABLE 2.6: PARTNERSHIP ACTIVITIES UNDERTAKEN

	<u>Organisations Consulted with</u>	<u>Joint Policy/Strategic Initiatives</u>	<u>Co- ordination Initiatives</u>	<u>Joint Project Delivery Initiatives</u>
Clare	10	23	7	36
Cork County	5	4		3
Donegal	33	11	2	17
Fingal	2	5	2	5
Kerry	5	5	5	12
Kilkenny	1	1	1	2
Kildare	8	7	6	7
Laois	6	8	7	10
Limerick City	12	14	10	11
Mayo	8	7	4	1
Meath	7	5	2	6
North Tipperary	24	12	7	23
Roscommon	4	4	1	9
Sligo	31	5	9	13
Waterford City and County	19	8	7	13
Westmeath	7	1	2	2
Total	182	120	72	170
* to end May 2005.				
SOURCE: SURVEY OF LSPS, MAY 2005.				

There are also indications in the survey feedback of examples of joint project delivery. In the checklists, LSPs were asked to provide details of their interaction with other agencies with which joint programmes/activities have been delivered. In a minority of cases, the LSP gave a brief project description, whereas for most others, only the name of the organisation was provided with no detail on the project. The number of joint projects delivered should, therefore, be taken as an indicative figure. Examples of joint project initiatives in Waterford, Limerick and Sligo are outlined in the text box.

- *Limerick Women Street Steppin'*. Partnership between Limerick City Sports Partnership and Health Service Executive (joint lead), local athletics and walking clubs and local facility providers to get sedentary women in Limerick taking part in weekly walking/running sessions in their communities (6 venues);
- *Ladies Football Secondary School Blitz*. A partnership between Waterford Institute of Technology, Waterford Ladies Football Association, WSP and Waterford GAA Development to deliver a comprehensive approach to the development of ladies football in secondary schools in Waterford. It included support for coach training, playing rules, workshop, come and try it section and fun blitz. The feedback indicated a strong take-up in the sport following interest developed and equipment and coaching provided;
- *Girls Active*. A physical activity programme for teenage girls involving a pooling of resources between Sligo Sport and Recreation Partnership (SSRP), Health Service Executive (HSE) and Sligo VEC. The HSE is the lead agency while SSRP contributes to the strategy/policy and funding. The Sligo VEC Sports Development Officer facilitates programme implementation on a day-to-day basis.

2.5 Facility Audits

As part of their programme of work, ISC requested LSPs to undertake an audit of sports facilities in their areas. Table 2.7 shows whether audits and directories of local sports facilities have been completed as yet. Laois and North Tipperary LSPs are the only two to have completed audits thus far. Limerick City Council commissioned an audit prior to establishment of LSP and it is just being finalised. Some CDBs had also undertaken some form of sports audits in preparing their strategies for economic, social and cultural development.

The majority of LSPs took a decision to await the details of the Department of Arts, Sport and Tourism's National Audit of Facilities before undertaking a county-level audit. LSPs felt it was important county level audits adhere to any agreed national template to ensure consistency and comparability between areas.

TABLE 2.7: FACILITIES AUDITS AND DIRECTORIES

	<u>Audit Completed by LSP (Y/N)</u>	<u>Directory of Local Sports Facilities Available</u>	<u>Comment</u>
Clare	No	Yes	Some details are available via on-line database
Cork County	No	No	
Donegal	No	Yes	Audit was undertaken by Donegal County Council in 2000. County Atlas of facilities published
Fingal	Yes	Yes	A Directory of sports clubs in Fingal is available on-line
Kerry	No	Yes	Audit was undertaken by Kerry County Council in 2001 and directory published
Kildare	No	No	Work under way on pilot project
Kilkenny	No	No	Some survey work undertaken
Laois	Yes	Yes	Clubs and facilities directory published
Limerick City	No	No	Audit commissioned by Limerick City Council prior to establishment of LSP – but LSP provided some input to exercise. Directory not yet available
Mayo	No	No	Work currently under way
Meath	No	No	Planned for 2005
North Tipperary	Yes	No	Research completed and findings at draft stage
Roscommon	No	Yes	Directory of clubs and their facilities on website
Sligo	No	No	Indoor facilities audit and directory has been prepared
Waterford City and County	No	No	Planned for 2005
Westmeath	No	No	Audit undertaken by County Council in 2001

SOURCE: SURVEY OF LSPS, MAY 2005.

Five of the sixteen LSPs have collated a directory of local sports facilities⁵. There are also some examples of related initiatives targeted at improved co-ordination in relation to the use of facilities, sport training times, and information provision.

⁵Directory is a list of the local sports facilities available, whereas the audit provides details on facilities available, usage and available capacity.

2.6 Coach Deployment, Volunteer Training and Club Development

LSPs play a role in facilitating volunteer and coach training sessions, bringing various sports groups together to attend training where otherwise there would be insufficient demand from just one group. Such training sessions are typically delivered by the NGB. The Co-ordinator only delivers training courses for which they are accredited.

Table 2.8 shows the number of participants trained, across a range of activities. LSPs have facilitated training for almost 11,000 participants across a range of activities. More specifically, around 1,120 participants in LSP areas attended Code of Ethics training. Other popular training courses organised include generic coaching seminars, capital grants workshops and SAQ (Speed, Agility and Quickness). As evident in a later section (Section 2.8.2) the training is a useful means of supporting and linking with schools and local communities.

	<u>2002</u>	<u>2003</u>	<u>2004</u>	<u>Total (2001-2004)</u>
Athletics		5	82	87
Badminton		58	31	89
Basketball	65	31	3	99
Bowling				0
Boxing		8	37	45
Capital Grants Workshop	60	222		282
Children		51	390	441
Generic Coaching Seminars (e.g. NCTC courses)	20	395	250	665
Code of Ethics	217	348	556	1,121
First Aid	38	2,341	546	2,925
GAA	62	78	341	481
Go for Life Bowling	97	28		125
Go for Life PAL	10	302	314	626
Rugby		25	21	46
SAQ (Speed, Agility, Quickness)	29	280	624	933
Soccer	88	44	116	248
Sport for All	5	312	102	419
Sports Education		120	390	510
Swimming	4	15	53	72
Volleyball	32	22	15	69
Slí na Sláinte Walking Leaders	20	24	84	128
Others	102	330	665	1,097
TOTAL	849	5,039	4,620	10,508

SOURCE: SURVEY OF LSPS, MAY 2005.

The LSP's role is solely co-ordinating the training courses where, for example, different organisations require the similar training and it makes more economic sense for the groups to be trained together.

“Enhanced local coach deployment” is one of the outcomes set by the ISC for the LSPs. In order to enhance coach deployment, it is necessary to have a record of the available coaches. However, few if any comprehensive databases on active coaches were compiled. Very few LSPs were in a position to provide details of the number of accredited coaches in their local area. Sligo LSP does have a database of over 1,130 active coaches and others are collating coach details on an on-going basis. The partnerships record contact details for the sports clubs and association who have attended coach education and volunteer training courses.

The National Coaching and Training Centre (NCTC) based at the University of Limerick and charged with responsibility for raising the standards of coaching in Ireland is gathering data on the accredited coaches for each sport and are currently developing a database of this information. County level information is not easily accessible at the moment but when transferred to the new system, NCTC should be in a position to provide this information. LSPs should avoid duplicating any data collection work undertaken by the NCTC and use central information sources where available.

2.7 Activities for Specific Target Groups

LSPs were asked to focus on increasing levels of local participation, especially amongst specific target groups such as older people, girls and women, people with disabilities, unemployed people and those who live in identified disadvantaged communities. This latter was emphasised in the original commitment in PPF Agreement (see Section 1.1.1).

A key example is school-goers, which is dealt with separately in Section 2.8. The LSPs play an active role in the roll-out of other national programmes such as the Go for Life Programme targeted at older people. Go for Life, an Age and Opportunity initiative, is funded by the ISC. The Go for Life team at Age and Opportunity administer the programme, working in partnership with the HSE and the LSPs. Physical Activity Leaders (PALs) organise physical activities for older people. PALs are often older people themselves, who belong to a local group that include older people among its members. To become a PAL, you must attend the PAL workshops, a series of eight workshops developed by the Go for Life Team. The workshops aim to enable participants to plan and lead health-enhancing physical activity sessions for older people. The LSPs, Health Boards and Go for Life team organise the workshops at local level.

There are also many examples of individual LSP pilot initiatives focusing on increasing levels of local participation for the other identified target groups. Examples of individual initiatives targeted at specific groups are summarised in the text box below.

Activities for Target Groups⁶

Girls and Women

- Girls Active: Physical activity programme for teenage girls which involves pooling the resources of the Local Sports Partnership, HSE and VEC. Publication of the “*Consultations with Teenage Girls on being and getting active*”. Programme is implemented by Sligo Sports Partnership and Recreation and Donegal Local Sports Partnership
- Joint initiative between LSP and Courts service. Twelve teenage groups from disadvantaged areas were supported to complete the Dublin mini-marathon. The girls are now taking part in a programme to raise money for local children to participate in summer camps. The girls have also joined the local athletic club.

People with Disabilities

- All – Ability Summer Camp: Fully integrated summer camp for 190 adults with disabilities. Joint initiative between Meath Local Sports Partnership and Midway Services & Rehab Services
- Disability Working Group Established: Held an awareness seminar and adapted physical activity workshops. Mayo Local Sports Partnership.

Those Living in Identified Disadvantaged Communities

- Sports Action Zones: Sport and recreation were identified as priority areas for young people in a specific area in Sligo. The project received approval under the RAPID programme. Project objectives are very similar to those of the LSP in terms of developing links between clubs and communities, developing a comprehensive programme of work and establishing positive lifestyle patterns in childhood that will continue into adulthood. This is a good example of a partnership investing in sport in disadvantaged areas by the LSP.

2.8 School, Club and Community Links

2.8.1 School Links

The ISC Buntús programmes have formed a central element of LSP activities to date. Three different programmes have been rolled out to date for primary schools. These are Buntús Play for Junior Cycle pupils, Buntús Multi-Sport for the Senior Cycle and the FAI delivered Buntús Soccer. In supporting delivery of the National Curriculum the Buntús programmes seek to raise the profile of physical education and sport in schools, provide training opportunities for teachers and assist the NGBs in supporting teacher coaching skills. The programmes involve the delivery of training to teachers by either LSP co-ordinators or other accredited tutors (typically over a half-day period) and the provision of resource cards for on-going teacher use and bags of sports equipment.

Table 2.9 provides details of progress achieved to date in relation to delivery of the Buntús Play and Multi-Sport programmes. Over 1,000 schools have already participated in the programme, which involves provision of training to over 7,000 teachers and which should in theory benefit a proportion of the 140,000 primary school pupils involved. Expenditure on the Buntús Play and Multi-Sport programmes to end 2004 was €930,179 while €486,300 has been allocated for the programme in 2005. The ISC arranged commercial sponsorship for Buntús with Super Value in 2004 and the programme received sponsorship income of €150,000 in both 2004 and 2005.

TABLE 2.9: PROGRESS TO DATE IN BUNTÚS PLAY AND MULTI-SPORTS PROGRAMMES*

	<u>Schools Visited</u>	<u>Pupils (No.)</u>	<u>Schools Remaining</u>	<u>Teachers Trained</u>
Clare	76	10,506	36	607
Cork County	148	18,193	182	961
Donegal	177	13,456	0	786
Fingal	74	13,949	8	580
Kerry	14	1,588	133	89
Kilkenny	32	5,041	50	280
Kildare	88	18,954	14	1,115
Laois	54	4,119	16	217
Limerick City	35	7,200	9	532
Mayo	0	0	194	0
Meath	108	17,321	0	879
North Tipperary	59	1,188	19	61
Roscommon	76	5,063	22	308
Sligo	69	6,484	2	336
Waterford City and County	66	11,380	12	591
Westmeath	20	1,957	54	95
Total	1,096	136,399	751	7,437
* to end March 2005.				
SOURCE: ISC				

The FAI Buntús Soccer programme was initially piloted in 2003 and was subsequently delivered through the established LSPs in 2004 and 2005. The programme is funded by the FAI and follows a similar model to that of the generic Buntús programme whereby primary schools receive a bag of equipment including soccer balls, cones and items (valued at about €1,000 each) and teachers are provided with a half-day training session from a FAI development officer. Teachers are also provided with training notes and guides similar to those provided for the generic Buntús programme.

Apart from a few initial pilots delivered in conjunction with Dublin City Council, the FAI Buntús programme is currently only delivered in areas that have an LSP. The LSP co-ordinator liaises between the schools and the FAI and also provides some follow-up assistance to teachers. However, the LSP is not responsible for doing the visits in this instance. They are undertaken by the local FAI Sports Development Officers.

⁶No specific details on activities for the unemployed were provided in the checklists although some of the other initiatives, for example located in disadvantaged communities, are likely to include this

Table 2.10 shows the progress to end April 2005 in delivery of the FAI Buntús programme. The programme has been delivered in some schools in all of the 2001 and 2002 established LSPs. To date, the programme has been delivered in 677 schools, involving the provision of training to almost 4,400 teachers. Total expenditure under the FAI Buntús programme was €386,000 in 2003 and €405,000 in 2004.

TABLE 2.10: PROGRESS TO DATE IN FAI BUNTÚS PROGRAMME*

	<u>Schools Visited</u>	<u>Pupils (no.)</u>	<u>Teachers Trained</u>
Clare	42	4,336	247
Cork County	164	18,058	948
Donegal	90	8,832	503
Fingal	26	9,533	377
Kerry	0	0	0
Kildare	15	3,230	213
Kilkenny	0	0	0
Laois	43	3,289	177
Limerick City	23	3,875	295
Mayo	0	0	0
Meath	83	13,927	687
North Tipperary	34	3,709	183
Roscommon	60	2,608	175
Sligo	55	5,823	315
Waterford City and County	42	5,524	271
Westmeath	0	0	0
Total	677	82,744	4,391
* to end April 2005.			
SOURCE: FAI			

Some progress has also been made with the IRFU in relation to Rugby Buntús which was successfully piloted in conjunction with Limerick City Sports Partnership in 2004. The programme has now been extended to some schools in Sligo, Donegal and Cork. Unlike soccer, however, Rugby Buntús has more limited potential as the IRFU only wishes to focus its development work with schools in areas where rugby clubs are already in existence.

2.8.2 Club Links

LSPs have established links with and supported local sports clubs in several ways. LSPs co-ordinated workshops to provide guidance on the application process for the capital grants programme. Over 600 participants throughout the LSP areas attended these workshops.

LSPs also co-ordinated specific coach training activities for a wide range of sports, including among others athletics, basketball, badminton, boxing, GAA, soccer, volleyball and rugby. The ISC is responsible for the delivery of Code of Ethics training throughout Ireland which is another supportive

target group.

link between clubs and the LSPs. The programme is based on a number of core principles relating to the importance of childhood, the needs of children, integrity and fair play, and relationships and safety in children’s sport. It seeks to ensure that good practice and organisation procedures are in place in all sports clubs through the provision of training to dedicated children’s officers and other club volunteers. Table 2.11 shows the Code of Ethics Participants from September 2004 to May 2005.

TABLE 2.11: CODE OF ETHICS PARTICIPANTS, SEPT. 2004-MAY 2005.		
	No. of Courses*	No. of Participants*
Clare	7	112
Cork County	7	112
Donegal	13	225
Fingal	6	96
Kerry	3	48
Kildare	7	112
Kilkenny	4	64
Laois	7	112
Limerick City	4	64
Mayo	7	112
Meath	13	208
North Tipperary	3	48
Roscommon	11	176
Sligo	2	32
Waterford City and County	13	208
Westmeath	3	48
TOTAL LSPs	110	1,777
* Data are subject to revision.		
SOURCE: LSPs		

Without the local co-ordinator efforts of the LSPs it would be very difficult for the ISC to deliver the Code of Ethics programme. To date only limited progress has been made in delivering the programme in non-LSP areas – a number of workshops planned for non-LSP areas were abandoned due to lack of demand in the absence of a local co-ordination mechanism. Failure to achieve successful delivery of this programme at national level would have significant implications for NGBs, sports clubs, volunteers and sport development generally.

2.8.3 Community Links

About half of the LSPs cite specific examples of working with communities or community groups to encourage participation in local sports. Interaction with local communities tends to be either project-based, i.e. project located in a specific geographical area, or advice and assistance e.g. general training on the capital grants fund application.

The following are two examples of community-based projects outlined in the checklists:

- North Tipperary Sports Partnership is working with four communities, based in urban, rural, disadvantaged and inter-county areas, helping them to develop and implement locally relevant sport and physical activity action plans. Each community has formed a Local Action Group. The partnership then works with this group to identify attitudes, needs, barriers and current participation rates. The Partnership provides support in the form of training or small grants to deliver on the locally appropriate needs-related Active Community Action Plans.
- Laois Sports Partnership, together with Laois LEADER, Laois County Council, Regional Health Service and local community groups, organise an annual Walking Festival which takes place in 15 local communities throughout the county in June.

Should this community link continue to be one of the key outcomes of the LSPs, further guidance may be needed on how the LSPs best engage and support local communities throughout the local authority area. There may need, for example, to be some degree of prioritisation.

2.9 Sport Promotion and Development

Recognising the influence of the media on people's lives, the ISC encouraged LSPs to implement a publicity campaign to assist in establishing the LSP as part of the community. To pursue this objective, thirteen LSPs have established sub-groups focusing on sports promotion and development (examples of these sub-groups are information/communication/PR & Marketing). All the LSP strategies include sports promotion or communications actions designed to raise the profile of LSPs and encourage greater sports participation. Four LSPs identified "difficulties disseminating information" as one of the barriers that they had to overcome. Developing close relationships with the local media and important partners such as the schools, community groups and agencies enabled LSPs to overcome this difficulty and get increased access to the local media.

LSPs used a variety of communication tools to promote and develop local sports. These include developing websites; distributing newsletters and directories of facilities; holding conferences; arranging one-day sports promotion events e.g. "Come & Try It" Days, "Can Sport Make a Difference to Me?" All Partnership indicated (in the returned surveys) the importance of the LSP brand in promoting sports development.

Chapter 3 LSP Structures

3.1 Introduction

This chapter examines the LSP structures in terms of how the programme is managed centrally and the methods employed by the ISC to provide technical support to the LSPs. As originally advised, most of the LSPs have established limited companies; however, a minority are operating under the aegis of the local authority/CDB. The advantages and disadvantages of the different governance structures are examined.

The board structures are reviewed in terms of representation from sporting/voluntary and local organisations. The performance management and reporting framework adopted by the ISC is also examined in terms of its ability to monitor the performance of the programme as a whole.

3.2 Programme Management

3.2.1 LSPs within ISC Strategy

As outlined in Section 1.1.3, the LSP programme is funded and managed by ISC, operating under the aegis of the Department of Arts, Sport and Tourism. The Irish Sports Council Act 1999 sets out the key functions and roles of the ISC. These include a requirement “*to develop strategies for increasing participation in recreational sport, and to co-ordinate their implementation by all bodies (including public authorities and publicly-funded bodies) involved in promoting recreational sport and providing recreational facilities*”⁷.

The Council’s Strategy sets out the core values of the Council. These include the objective of training and other initiatives which will make volunteers and everyone involved in sport better informed and more effective, reviewing and monitoring the success of programmes and initiatives to provide feedback for future work, and co-operation with and support for other agencies and organisations that share the Council’s desire to promote sport and consequently a better quality of life.

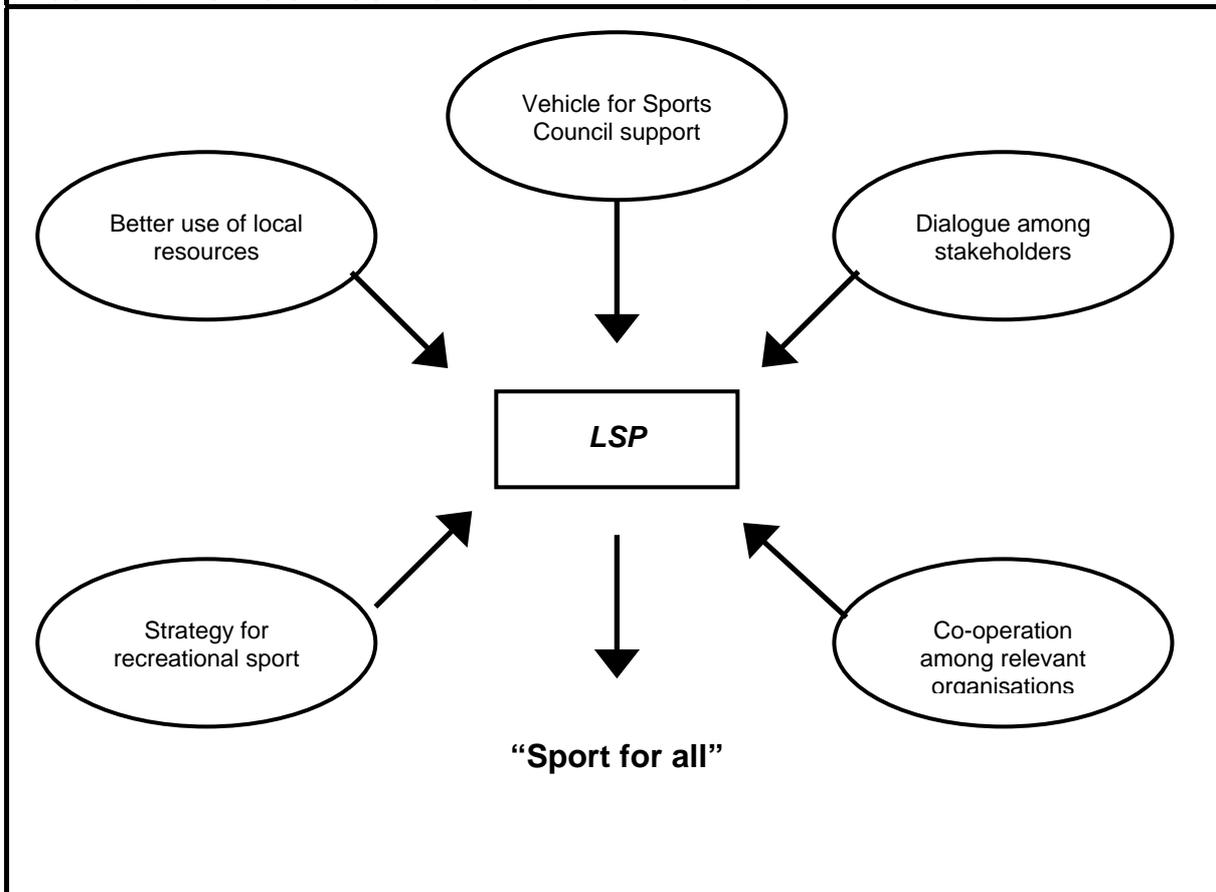
A key delivery mechanism set out in the ISC Strategy is Local Sports Partnerships as vehicles to assist in the achievement of objectives at local level, as the best mechanism for delivering recreational sport to the greatest number of people, and to make real the Council’s philosophy of “sport for all”.

With their origins in the Council's Strategy, the Partnerships therefore constitute a core delivery element for The Irish Sports Council, within the overall aim of increasing participation in sport – through breaking down barriers and increasing both numbers of people participating and the extent of continued participation throughout the life cycle – and of ensuring that local resources are used to best effect.

As summarised graphically in Figure 3.1, the Partnerships contribute to this overall objective in a variety of ways:

- ensuring that local resources are used to best effect;
- by being a vehicle through which The Irish Sports Council's support can be delivered at local level;
- by facilitating dialogue among the diverse range of organisations and sports codes involved in, and relevant to, sport at local level;
- through preparation of a strategy or shared vision for recreational sport among the relevant stakeholders with regard to sport at local level.

FIGURE 3.1: ROLES OF LOCAL SPORTS PARTNERSHIPS



⁷The Irish Sports Council Act, 1999.

3.2.2 The Local Sports Unit

There are 5 staff in the ISC Local Sports Unit, the section responsible for managing the Programme. The Unit is also responsible for managing the Youth Sport Programmes; Code of Ethics and Good Practice for Children's Sport; Sport for Young People Grant Scheme; Sport for All Leader Award; and Sport for Older People.

The Unit provides support and assistance to the LSPs in the form of strategic guidance documents, quarterly workshops and ad hoc support assistance. ISC produced three guidance documents:

- **Strategic Planning Guidelines for Local Sports Partnerships.** The planning guidelines are based on practical advice for facilitating the planning process as well as providing a template of how the strategy should be drawn together.
- **Strategic Financial Guidelines for Local Sports Partnerships.** The document was prepared as a guide to partnerships on finance-related matters. Direction is provided on starting a company; governance issues; accounting records; internal monthly and quarterly reporting; statutory compliance including annual financial statements; and general guidance on good practice.
- **Local Sports Partnership Legal Information.** LSPs encountered various difficulties in establishing limited companies. Acknowledging LSP concerns, the ISC produced this document to assist LSPs to establish themselves as legal entities. Legal information includes guidance on forming a company limited by guarantee; specimen memo of association; specimen articles of association; optional provision in articles of association regarding board of directors; and employment law.

The Unit also holds quarterly LSP Co-ordinator Training workshops. These issue-specific workshops were designed to allow exchange of good practice between Co-ordinators; dissemination of information on ISC national programmes; and an opportunity to tackle issues which Co-ordinators were having particular difficulties with, for example, role of the statutory agencies and CDB structures v Ltd company set-up. The ISC visit LSPs on an ad hoc basis, generally for certain events such as strategy or project launches.

The LSPs believe greater technical support on general programme and project management, and project delivery, would be useful. They also feel that if additional LSPs are rolled out, the Unit must have necessary resources to deliver appropriate programme management support and technical assistance. The Unit, they believe, should also put a more structured mechanism in place for best practice exchange among LSPs.

3.3 Governance Structures and Staffing

3.3.1 Company Structures

The majority of the LSPs (13) are registered as limited companies as originally advised by the ISC. Members are then Board Members of the company, staff are employed by it, and the company has its own independent bank account and audit.

Two of the more recently established LSPs, Mayo and Kerry, operate as sub-structures of the County Development Boards at Board level and report to the relevant Director of Services at staff level. In these cases the LSPs are physically located within the council and the local authority handles the finances.

Fingal Local Sports Partnership initially registered as a limited company but a decision has been taken to dissolve the company as of the end of June 2005. It will now operate, as in Mayo and Kerry, under the aegis of the Fingal County Development Board/County Council. LSPs, regardless of whether they are limited or non-limited companies, have engaged with CDB. Where the LSPs are independent companies, CDBs are represented on the Partnership board and/or on sub-committees. In terms of physical location, eight LSPs (Mayo, Kerry and Fingal Partnerships and five of the limited companies) have their offices in the local authority. The remainder are located either in the VEC offices or in an independent office.

TABLE 3.1: COMPANY STRUCTURES

	<u>Limited Company</u>	<u>Non-Limited Company</u>
Clare	✓	
Cork County	✓	
Donegal	✓	
Fingal		✓**
Kerry		✓
Kilkenny	✓	
Kildare	✓	
Laois	✓	
Limerick City	✓	
Mayo		✓
Meath	✓	
North Tipperary	✓	
Roscommon	✓	
Sligo	✓	
Waterford City and County	✓	
Westmeath	*	

* Westmeath are currently in the process of establishing a Limited Company
 ** Fingal are due to dissolve their Limited Company end June 2005 and establish the LSP under the aegis of the County Development Board.

SOURCE: LSPS

There are, as summarised in Table 3.2 below, advantages and disadvantages to adopting each governance structure. The limited companies' main advantages are the autonomy to make decisions; strong identity of the partnerships; and potentially better buy in from all sectors if there is no one lead agency. However, on the downside, the limited company structure proved difficult, costly and time-consuming to establish with specific issues around Director compliance and employment policy. Also establishment of further new local structures goes against the stated government policy. The Tri-ministerial review of the structures involved in the delivery of local and community development programme recommended that *“except in exceptional circumstances, Departments/public bodies who wish to set up new schemes within the sector will do so within the existing structures instead of setting up new layers”*⁸.

TABLE 3.2: ADVANTAGES AND DISADVANTAGES OF DIFFERENT GOVERNANCE STRUCTURES

Limited Company Structure	
Advantages	Disadvantages
<ul style="list-style-type: none"> ▪ Autonomy ▪ Stronger identity ▪ Can lead to better agency buy-in ▪ More commitment from Directors ▪ No single agency dominates agenda ▪ Can be received more positively locally 	<ul style="list-style-type: none"> ▪ Additional costs ▪ Time-consuming to set up ▪ Director’s compliance issues ▪ Lack of support from existing agencies ▪ Some agencies prohibit employees taking directorships ▪ Government policy issue re. new local agencies
Non-Limited Company Structure	
Advantages	Disadvantages
<ul style="list-style-type: none"> ▪ Much easier to establish ▪ Cost savings on set-up ▪ Greater lead agency buy-in ▪ Greater long-term sustainability ▪ Easier to get people on committee ▪ Better fit with existing activities 	<ul style="list-style-type: none"> ▪ Danger of single agency agenda ▪ Reduced buy-in from agencies – partnership ethos undermined ▪ Unlikely to receive funding from other agencies ▪ Reduced buy-in from sports orgs etc

The non-limited company structure (e.g. sub-committee of the CDB) is easier and more cost-efficient to establish, and there also tends to be greater local authority lead agency buy-in. This can, however, result in less commitment by other “partners” and also somewhat undermine the ethos of the programme. Also, it is unlikely that partnerships that have adopted the non-limited structure will leverage as much funding from agencies other than the local authority. We return to this issue in Chapter 6.

3.3.2 Board Structures

Table 3.3 shows the balance of statutory, voluntary/community and sport representation on the boards in each LSP. The LSPs are in a number of cases stronger on statutory representation than

⁸Department of Community, Rural and Gaeltacht Affairs, Feb 2004.

on sporting representation. Some LSPs appear to have invited organisations and local agencies usually represented on generic boards rather than focusing specifically on the sporting element of the programme. There are, as shown below a few good examples of balanced board representation, for example, Limerick city and Meath partnerships.

TABLE 3.3: BALANCE OF BOARD REPRESENTATION			
	Statutory	Voluntary/Community	Sporting
Clare	✓✓✓✓	✓✓✓	✓✓✓
Cork County	✓✓✓	✓✓	✓✓✓✓
Donegal	✓✓✓✓	✓✓✓✓	●
Fingal	✓✓✓✓	✓✓	✓✓✓✓
Kerry	✓✓✓✓	✓✓✓✓	●
Kilkenny	✓✓✓✓	✓✓✓✓	✓✓
Kildare	?	?	?
Laois	✓✓✓✓	✓✓✓	✓✓
Limerick City	✓✓✓✓	✓✓✓✓	✓✓✓✓
Mayo	?	?	?
Meath	✓✓✓	✓✓✓	✓✓✓✓
North Tipperary	✓✓✓✓	✓✓	✓✓✓
Roscommon	✓✓✓	✓✓	✓✓✓✓
Sligo	✓✓✓✓	✓✓✓	✓✓
Waterford City and County	✓✓✓✓	✓✓✓	✓✓✓
Westmeath (Note 1)	N/a	N/a	N/a
✓✓✓✓ = very strong representation relative to size of Board ✓✓✓ = good representation relative to size of Board ✓✓ = limited representation relative to size of Board ● = no representation on Board.			
Note 1: Westmeath has not yet finalised its Board structure. Actual numbers of board members are not shown as the total number varies by Partnership.			
SOURCE: LSPs			

3.3.3 LSP Staffing

The number of staff in the individual partnerships is shown in Table 3.4. Typically, each LSP has a Co-ordinator and a full time administrator, reflecting what is funded by the ISC. Cork County, Donegal, Limerick City, Waterford County and City, and Sligo also have Sports Development Officers (SDO) in addition to their core staff. In Sligo, the SDOs are funded by a cross-border initiative (through the VEC) whereas in a number of other areas the local authority funds them.

TABLE 3.4: LSP STAFF NUMBERS*

	<u>Co-ordinator</u>	<u>Administrator</u>	<u>SDO</u>
Clare	1	1	-
Cork County	1	1	1
Donegal	1	1	1
Fingal	1	1	-
Kerry	1	1	-
Kilkenny	1	1	-
Kildare	1	1	-
Laois	1	1	0.5
Limerick City	1	1	1
Mayo	1	0	-
Meath	1	1	-
North Tipperary	1	1	-
Roscommon	1	1	-
Sligo	1	1	2.0
Waterford City and County	1	0.5	1.8
Westmeath	1	0.75	-
* As at May 2005.			
SOURCE: LSPs			

3.4 Reporting and Performance Management

The quarterly progress report system is the main reporting and performance management mechanism put in place by the ISC. The reports, which are completed by each Co-ordinator, record information on administration changes/concerns; status on the implementation of actions in the strategic plan; new projects and initiatives; potential partnerships and funding opportunities; and any other issues the Co-ordinator or board members wish to raise. A copy of the quarterly progress report is contained in Annex 2. Independent LSPs are responsible for getting their own accounts audited. All LSP audited accounts are sent to the internal ISC financial controller who then reviews them.

Thirteen partnerships have now prepared Sports Strategies. These three-year plans are generally of high quality with detailed work plans describing individual actions; timeframes; targets; and agency/agencies responsible. Individual LSPs report on progress in implementing their own distinct strategies, rather than on common programme indicators. For this reason very little performance management data has been collated centrally. There is no evidence of formal performance management indicators, which makes it difficult to assess the overall impact of the programme. The need to put performance measurement systems in place was noted in the previous Local Sports Partnership Evaluation⁹. However, it seems this has not as yet been acted on and the lack of performance monitoring data is a weakness of the programme.

Chapter 4 Measuring LSPs' Contribution

4.1 Introduction

This chapter attempts to measure LSPs' contribution to local sports development. It also examines the impact to date of LSPs and compares LSP and non-LSP areas in terms of local sports development. As highlighted in this chapter, assessing the impact of the programme has proven difficult.

In the absence of central level data, individual LSP inputs, outcomes and impacts are drawn upon. Data for the comparison between LSP and non-LSP areas is drawn from the case study visits, local authority budgets, and DAST Sports Capital Allocation.

This section is followed by Section 4.2 which assesses the contribution of LSP activities to date. Section 4.3 compares LSP and non-LSP areas in terms of influence on sports capital investment, sports expenditure, in-kind contribution and local sports planning.

4.2 Measuring Contribution of LSP Activities to Date

Assessing impact of this programme and its activities is difficult for a variety of reasons – the nature of the objectives, the role of wider factors in influencing these, the relatively early stage of many Partnerships, and lack of central performance monitoring indicators. These factors combined make it very difficult to find any evidence of impact. For most of the Partnerships it is still early days with regard to implementation, particularly given the initial lead-time invested in establishing limited companies and preparing strategies. The more recently established LSPs have been in place for less than one year and two of them are in the process of preparing their strategies. The most significant factor, however, hampering attempts to measure the impacts of project work already undertaken by Partnerships has been the lack of central performance monitoring indicators.

The review has identified inputs and outcomes that should in principle lead to a positive impact on sports participation at local level. Examples of inputs and outcome that should have a positive impact on increasing participation include:

⁹Local Sports Partnership Evaluation – Final Report, Knight, Kavanagh and Page, 2002.

- Investment of approximately €8.7 million in ISC Core funding and an additional €434,000 in Challenge funding as well as the LSPs' ability to obtain funding from other sources, and in-kind contributions. The existence of the LSPs has therefore raised current spending on sport in their areas, at a minimum by the level of their direct subvention and probably by something in excess of this.
- There is some evidence of greater interaction between agencies on sports development, in both the development of strategies and joint activities undertaken.
- LSPs have played an important role in facilitating volunteer and coach training sessions, with approximately 11,000 participants attending courses across a range of activities. They have supported local community and clubs to improve coaching and leadership skills through generic coaching seminars, and specific courses on the Code of Ethics, First Aid, and Capital Grants Workshops. This training should lead to improvements in the quality and skills of local level sports leaders and, in some instances, an increase in the number of coaches.
- LSPs have assisted in delivering national ISC programmes such as Buntús, Go for Life, National Waymarked Ways Committee, Walking Bus Initiative and Slí na Sláinte. Over 1,000 schools have already participated in the Buntús programme, involving provision of training to over 7,000 teachers, interacting with 140,000 primary school children. The Code of Ethics training is also primarily delivered through the LSPs and around 3,000 people have been trained in LSP areas.
- There are one or two examples of individual LSPs that having been trying to develop an approach to tracking local level participation. Sligo, for example, developed a monitoring and evaluation framework (CORA – based on the CDB monitoring system) to track participants who directly benefited from a project it funded. Results show increases in several club memberships and new clubs developed.

Although the impact of this programme cannot be measured at this stage, it would seem the LSPs can, and should, make a positive contribution to increased participation in physical activity. The rationale for the Local Sports Partnership is still as robust now as when the programme was first piloted in 2001. Government commitment to reducing obesity, recognised as a major health concern in Ireland, is evident in the publication of the recent Report of the National Taskforce on Obesity. The Taskforce Report *Obesity: The Policy Challenges* (2005) recognises that physical activity is an important determinant of body weight and that over recent decades there has been a decline in demanding physical work, reduced leisure time activity and more sedentary lifestyles generally. They also recognise that efforts to increase participation in physical activities, particularly among those who are inactive, is very much a cross-departmental issue. One of the Taskforce's high-level goals is that the *"The public sector, the private sector and the community and voluntary sectors should work in partnership to promote healthy eating and active living to address*

overweight/obesity.¹⁰ Therefore, it would appear that had there not been Local Sports Partnerships in place there would now be a call for their introduction to support implementation of national policy at local level.

4.3 LSP and non-LSP Counties Compared

4.3.1 Sport Capital Programme Investment

DAST is responsible for administering the Sports Capital Programme. The National Lottery-funded Sports Capital Programme, which is advertised on an annual basis, allocates funding to projects that are directly related to the provision of sport or recreational sport facilities and are of a capital nature. Funding can be allocated to the following organisations under the programme:

- voluntary and community organisations, including sports clubs;
- schools, colleges and local authorities in certain circumstances; and
- national governing bodies of sport and third-level education institutions, where it is evident that the proposed facility will contribute to the regional and/or national sporting infrastructure.

TABLE 4.1: SPORTS CAPITAL PROGRAMME ALLOCATIONS, 2002-2004

	2002	(€'000)	2003	2004
Carlow	489		440	632
Cavan	691		589	1,075
Clare	1,123		1,125	1,727
Cork	7,251		5,545	6,523
Donegal	5,049		1,147	1,802
Dublin	21,455		14,105	14,034
Galway	3,058		2,558	3,402
Kerry	2,835		3,748	4,469
Kildare	4,870		3,166	3,357
Kilkenny	1,117		943	850
Laois	809		450	786
Leitrim	822		455	479
Limerick	2,526		2,486	1,925
Longford	757		576	745
Louth	2,545		1,342	1,594
Mayo	2,284		1,575	1,597
Meath	1,605		2,560	2,160
Monaghan	1,233		485	996
Offaly	405		1,004	1,157
Roscommon	1,301		778	1,027
Sligo	1,528		963	1,453
Tipperary	2,478		1,657	2,398
Waterford	3,253		2,210	2,050
Westmeath	2,319		707	1,083
Wexford	2,206		1,221	1,887
Wicklow	1,813		1,003	1,700

¹⁰The Report of the National Taskforce on Obesity, *Obesity: The Policy Challenges* (2005).

TOTAL	75,822	52,838	60,908
LSP Councils as % of total	42%	42%	41%
SOURCE: DEPARTMENT OF ARTS, SPORT AND TOURISM			

Table 4.1 shows the sports capital programme allocations by Council area, 2002 to 2004. In 2004, LSP areas' allocation as a percentage of the total was just over 40%, consistent since 2002. While LSP areas account for 47% of the population, they receive 40% of the budget. It would appear, therefore, that although LSPs have been assisting local clubs prepare applications for this programme, there is no evidence of increased overall allocations to LSP areas.

4.3.2 Local Sports Development Expenditure

Table 4.2 shows sports development expenditure by local authority and per capita expenditure. The expenditure on sports-related activities is made up of both capital and current expenditure and typically includes swimming pools and parks and amenities. It shows that while the local authorities in urban areas are spending some significant amounts on sports development, with a few exceptions there is little expenditure in rural areas. In the main most rural councils spend less on sports-related activities, regardless of whether they are non-LSP or LSP areas. However, although there is higher local authority expenditure on sports development in urban areas, it is important to examine how these funds are allocated, e.g. what they are doing in Dun Laoghaire-Rathdown is primarily focused on a small number of target groups such as disadvantaged youth and does not impact to any great extent on the wider community.

TABLE 4.2: SPORTS DEVELOPMENT EXPENDITURE, TOTAL AND PER CAPITA (2005) LOCAL AUTHORITY

Council	LSP/N-LSP	Expenditure on sports-related activities (capital and current expenditure)	
		Total	Per Capita
Carlow	Non-LSP	291,000	6
Cavan	Non-LSP	120,000	2
Clare	LSP	1,956,114	19
Cork City	Non-LSP	8,558,000	70
Cork County	LSP	1,695,400	5
Donegal	LSP	1,597,462	12
Dublin City	Non-LSP	34,305,510	69
Dun Laoghaire	Non-LSP	9,817,900	51
Fingal	LSP	12,025,300	61
Galway City	Non-LSP	4,270,900	65
Galway County	Non-LSP	12,232,600	85
Kerry	LSP	240,000	2
Kildare	LSP	1,165,083	7
Kilkenny	LSP	671,000	8
Laois	LSP	554,500	9
Leitrim	Non-LSP	1,438,100	56
Limerick City	LSP	1,845,889	34
Limerick County	Non-LSP	292,000	2
Longford	Non-LSP	115,000	4
Louth	Non-LSP	0	0
Mayo	LSP	1,799,000	15
Meath	LSP	770,800*	6
Monaghan	Non-LSP	884,398	17

North Tipperary	LSP	340,258	6
Offaly	Non-LSP	952,320	15
Roscommon	LSP	298,000	6
Sligo	LSP	242,500	4
South Dublin	Non-LSP	15,769,300	66
South Tipperary	Non-LSP	2,104,918	27
Waterford City	LSP	2,143,668	48
Waterford County	LSP	345,900	6
Westmeath	LSP	1,928,049	4
Wexford	Non-LSP	657,329	6
Wicklow	Non-LSP	226,597	2
TOTAL		121,654,895	30

SOURCE: LOCAL AUTHORITY BUDGET ESTIMATES FOR YEAR ENDING 31 DECEMBER 2005

Examining Table 4.2, there is no obvious LSP versus non-LSP pattern.

4.3.3 Local Sports Planning

In 2001/2002, there had been some evidence of local sports planning in both LSP and non-LSP areas through the CDB process. The *Review of all CDB Strategies (2002)* found that approximately 2.3% of all CDB actions related to sports. While this is a relatively low percentage, it still involved a considerable number of actions (213) in the absolute sense. The Local Sports Partnership was identified as the lead agency for actions in some areas. In areas with no sports partnership, its establishment, or a similar co-operative structure, was identified as an action.

Presently there is more evidence of more local sports planning in LSP areas compared to non-LSP areas. Partnership structures have been established and local strategies developed with the input of all the relevant agencies, organisations and sporting bodies. The strategies are then used to co-ordinate the sports activities in the local areas.

In the non-LSP areas, there is limited evidence of local sports planning. Some CDBs had prepared audits or directories of facilities in preparing their ten-year strategies and indeed some had included sports-related actions in their strategies. However, any evidence of local sports planning or co-operation in non-LSP areas tends to be on individual case basis and very much dependent on presence of individual “champions” or supporters of local sports in the local authority or relevant agency.

4.3.4 Delivering National Programmes

The LSPs have proved a useful vehicle through which the ISC can co-ordinate and deliver its national programme at local level. In non-LSP areas, these initiatives have either been implemented to a lesser degree or not implemented at all. As described in Chapter 3, such programmes include Code of Ethics training, Go for Life Programme, National Waymarked Ways Committee, and Buntús:

- **Buntús Programme.** This programme, as detailed in earlier sections has been a major contribution to sports education and school. The Buntús programme was developed in conjunction with the Department of Education and Science in order to ensure that training material was consistent with the new PE curriculum.
- **Go for Life Programme.** It is funded by Age and Opportunity and seeks to promote active living and sports participation in older adults. Total expenditure in 2004 was €320,000. Workshops are delivered through the HSE of the LSPs. The establishment of the LSPs has enabled the programme to expand to areas where it had weak HSE linkages.
- **National Waymarked Ways Committee** – ISC Waymarked Ways Committee has worked with the LSPs to develop county level walking strategies.
- **Walking Bus Initiative** - funded by Sustainable Energy Ireland (part of European Car-Free Day initiative) and implemented by some LSPs.
- **Slí na Sláinte Walking leaders**

4.3.5 Summary of Comparison of LSP and non-LSP Areas

This section summarises the main differences in LSP and non-LSP areas in terms of local sports development. The differences between LSP and non-LSP areas in terms of in-kind contributions, local sports planning, sports development expenditure and national ISC programme implementation is summarised in Table 4.3 below.

TABLE 4.3: COMPARING LSP AND NON-LSP AREAS		
	LSP Areas	Non-LSP Areas
In-kind contributions	<ul style="list-style-type: none"> ▪ Office space and administration support Human capital resources contribution of Board members 	<ul style="list-style-type: none"> ▪ Little voluntary effort in sport development outside of NGBs
Local Sports Planning	<ul style="list-style-type: none"> ▪ Partnership process development High quality strategies 	<ul style="list-style-type: none"> ▪ Some limited partnership in urban areas No evidence of formal strategies
Other Differences	Increasing effectiveness of existing national programmes e.g. Go for Life, ISC programmes	
Expenditure on sport development	<ul style="list-style-type: none"> ▪ Increase on previous expenditure levels ▪ Obtaining funding from local agencies e.g. Local Authorities and VECs ▪ Obtaining expenditure from NGBs i.e. FAI on Buntús soccer (€1 million p.a tbc) Commercial sponsorship for Buntús 	<ul style="list-style-type: none"> ▪ Some sports development expenditure in urban areas – very little in rural (other than NGBs)
Sports Capital Funding	Important LSP contribution to clubs in preparing applications – no evidence of impact	No difference between LSPs and non-LSPs

- **In-kind contribution.** In-kind contributions, in the form of administration, human capital resources, have been greater in LSP areas. There is little evidence of voluntary effort in sport development in non-LSP areas outside of the NGBs.
- **Local Sports Planning.** In all LSP areas, the partnership structures are in place and strategies have been developed, or are being developed. In the non-LSP areas, there is some evidence of limited partnership in urban areas but no evidence of formal structures;

- *National Programmes.* There has been increased delivery of existing national programmes in LSP compared to non-LSP areas (e.g. code of ethics, NWWAC)
- *Expenditure on Sports Development.* In LSP areas, there has been an increase on previous levels of expenditure. LSPs have also been successful in leveraging funding from other agencies. While there is some sports development expenditure in non-LSP urban areas, there is little evidence of sports expenditure, other than NGBs, in rural areas.
- *Sports Capital Funding.* Analysing the last three years' allocation of DAST's administered sports capital programme, there does not appear to be any greater allocation of funds to LSPs over non-LSP areas.

With regard to the latter, absence of a relationship is not surprising. The existence of an LSP does not result in higher allocation under the Sports Capital Programme than to a non-LSP area. Regard is had to the population levels in each county and to providing a pro-rata level of funding on that basis. The assessment process also takes into account existing levels of facilities in an area and also the strategic positioning of major facilities which may be required and the quality of applications received for such projects. Applications under the programme are received from organisations for local, regional and national facilities. Each year a number of major regional, national and municipal/multi-sport projects are allocated funding, following consultations with the Irish Sports Council, other Government Departments and the relevant national governing bodies of sport and Local Authorities, as applicable, in relation to their respective priorities for the provision of sporting facilities. The level of this funding may distort the total allocations to the counties in which they are located.

Chapter 5 International Case Studies

5.1 Introduction

International case studies were carried out as part of this research to determine what other relevant countries are doing to promote local sports development and to see if there are lessons that could be adopted in the Irish context. The four case study areas are Canada, Wales, Scotland and England.

The issues examined in each area include local sports development strategy and policy; funding and programme management; activities undertaken; and impacts achieved to date. The case studies were undertaken using desk research by Strategic Leisure UK-based consultants. The final section in the Chapter summarises the lessons learnt from the international case studies with regard to overall and case specific findings.

5.2 Wales Case Study

5.2.1 Local Sports Development Strategy and Policy

The Sports Council for Wales (SCW) is the organisation responsible for developing and promoting sport and recreation in Wales. The overall vision of the SCW is to increase participation and performance:

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

The SWC Strategy, *A Strategy for Welsh Sport – Young People First*, published in 1999, sets out the main thrusts of the framework adopted to develop sport in Wales. These include:

- the creation of sporting opportunities for children in schools and the community;
- increasing participation by women and girls;
- recruitment and development of coaches, administrators and officials;
- raising standards of performance and achieving excellence;
- the effective distribution of SPORTLOT (UK Lottery) funds for capital and revenue purposes;

- addressing issues of inclusion through sport.

5.2.2 The Welsh Assembly Government Strategy

The first Welsh Assembly Government Strategy for Sport and Active Recreation, *Climbing Higher*, was published in July 2003. It sets out its 20-year strategic direction in Wales for the next twenty years. The purpose of the strategy is that by 2023, sport and active recreation will be at the heart of Welsh life and at the heart of Government policy. The policies for Sport, Active Recreation and Physical Activity are identified and the over-arching priorities are summarised as:

- Wales needs to be more physically active in order to be a healthier nation;
- Wales needs healthy citizens to deliver long-term prosperity;
- Wales needs to maximise the synergy between sport, active recreation and the natural environment;
- Wales needs its people to be more “physically literate”;
- Wales needs more physically active communities;
- Wales needs systematic and sustainable success in the sports that matter most to Wales;
- Delivery Structures.

SCW liaises closely with Local Authorities in Wales and allocates specific areas to professional staff for this purpose. The majority of the Local Authorities have Sport Development Officers or units through which most of the information sharing and grant advice is distributed. Attendance at high strategic level forums is also performed by Directors, Regional Managers and the Chief Executive Officer.

At a local level the professional officers are supported in some cases by a Local Sports Council which is a voluntary organisation established to coordinate volunteer involvement in sport in the local area. This concept has been built upon in developing a structure through which responsibility is devolved to administer small grants for local Sport Development initiatives e.g. Community Chest (detailed in the next section).

There are no examples of County Sports Partnerships operating in Wales but there are fora at regional and national level where latest information and examples of good practice are shared, for example, Sport Development Officers’ for a which include National Governing Body Development Officers and non-sport sector representatives. As Wales is a relatively small country, communication networks are good between Local Authority areas and across National Governing Body of Sport Association areas.

5.2.3 Funding and Programme Management

In Wales, the Lottery funds for sport are distributed by SCW through SPORTLOT, the Lottery Sports Fund for Wales. Originally it was targeted at capital projects only but now it allows proceeds from the Lottery to be used for revenue funds such as supporting talented individuals, Disability Sport, Dragon Sport, Community Chest and Coaching. Coach Cymru helps to establish a network of employed national and regional coaches. The SCW also directly administers more than £2m per annum to Governing Bodies of Sport. This helps fund agreed development programmes including coach education, national squad training and international competition. Sportsmatch Cymru is the National Assembly's business incentive scheme managed by SCW. The scheme is designed to encourage the commercial sector to invest in the development of grassroots sport by matching successful applications, pound for pound. Awards range from a minimum of £500 to a maximum of £15,000

5.2.4 Activities Undertaken

The main programmes designed to meet the objectives of SCW strategy are:

- Club Cymru: scheme to assist voluntary sports clubs to develop more opportunities for people, particularly young people, to take part and develop;
- Dragon Sport: targeted at schools across the Country to develop after-school activities and also to improve the quality of PE provision. Training for both teachers and parents is offered;
- Coach Cymru: to improve the quality and quantity of coaches across the Country. A key theme is the creation of full-time and part-time professional coaching positions;
- Centres of Development: talent development focus;
- Centres of Excellence: regionally based and focussing on preparing athletes for Elite Cymru;
- Elite Cymru: this scheme provides the most highly promising competitors in Wales with the support they need to achieve their potential. Services include sports science support, medical back-up, career and education advice, national squad training and international competition.

5.2.5 Impact to Date

Young People in Sport Participation Surveys have been carried out. However, the latest research on young people's participation in sport was in 1999/2000. More recent research publications include Secondary school-aged Children's Participation in sport 2001 which examines trends in curricular, extra-curricular and community club-based sporting participation among secondary school-aged children. It also investigates for the first time the amount of health-related exercise being undertaken by this age group. SCW have also produced a publication which considers the progress made so far in SCW's Girls First Initiative which is aimed at increasing opportunities for extra-curricular participation among girls in secondary schools. As well as establishing impacts on participation, good practice in achieving positive outcomes is also considered. Climbing Higher Evaluation is

proposed by the Welsh Assembly but it is a new approach and as such is in its early days of implementation.

5.3 Canada Case Study

5.3.1 Canadian Sport Policy

Canada's government has been committed to sport since the 1960s. There is a focus upon "national identity" and international success. In 1980 a national initiative entitled "Active Living" was launched, with sport playing a central role. The emphasis was very much on "everyone plays".

Canadian Sport Policy presents a powerful vision for sport in Canada and reflects the interests and concerns of 14 government jurisdictions, the Canadian sport community, and of the numerous other organisations and agencies that influence and benefit from sport in Canada. The Policy challenges all stakeholders to open sport to every segment of Canadian society. It welcomes and seeks to involve all those who do not currently consider themselves a part of either the sport community or the sport system, but have the potential and the desire to contribute.

Above all, the Policy seeks to improve the sport experience of all Canadians by helping to ensure the harmonious and effective functioning, and transparency of their sport system. The *Canadian Sport Policy* reflects a new approach to shared leadership and collaboration amongst all stakeholders to achieve the goals of enhanced participation, excellence, capacity and interaction in sport.

5.3.2 Delivery Mechanisms

The **Vision** of the *Canadian Sport Policy* is to have, by 2012, a dynamic and leading-edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and for increasing numbers to perform consistently and successfully at the highest competitive levels.

The vision and goals of the *Canadian Sport Policy* will be achieved by the development and implementation of four models of action plans: a federal government action plan; individual action plans by specific provincial/territorial governments; a collaborative federal-provincial/territorial government action plan; and action plans undertaken by sport communities.

The Federal-Provincial/Territorial Priorities for Collaborative Action 2002-2005 outlines priorities that the governments intend to implement in the three years from 2002 to 2005 and opens a new chapter in federal-provincial/territorial government cooperation in sport. Through the *Canadian Sport*

Policy, increased efforts are being directed at achieving objectives developed collaboratively by governments and their sport communities.

Health Canada is a major funder providing \$3.5m into health-living messages on diet and activity. There is a greater level of public subsidy, with a focus upon low cost access, for example, 99\$ for a year's fitness membership. There were cuts in the 1990s; however, there has been a recent surge in provincial government spend.

There is a clear role for Government in Leadership responsibilities and direction. There is a clear distinction between Sport and Physical Activity and responsibility is devolved from National to Provincial level to local level. This is perceived as being more positive and that more "buy in" at local level is secured.

Volunteering receives significant support. There is an accepted philosophy that it is "presumptuous for Government to know best, let local people get on with it". There is a large Municipal Government role in volunteering, for instance Ottawa's 250 community ice rinks, park patrols etc. There are clear economies of scale through shared buildings, resources and centralised services. There are several examples of voluntary club management of locally owned facilities.

There is a focus on developing the environment for activity and as such planning and regulation of planning helps create this. Activity is engineered into everyday life where possible, for example buses with bike racks.

5.3.3 Funding and Programme Management

Sport Support Program

The Sport Support Program (SSP) is the Government of Canada's primary funding vehicle for initiatives associated with the *Canadian Sport Policy*. The SSP has three delivery components:

- national sport organisation component;
- multisport service organisation component; and
- project stream component.

The delivery of the SSP is governed by the Sport Funding and Accountability Framework (SFAF). The SFAF is the process used to determine what incorporated not-for-profit organisations are eligible for SSP funding, in what areas, at what level and under what circumstances.

a. National Sport Organisation Component

The National Sport Organisation component assists sport organisations in their pursuit of sport objectives that are shared by the federal government. Support provided to National Sport Organisations is targeted to priority areas consistent with the objectives of the Canadian Sport Policy.

b. Multisport Service Organisation Component

This Component assists multisport service organisations to deliver programmes and services to eligible sport organisations in their pursuit of the sport objectives they share with the federal government.

Funding is provided to Multisport Service Organisations in the Organisation Support Stream and/or Games Mission Support Stream (as applicable, for Major Games Missions only).

c. Project Stream Component

Organisations contributing to one of the identified key strategic areas listed are eligible to apply in the Project Stream, including those funded under the Sport Support Program in 2004-2005 that are not eligible as Multisport Organisations under the SFAF.

Applications for projects will be considered in the following areas:

- Ethics Strategy
- Information Sharing
- Medical Missions Coordination for Major Games
- Promotion of Sport
- Research
- Sport Participation (for MSOs or other applicants)
- Transfer of Knowledge

Hosting Program

The Hosting Program is a key instrument in the Government of Canada's overall approach to enhancing sport development in Canada and implementing the Canadian Sport Policy by assisting sport organisations or organizing committees to host international sport events or the Canada Games in Canada. These events are expected to produce significant sport, economic, social and cultural benefits and ensure legacies. The Hosting Program is viewed not only as a means to support the development of athletes and sport programming, but also as a support for the achievement of other Government of Canada objectives.

The Hosting Program has four delivery components:

- International Single Sport Events;
- International Strategic Focus Events;
- International Multisport Events; and
- Canada Games.

a. International Single Sport Event Component

The International Single Sport Event component of the Hosting Program assists sport organisations to host international single sport events in Canada. It is aimed at enhancing high performance sport development and the international profile of sport organisations.

International Single Sport Events are governed by a sport's International Federation (or the regional/continental counterpart), have a qualification process and entry restrictions (established nationally or internationally), and are identified as part of the National Sport Organisation's high-performance and long-term athlete development plans for national team athletes. For example: World Championships, Olympic or Paralympic qualification events, World Cups.

b. International Strategic Focus Event Component

The International Strategic Focus Event component of the Hosting Program assists sport organisations to host international strategic focus events in Canada.

International Strategic Focus Events are multi-sport games which provide quality competition opportunities for designated under-represented groups which face systemic barriers to sport participation, and which form part of a strategy to decrease these barriers through National Sport Organisation and Multisport Service Organisation partnerships. For example, the North American Indigenous Games, the Special Olympics World Summer and Winter Games, the Arctic Winter Games.

5.3.4 Impact Achieved to Date

- In terms of measurement, the Canadian government noted a 1% annual increase every year in the percentage regularly active from 1981 to 2000.
- They recorded that 44% of adults who are active in leisure time are achieving the equivalent of walking an average of at least 30 minutes daily. That is the median the level of activity increased and sedentary levels were lower. Canada is among 20 countries with the lowest mortality rates from cardiovascular disease.
- the "Active Living " lobby is one voice for over 60 diverse sports and non-sports agencies.
- Canada is very strong on public information e.g. "Saskatoon in Motion" website.

5.4 Scotland Case Study

5.4.1 *Local Sports Development Strategy and Policy*

The main driving force behind Scottish sport is through the Sport 21 strategy, produced by the Scottish Executive to be delivered by sportscotland, the First Minister's main advisory body on sport, and its partners. The main aims of the strategy are to make Scotland:

- a country where sport is more widely available to all
- a country where sporting talent is recognised and nurtured
- a country achieving and sustaining world class performances in sport.

The National and Regional Facilities Strategy (2003) highlights the deficiency in quality facilities available for both participation level and high performance level sport. £30m of Executive funding has been secured and a further £60m is expected to be needed for replacing or modernising all identified facilities by 2008.

A sportscotland update states that £50m of Scottish Executive and Lottery funding had been secured, making the total funding secured for improvements to sports facilities £230m, including partnership funding.

The physical activity strategy states how the Executive wants to improve health levels by increasing physical activity levels of all people. This includes the areas of school sport, community activities and work-based health improvements.

5.4.2 *Delivery Structures*

The Scottish Parliament has a cross-party group responsible for sport the aims of which are:

- to encourage the development of sport and sporting opportunities
- to ensure that sport has a high profile in the Scottish Parliament
- to influence the Scottish Executive Sports policy.

The Executive has introduced a number of strategies and initiatives in place to increase participation in sport and improve standards.

- sportscotland is the national body for sports development in Scotland. Their remit covers all levels of sport from participation through to elite standard. The Sport 21 Strategy was designed to be delivered by sportscotland. It is this organisation's responsibility to design and implement

(in partnership with other agencies) programmes designed at increasing participation and improving standards at elite level.

- The Scottish Institute of Sport (SIS) is an organisation focused on improving standards of high performance sport. Based in Stirling with six area institutes around the country, it aims to develop athletes in nine identified sports. It is funded and operated as a subsidiary of sportscotland through the national lottery.
- The Scottish Sports Association (SSA) is a representative body for governing bodies of sport in Scotland. Although not directly involved in delivery of sport, its influence in key decision-making processes makes it a key organisation in strategic aspects of Sports Development.
- National Governing Bodies (NGB) of sport in Scotland are key policy makers and delivery agents of sports development programmes. With guidance and financial support through sportscotland (for applicable sports) and the national policy (Sport 21) individual sports set their own agendas for the development of the game and how they choose to facilitate this. Larger NGBs directly employ development officers to work in specific areas, increasing participation and improving quality.
- Local Authorities are the final key partner in the delivery of Sports Development programmes in Scotland. Each authority has its own independent departments, with some officer posts part-funded by NGBs or sportscotland, whose aims are specific to the local area. These remits often include addressing wider social issues, such as health or anti-social behaviour, through sport.

5.4.3 Funding and Programme Management

For the year 2003/04 sportscotland distributed a total of £37.7m in grant aid and investment through programmes to Scottish NGBs. This equates to £7.44 per capita.

As £30m of this expenditure is in value through programmes, there is actually only an income of £20.6m. The majority of this is through grant aid (£13.1m), with the rest coming from the national lottery (£3.8m), income from activities (£2.2m) and other operating income (£1.5m).

At a Local Authority level, Edinburgh City Council, for example, have a Leisure Trust who operate the public leisure facilities in the borough and they are also heavily involved in Sports Development programmes, employing 22 officers. The Council employs eight full-time Officers who work in partnership with their colleagues at the Leisure Trust.

5.4.4 Activities Undertaken

Within the national strategies and sportscotland initiatives there are certain sports that are identified as being the main drivers behind delivering the aims. It is these sports that receive the majority of the funding and support, and what is most commonly used as a delivery tool at a local level. The main activities that take place do so through the sportscotland funded programmes. These include Active Schools, TOP programme and the Out of School Hours Learning scheme, aimed at

increasing participation rates. There are also programmes in place to improve standards at elite level, support volunteers and develop clubs and coaches.

At a local level individual Local Authorities, with the support given from these national initiatives, provide structured programmes in their Sports Development departments. Dundee City Council, for example, run a range of activity sessions in a variety of sports for targeted groups of people.

NGBs are also involved, in partnership with local authorities, in delivering sports activities. This is often in a part-funded post by more than one partner or one of the larger sports delivering activities to their own agenda. When this occurs, it normally needs to be funded by the NGB wholly as the agenda it is addressing is different from what other agencies want to achieve.

5.4.5 Impact Achieved to date

Initial evaluation of the Active Schools programme has indicated that early progress has been positive with much being achieved in only a few months. It did highlight some problems, namely with work in secondary schools and links with local sports clubs and community groups. These have been identified as areas in need of improvements. sportsScotland's Sports Participation in Scotland 2001 shows that there is a steady increase in participation of sports amongst adults over the last 10 years. Research into participation trends of young people is still being developed

5.5 England Case Study

5.5.1 Local Sports Development Strategy and Policy

In 2002 Game Plan, a strategy aimed at delivering the government's sport and physical activity objectives, was published. This set a new direction for sports development, with the main changes being that sport is now to be used as a tool to help address wider social issues (child obesity, anti-social behaviour, social regeneration) at a participation level. Funding for elite-level sport will of course continue.

In 2004, the National Framework for Sport was produced by Sport England (SE). It recognises the weaknesses of previous strategies and approaches the challenges set by Game Plan in a new way. It describes this framework as more of a process than a product. Recent evolution of Regional Sports Boards tasked with overseeing the delivery of Regional Sports Plans are contributing to a more localised approach to sport development planning and delivery. SE is one of several contributing partners and is tasked with leading on the delivery and measurement of the Plan's implementation.

5.5.2 Delivery Structures

The main body involved in the delivery of sport is Sport England. Through their national and regional departments, they work with NGBs, local authorities, sports clubs, county sport partnerships (CSP) and other national organisations (UK Sport, Sports Coach UK) to organise a structured delivery programme for local areas. Some NGBs also operate programmes that are funded independently, in order to achieve other aims.

An example of this working would be in Chester City. The local authority has a sports development team which works with local schools, sports clubs and community groups to delivery sporting activities and opportunities. This is done in partnership with “Sport Cheshire”, the CSP in the area, which is funded through Sport England’s North West Sports Board. The delivery programmes of the CSP are dictated by Sport England’s national framework.

At the same time, large sports clubs such as the City of Chester Triathlon Club are actively involved in the development of the sport at all levels. Also the Football Association (FA) directly employs a Development Officer to work in the Cheshire area to deliver their programmes.

5.5.3 Funding and Programme Management

For the year 2003/04 Sport England received £44.6m of funding from the Department of Culture Media and Sport (DCMS) of which almost £10m was earmarked for spending on specific activities or programmes. They generated a further £11.2m from their own activities. £31.8m was given out in grants by Sport England. Government funding through Sport England equates to approximately 74p per capita. There is further investment in sport through the nine regional departments of Sport England, with this money being specific to each area.

5.5.4 Activities Undertaken

Sport England and its partners at Regional and County level support a variety of programmes and initiative aimed at increasing Sports participation and improving excellence.

- ClubMark: A scheme to encourage sports clubs to be run more efficiently and accountably, with greater protection for young people.
- Volunteer Investment Programme: An initiative to reward the work of key volunteers in local sports communities.
- Active Sports: Key sports given extra funding and resources to enable them to target increases in participation.
- Centres of Excellence: High quality facilities made available to people who show potential to be successful in their chosen sport.

- World Class Programme: Funding for high performance athletes to enable them to focus full time on training.

5.5.5 Impact Achieved to date

Sport England recognises the importance of being able to demonstrate the impact that sport can have. As well as looking into participation rates, it is also conducting research into the reasons why people do and don't participate in sport. At the same time they are looking at developing techniques for evaluating the impact of investment in sport. Base figures for participation rates have been produced for a variety of different groups with the intention of tracking changes over subsequent years.

5.6 Lessons from International Case Studies

5.6.1 Key Findings

Overall Governance Structures

The infrastructure of sport within England, Wales and Scotland is similar with each having a national body, separate from the government but funded by it. Over the last five years there have been significant Government efforts to devolve more leadership and responsibility for funding to localised partnerships. This is evident, for example, in the establishment of Regional Sports Boards and County Sport Partnerships in England and Local Sports Councils and Community Chest in Wales.

Local-level sports activities tend to be delivered by local authority officers and governing body employees. England has more significant levels of infrastructure to cater for the larger population and geography. In Canada the organisation of sport, as opposed to its funding, is left more to local groups and voluntary organisations.

Approaches to Local Partnerships

There is a clear focus on developing partnership working across the case studies. In particular there appears to be a re-focus upon traditionally non-sport partners, especially health and wellbeing organisations, as the benefits of an active lifestyle become more publicly recognised. In addition, the role that sport can play in regeneration and creating safer communities is contributing to the development of partnerships with crime prevention and regeneration partners. For example, The Plan for Sport in Yorkshire has as a key contributor Yorkshire Forward.

There is also a particular acknowledgement within Scotland, Wales and England of the role of improved quality Physical Education within the school curriculum and improvements extended school sports activities can have on attainment and behaviour of school children. As a result there is

evidence of strong partnership working across England through School Sport Partnerships and Specialist Sport Colleges.

Funding Mechanisms

Funding in the main filters through Central Governments to regional organisations such as Sports Councils, and more recently Sports Boards, as well as directly to Local Government. There is evidence of approaches developing where funding is further distributed to partnership groups' co-ordinating across a County or area, for example, the 45 County Sport Partnerships in England, The Community Chest, based on unitary Authority Boundaries in Wales.

5.6.2 Summary From Specific Case Studies

The text box below summarises the main points from each of the four case studies.

<i>Welsh Case Study - Lessons</i>
<ul style="list-style-type: none"> ▪ Strong focus on Health and Active Participation ▪ Strong focus on PE, School Sport and Club Links. ▪ Based on Finland model for Participation and Australia for Performance ▪ Emphasis of empowering local partnerships through devolving responsibility of grant aid etc ▪ Clear focus upon target groups with low levels of participation e.g. Secondary School-aged girls ▪ Employment of research publications to aid monitoring and evaluation.
<i>Scottish Case Study - Lessons</i>
<ul style="list-style-type: none"> ▪ National strategy for sports development after extensive consultation with various sports bodies. There is also a prioritisation on certain sports with sportscotland highlighting specific sports to be a focal point for development ▪ Highlight specific target groups and sports ▪ Smaller country with fewer levels of governance to end product ▪ Strong links with volunteer groups involved in supporting sport.
<i>Canada - Lesson Learnt</i>
<ul style="list-style-type: none"> ▪ Total focus on Sport for Health and Well-being ▪ Strong focus on using the natural surroundings (cycling , walking etc) ▪ Significant level of government investment ▪ Devolved approach to planning and implementation ▪ Strong focus on marketing benefits of Physical Activity and Sport via public information ▪ Focus and investment into Schools and their role in providing facilities for community Sport and Physical Activity ▪ Strong voice of combined NGBs.
<i>English Case Study - Lessons</i>
<ul style="list-style-type: none"> ▪ New Strategies are health-driven and focus on increasing participation particularly those in low participation groups, e.g. people with disabilities, women and girls, Black and Ethnic Minorities ▪ Bigger infrastructure for bigger country ▪ More levels of administration between government and deliverers

- Devolved power to Regional Bodies .e.g. Regional Sports Boards.

Chapter 6 Conclusions and Recommendations

6.1 Introduction

Chapter 6 presents the review's conclusions and recommendations. After this brief introduction, Section 6.2 sets out the evaluation's principal findings and conclusions in relation to progress to date against programme aims, expected outcomes and overall functions; and comparisons between LSP areas and non-LSP areas in respect of sports development impact. Section 6.3 summarises the lessons from the international experience. Sections 6.4 and 6.5 present conclusions on governance structures and national government structures respectively. Section 6.6 sets out the key issues ahead in terms of operational issues and the Local Sports Partnerships. Section 6.7, meanwhile, sets out the recommendations.

6.2 Conclusions – Progress to Date

6.2.1 Progress Against Key Aims

A. **Increase participation:** it was not possible within the context of this review to determine whether or not the activities of LSPs have led to increased sport or physical activity participation in their areas. The data required to systematically track participation trends are not available either centrally at a programme level or at local LSP level.

Evidence was found, however, at the level of inputs and outcomes to indicate that the LSPs are working towards improving sport participation levels. Activities targeted at increasing participation have been undertaken across interventions such as the Buntús programme, dedicated initiatives for older people and youth, club development supports, co-ordination of coach training, and promotion of sports and physical activity generally.

B. **Ensure local resources are used to best effect:** there are two main elements to consider within this aim – the degree to which the LSPs have been successful in co-ordinating use of existing facilities, and progress in relation to co-ordination of coaching and volunteering activities. Regarding the first of these, the level of progress achieved to date in co-ordinating the use of local facilities has generally been poor, albeit with some notable exceptions e.g. pilot initiatives to make school facilities available to the wider community and an initiative focused at redirecting programme events to identified under-utilised facilities.

The extent to which coaching and volunteering resources have been co-ordinated has to date been hindered by the absence of comprehensive baseline information. While some LSPs are developing databases of coaches and have been successful in identifying local coaching deficiencies, a common programme-wide approach has not been taken to this issue.

6.2.2 Progress Against Expected Outcomes

At the outset of the LSP programme, the ISC identified 10 expected outcomes from the LSPs. The following sections assess progress to date in relation to each of these.

1. **Enhanced planning of sport at local level:** considerable progress has been achieved to date by LSPs in improving the level of sport development planning at local level. Prior to their establishment, some sport planning activity was co-ordinated locally through the VECs but the degree of planning undertaken varied greatly between areas. The LSP programme therefore represents an important development in local sports planning.

To date 13 of the 16 LSPs established have launched their three-year strategic plans, which provide a structured mechanism for local sports planning. The LSPs have also been successful in developing the partnership model locally from a planning perspective, and also in relation to the co-ordination and agency activities and the joint delivery of targeted initiatives. To date some 165 initiatives¹¹ have been initiated jointly through the LSPs in conjunction with organisations such as the Health Services Executive, local authorities, sporting organisations, VECs and third-level education institutes.

2. **Increased levels of local participation (among target groups):** although it has not been possible to measure the impact of the LSP programme on overall sport and physical activity participation levels, it is evident that considerable resources have been allocated by the LSPs to addressing this issue. Target groups at whom the LSPs were required to provide dedicated interventions (aimed at encouraging increased participation) include older people; girls and women; people with disabilities; unemployed people and those who live in identified disadvantaged areas. At a programme level activities have been delivered to address the specific requirements of the majority of these target groups, but again no programme level data are available to quantify the impact of the interventions.

In relation to the impact of the LSPs on sports participation generally, there are a number of positive outcomes directed at an increase in participation. These include the activities delivered through the Buntús programme; increased participation in the Go for Life programme; increased levels of coach deployment; club development activities; and general sport promotion activities

¹¹This is an indicative figure from the completed checklists.

including special events. Absence of systematic data to establish impact must be acknowledged. However, so must the fact that the participation objective is a medium-term one, and will be affected by wide societal trends. The main concerns here at this stage in the Partnership's life is not so much lack of evident impact to date as lack of a system which will eventually allow this impact to be properly assessed. Absence of measurement regarding the Programme's headline and measurable objective is a serious deficiency.

- 3. Enhanced local coach deployment:** although LSPs have undertaken a range of activities in order to enhance the level of local coach deployment, assessment of the impact of these has also been hindered by the lack of programme data. While some LSPs have developed coach databases, to varying levels of completeness, in general there is a lack of information in relation to the number of active coaches available at local level.

Successful initiatives delivered by the LSPs to date in coach deployment include the co-ordination, in conjunction with clubs, of the provision of training for coaches by accredited tutors; liaison with clubs in order to identify coaching deficiencies and skill shortages; and collation and dissemination of coach details to clubs, schools and other relevant organisations. LSPs should liaise with the NCTC where appropriate about obtaining local data on accredited coaches.

- 4. Club development:** the main LSP activities aimed at promoting club development have involved facilitation of club development training; workshops and bilateral assistance to clubs in relation to the preparation of grant applications for the Sports Capital Programme; and the provision of small grants for club development purposes. Some LSPs have been particularly active in promoting local club development – a good example of this is the Club Sport West programme developed by Sligo Sports Partnership with Sligo VEC. This programme involves provision of training and advice in areas such as club planning and developing club links.
- 5. Volunteer training:** all of the LSPs in Phase 1 and 2 (not Phase 3 as yet) have co-ordinated the delivery of volunteer training for topics such as first aid, Code of Ethics, Lucozade Sports Education Programme, PALS (Physical Activity Leaders for older people) and adapted physical activity teachers. The PALS and adapted physical activity teacher training has also played a key role in addressing the sporting and physical activity needs of these important target groups, i.e. older people and people with a disability. Based on data collected in the course of this review, it is estimated that to date the LSPs have facilitated the training of about 11,000 volunteers and/or sports coaches.
- 6. Local directories of sports bodies and facilities:** Local sports facilities directories are currently available in five of the LSP counties. In two of the counties the directories were prepared by local authorities prior to establishment of the LSPs (and are now somewhat

outdated). Only two LSPs have completed comprehensive facilities audits since their establishment. A number of counties have developed on-line databases of facilities and clubs that are updated regularly. While these are proving to be useful information resources they are not comprehensive audits. Five of the LSPs are currently in the process of undertaking audits and directories are likely to be produced shortly.

7. **Better use of existing facilities: this is a central aim of the Programme.** In general the LSP programme has not made significant progress in promoting the better use of existing facilities. Activity in this area has been hindered by the absence of facilities audits. This is also a difficult and complex area – one that has been challenging even at national level.

At individual LSP level some of the partnerships have instigated useful initiatives aimed at promoting better use of local sports facilities. Examples of good progress made in this regard include a pilot initiative to divert programme activities to under-utilised facilities and one seeking to increase the level of access by the wider community to school facilities. Another LSP is engaged in an innovative project which seeks to bring a number of existing clubs together to pool resources in the development of a state-of-art new sports complex.

This is an important LSP aim, and one which needs to receive focused attention notwithstanding – indeed perhaps because of – its challenging nature. There is also potential to focus initially on relatively uncontentious aspects of the topic, e.g. use of publicly-owned facilities by minority sports.

8. **Identifying priorities for local facility provision:** very limited progress has been achieved in relation to identifying priorities for local facility provision. This is related to the fact that few facilities audits have been undertaken. Future progress in relation to this objective will be dependent on successful completion of facilities audits in all LSP areas, and that will be influenced by movement by the Department regarding its planned comprehensive national audit.
9. **School/club/community and school-NGB links:** this topic represents one of the LSPs' most significant contributions to date, in particular in relation to development of school linkages. The delivery of the generic Buntús programmes to over 1,000 schools (involving the training of 7,400 teachers) and the FAI Buntús programme to 680 schools (involving the training of 4,400 teachers) is an important achievement. Over 50% of all primary schools in the LSP areas have now benefited from the programme and the remaining schools will be visited within the next 18 months or so.

The LSPs' existence has also been important to the linkages created between schools and the FAI through the soccer Buntús programme. Some progress has also been made with the IRFU

in relation to rugby Buntús which was successfully piloted with Limerick City Sports Partnership in 2004. The programme has now been extended to some schools in Sligo, Donegal and Cork.

The LSPs have been successful in developing club linkages through a wide range of club development activities as previously described. Community linkages have generally involved pilot projects or very targeted approaches. North Tipperary Partnership, for example, has been proactive in engaging with local communities, evidenced by an Active Communities Sub-Committee of the Board established to drive projects in this area. Four separate communities have been targeted to develop and implement locally relevant strategic sport and physical activity action plans.

10. **Local sports events:** all of the established LSPs have delivered promotional sports events in their local areas. These events have been a good opportunity for the LSPs to improve their profiles locally. Anecdotal evidence suggests that events such as “Come and try it” days have led to some children taking up new sports. Special events have also proved successful in focusing on key target groups e.g. Sports Festivals for older people run in conjunction with Go for Life were organised by a number of LSPs, Waterford LSP organised a ladies’ football blitz involving 165 secondary schools (as a result of which two schools that previously didn’t have a girls’ football team are now involved in schools competitions).

6.2.3 Progress Against Main Functions

A. “Information”: progress to date by the LSPs in delivering on this function has been moderate. Some good consultative fora have been established and the LSPs have made progress in engaging with communities and key stakeholders. To date, however, the LSPs have not been successful in delivering an effective research function. Greater support from the ISC is required in order to ensure that a standard approach to local research is followed by all LSPs

B. “Education”: to date the LSPs have organised training and education provision for about 11,000 coaches and volunteers. Much of this training has been delivered through the NGBs and the LSPs played a key organisational role in ensuring that sessions were delivered most efficiently. In particular the LSPs have promoted Code of Ethics training to local coaches and volunteers. Many of the LSPs subsidise training programmes delivered by the NGBs and other accredited tutors.

C. “Implementation”: 13 of the 16 LSPs have prepared strategic action plans for sport development in their areas. These strategies are generally of high quality and provide a useful framework for sports development in local areas. Most of the LSPs have been successful in increasing the impact of national programmes in their areas – this is particularly evident in the case of the Code of Ethics and Go for Life programmes. The partnership model appears to be working well in programmes generally. This is evidenced by the commitment of the Boards to date, and also

by the degree to which the LSPs have been successful in delivering projects in partnership with other agencies.

6.2.4 Comparisons Between LSP and Non-LSP Areas

Some differences have been found between LSP and non-LSP areas in relation to sports development. LSP areas are now benefiting from increased sports development investment through direct ISC funding, the generic and FAI Buntús programmes; and funding obtained locally from organisations such as the local authorities. Sports development funding in non-LSP counties is typically confined to activities funded through the VECs under the Sport for Young People Grant Scheme, although some urban-based local authorities are providing resources for targeted sports development activities. However, it must be recognised that if funding and national programmes are only provided in LSPs, by definition there will be greater inputs and outputs.

The development of effective partnership processes involving substantive joint sports programme activity is evident in a number of LSP areas, but is generally not found in non-LSP areas. The planning process has also resulted in development of strategic frameworks which are likely to assist future development activities in LSP areas. Very little research in relation to sports development has been undertaken in the non-LSP areas to date. Evidence also exists to show that a number of national programmes have been more effective in the LSP areas than in the non-LSP areas.

6.3 Lessons from International Experience

It is apparent from the international experience that a country's sporting structures are dependent to a large extent on the wider context and its sporting traditions. This tends to influence the degree of co-operation between the NGBs, government structures, and the community and voluntary sector. Ireland is a relatively late comer to sports development policy generally and it is, therefore, early days here as yet.

Having reviewed the situation in other countries, it seems there are local level input/structures in most places. The health and sports participation agendas are equally important and jointly drive the need for local sports development. One of the key points emerging from the international experience is that this is a multi-dimensional issue that inherently needs a partnership element. Schools, local community, sporting bodies and local government need to co-operate on this issue. International experience also highlights the fact that local sports promotion and development, because of national and local dimensions and the number of players involved, is a complex subject. State and NGB structures, interacting at both national and local level, widen the context of sport more generally and the wider physical environment.

6.4 Governance Structures

LSPs have either adopted a limited company model (13 LSPs) or have been established under the aegis of the local authority/County Development Boards (3 LSPs). The limited company model can provide the LSPs with a greater local autonomy and enable the Partnerships to develop stronger identities locally. It can also ensure more commitment from Board members and can result in improved levels of agency buy-in – as no single local organisation dictates the agenda. The main disadvantages of the model are that it involves additional costs in the form of accountants and solicitors' fees; it can result in difficulties for Directors in relation to corporate compliance issues; and the LSP can lack leadership, and adequate direct linkage to local resources. The advantages and disadvantages of the non-limited company model are generally the converse of those for the limited company model. An important wider consideration is that the government policy does not now favour establishment of new organisational structures at local level where existing alternatives can meet the same objectives.

Acknowledging that there are valid arguments on both sides, on balance our view is that in any rollout of more LSPs the CDB/local authority model should be adopted.

6.5 National Government Structures

As was described in earlier chapters, the Local Sports Partnership Programme is funded and operated as an integral part of the activities of the Irish Sports Council, operating under the aegis of, and internally financed by, the Department of Arts, Sport and Tourism. The Programme is one of the key planks of the Council's overall sports strategy, and one of its principal vehicles for achieving its "sports for all" objective.

The Programme is managed on a day-to-day basis by a dedicated Unit within the Council, with a staff of five people.

The Council's direction and management of the Programme to date has many positive features. A total of 16 Partnerships have already been rolled out around the country, covering just under half of all City and County Council areas, and some 47% of the national population. This has involved an evidently large commitment and effort on behalf of the Council and its staff. A lot of detailed back-up support has been provided, extensive guidance and training has been provided to Partnerships and co-ordinators. The Council has also itself shown evidence of learning from its experience in this challenging position.

A number of weaknesses in central management and direction have also been described in various parts of the report. Key among these are occasional different emphases in the way that the Programme's objectives and priorities are described, dangers of almost over-ambition and over-reliance on the Partnerships as a key plank of overall national policy and delivery, absence of systematic quantitative data on performance, especially in relation to sports participation trends.

6.6 Key Issues Ahead

6.6.1 Operational Issues

The following are key issues in relation to the experience of the LSP programme to date:

- **Objectives and priorities:** there are significant differences in emphasis in various descriptions of LSP objectives and priorities, e.g. as between PPF and the ISC. There is a need to reconfirm these in a simple, direct, agreed and consistent manner;
- **Lack of monitoring and evaluation framework:** One of the main weaknesses of the programme has been the lack of performance monitoring indicators. There is no central framework and, therefore, no onus on the local LSPs to collect common performance monitoring data. This makes it difficult to measure the overall impact of the programme.
- **More formal mechanisms for sharing of best practice:** There was no formal mechanism for disseminating information on best practice, i.e. no database, no newsletter etc. Up until now information was shared informally at quarterly meetings; however, it is felt that the programme would benefit from a more formal system particularly as the number of LSPs increases.
- **Balance in Board representation:** many LSPs are considerably stronger on statutory representation than on sporting representation and would benefit from shifting the balance somewhat towards the sporting organisations. Buy-in and representation from these organisations is critical in trying to co-ordinate use of facilities, coach deployment and training.
- **Resources spread too thinly:** The initial objectives and expected outcomes of the LSP were probably over-ambitious. The partnership with very limited resources was expected to undertake a substantial amount of work at local level thus spreading resources too thinly and making it increasingly difficult to make an impact.
- **Common templates for research:** Many of the LSPs were reluctant to undertake the audit of facilities until a national common template was prepared to ensure consistency between areas. Relatively little progress, therefore, has been made on the outcome of better use of facilities. Progress on this aspect will continue to be slow until this difficulty is addressed.
- **Lack of co-ordination at national level:** Generally, it was felt there was a lack of co-ordination, and indeed affirmation, at national level and that there needed to be some mechanism driving the process from the centre, i.e. some national structure mirroring the local-level partnership.

Some state organisations and NGBs were unclear as to their role in the process and were getting no central guidance on this.

6.6.2 Role of LSPs

This evaluation throws up a mixed picture in relation to the performance of the Local Sports Partnerships to date. On the one hand it can be said that they are relatively small and cost-effective, that it is early days in the existence even of the more established LSPs, that their core brief is a challenging one, that in some instances expectations placed on them are onerous and that indeed they are asked to do at local level what national organisations find it difficult to do at national level, e.g. the sharing of sports facilities. Our experience would also suggest that at local level the LSPs are enthusiastic, committed, energetic and busy.

Against this, it can be said that while there is extensive evidence of activity and inputs, results and impacts are more difficult to discern and are certainly difficult to discern in any systematic way. There is also – and this is more an issue for the Irish Sports Council than for individual Partnerships – a surprising lack of systematic evidence in such key areas of participation trends, notwithstanding their central place not just in the objectives of the Local Sports Partnerships but of the Council as a whole, and notwithstanding the fact that such information is relatively easily collected through systematic surveys.

Looking ahead, our view is that on balance the Local Sports Partnerships are a desirable initiative which should be continued and then rolled out on a phased basis nationally, subject to some key development which we recommend in Section 6.7. The basis for this conclusion is that:

- the agenda which the Local Sports Partnerships address, namely one of encouraging increasing participation by Ireland's population in sport and related physical activity, is a key one and is becoming increasingly important in the wake of, for example, the report of the National Taskforce on Obesity (2005);
- this agenda is one that is inherently about Partnership and "joined-up government" at all levels, straddling as it does the areas of health and health education, education generally, sport and recreation, and other areas such as countryside access, rural developments and tourism;
- the agenda generally, and its Partnership requirements, have a local as well as a national dimension. While many of the Programmes run by the LSPs could in principle be delivered through the separate "vertical" state bodies and national sports governing bodies, this would lead to an increasing plethora of separate but closely related activity being carried out independently at local level, without the kind of local co-ordination which the LSPs are designed to achieve;
- while admittedly difficult to "prove beyond all reasonable doubt", our assessment is that there is sufficient evidence and a reasonable expectation that, where operated properly and to their full

potential, Local Sports Partnerships can effectively deliver on this local joined-up government agenda;

- all of the above must be considered in the context of the relatively low costs of the initiative from a national perspective, e.g. €2.4 million annually. This is a relatively small sum by comparison with, for example, national capital investment in sporting facilities.

Our view, therefore, is that essentially, in the present climate, if Local Sports Partnerships didn't already exist, we would probably now nationally have to invent such a vehicle anyway. It is therefore sensible to now make the most of what we have, build on what is there, and for the system to jointly get behind the Local Sports Partnerships and ensure that they achieve their full potential.

6.7 Recommendations

6.7.1 Overall Recommendations

1. **Commitment of continued funding:** the existing LSPs should be given a commitment of continued funding for a period of three years, after which it is envisaged that a minimum of 50% of core costs would be provided by local agencies.
2. **National roll-out of programme:** following successful completion of a series of changes required, the programme should be rolled out nationally on a phased basis.

6.7.2 Changes Required before Roll-out

1. restatement of objectives and focus: these should be clearly re-stated as:
 - (a) a high-level objective of increased participation in sport and physical activity, with regular systematic monitoring of this;
 - (b) a particular focus on a number of key clearly defined groups:
 - primary and secondary school children;
 - people in disadvantaged areas;
 - people with disabilities;
 - people giving up participation in active sport;
 - people over 65.

We are aware of other target groups, but are concerned that two main groups, and overly broadly defined groups (e.g. women) do not represent any real prioritisation at all.

- (c) overall mechanisms by which these are to be achieved are:
 - general information and promotion;
 - support to minority non-competitive sports;

- reducing barriers between sport codes, e.g. sharing of facilities;
- (d) specific instruments at present, and varying by area.
2. Monitoring and evaluation framework: as a matter of priority, the ISC should introduce a formal monitoring and evaluation framework involving the collation of quantitative and qualitative programme performance indicators. The framework should be developed in consultation with the LSPs and DAST and could build on research already carried out on behalf of the ISC.
 3. Pilot county-level participation survey: the ISC should establish a small project group (consisting of LSP co-ordinators, ISC programme management and DAST representatives) to pilot a participation survey in one LSP area. Following refinement of the methodology the template should then be carried out as soon as possible nationally.
 4. Develop common template for local facilities audit: building on facilities audits already completed by local authorities and the LSPs, a standard template to enable the completion of common facilities audits in all LSP areas should be selected. The template should take into account work being undertaken by DAST (and its inter-agency steering group) in relation to facilities provision.
 5. Formal structures for sharing of best practice: the ISC should introduce more formal practices for the sharing of best practice between the LSPs. The potential of developing an on-line resource providing feedback on the performance of challenge projects in particular should be examined.
 6. Mainstream successful challenge fund projects: successful challenge projects should be appraised and refined by the ISC and models (involving preparation of standard information packs) provided for roll-out in other LSP areas.
 7. Stronger programme management role: the ISC should adopt a stronger programme management role involving the provision of increased developmental support to the LSPs. In order to ensure the successful development of new LSPs, additional development officer resources are likely to be required in the ISC.
 8. National co-ordination mechanism for local sport development: DAST should establish a national-level local sport development co-ordination group, comprising representatives of the ISC, DoES, DoHC, DoEHLG, DCRGA, the NGBs and an LPS representative, which would mirror the LSPs locally, inform national bodies of their role and encourage involvement, working to minimise national-level barriers and obstacles.

9. LSPs to have a consultative role in relation to sports facility requirements in their areas.
10. Review Board representation in order to ensure balance: the ISC should request all LSPs to review their Board structures in order to ensure balanced representation between the statutory, community/voluntary, and sporting sectors.
11. Greater national-level profile for LSP programme: once the LSP programme has been rolled out in all counties, the ISC should allocate a dedicated promotional budget in order to develop a greater national profile for the programme.
12. Local structures: future LSP Boards should be established as subcommittees of the CDBs, with staff as local authority employees. Established LSPs should be given the choice of adopting this type of structure or maintaining the status quo.

ANNEXES

LOCAL SPORTS PARTNERSHIP APPLICATION FOR FINANCIAL SUPPORT 2005



APPLICATIONS (INCLUDING EMAIL COPIES, HARD COPIES AND APPENDICES) MUST BE SUBMITTED TO:

**OLIVIA SMYTH
IRISH SPORTS COUNCIL
TOP FLOOR, BLOCK A
WEST END OFFICE PARK
BLANCHARDSTOWN
DUBLIN 15**

BY

3.00pm

ON

Monday 21st February 2005

REVIEW OF LOCAL SPORTS PARTNERSHIP PROGRAMME

PARTNERSHIP:	
REGISTERED ADDRESS:	
MAILING ADDRESS (IF DIFFERENT):	
TELEPHONE NUMBER:	
FAX NUMBER:	
E-MAIL:	
WEBSITE:	

CONTACT DETAILS

BOARD DETAILS

OFFICER POSITION	NAME
CHAIRPERSON	
SECRETARY	
TREASURER	

STAFF DETAILS

POSITION	NAME	EMPLOYED BY:	END DATE IF APPLICABLE
LSP CO-ORDINATOR			
SPORT DEVELOPMENT OFFICER			
ADMINISTRATOR			
STUDENT PLACEMENT			

COMPANY/STRUCTURE DETAILS

LEGAL STATUS:		SIGNED HEADS OF AGREEMENT:	
TAX CLEARANCE CERTIFICATE NUMBER:		TAX CLEARANCE EXPIRY DATE:	
DATE OF NEXT AGM:		DATE OF END OF FINANCIAL YEAR:	

BANK/CASH DETAILS

Bank Balance at 1 January 2005	€
<i>Balance on other Accounts at 1 January 2005</i>	€
Money owed to County Council/VEC at 1 January 2005	€

REVIEW OF LOCAL SPORTS PARTNERSHIP PROGRAMME

STRATEGIC PLANNING

CURRENT STAGE OF PLANNING PROCESS:		

CORE FUNDING

PROJECTED BUDGET 2006

INCOME (not including ISC funding)	Quarter 1 Jan – March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL

EXPENDITURE ADMINISTRATION - STAFF	Quarter 1 Jan – March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL

ADMINISTRATION – NON STAFF	Quarter 1 Jan - March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL

REVIEW OF LOCAL SPORTS PARTNERSHIP PROGRAMME

STRATEGIC PLANNING	Quarter 1 Jan - March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL
CONSULTANCY/FACILITATOR FEES					
MEETINGS & RESEARCH					
DESIGN & PUBLICATION	-	-	-	-	-
LAUNCH	-	-	-	-	-
OTHER (Please specify)	-	-	-	-	-

Other: _____

COMMUNICATIONS PLAN	Quarter 1 Jan - March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL
MARKETING & PR					
PUBLIC MEETINGS & ROADSHOW*					
PUBLICATIONS (Please specify)					
SPORTS DIRECTORY/DATABASE					
WEBSITE					
OTHER (Please specify)					

*Public Meeting/Roadshow details: _____

Publications: _____

REVIEW OF LOCAL SPORTS PARTNERSHIP PROGRAMME

EDUCATION & TRAINING	Quarter 1 Jan - March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL
BOARD & LSP STAFF *					
HOSTING WORKSHOPS *					
CLUB/COMMUNITY TRAINING *					
COACHING COURSES *					
CLUB DEVELOPMENT GRANTS*					
OTHER (Please specify)					

ISC PROGRAMMES	Quarter 1 Jan - March	Quarter 2 Apr – June	Quarter 3 July – Sept	Quarter 4 Oct – Dec	TOTAL
BUNTÚS*					
CODE OF ETHICS (including child protection)*					
SPORT FOR ALL*					

Please provide details in the following section

EDUCATION & TRAINING DETAILS

<i>EDUCATION & TRAINING</i>	TRAINING DETAILS type of training, no of courses, no of participants etc	<i>BREAKDOWN OF COSTS</i> <i>(tutor/facilitator fees, venue rental, resource materials, equipment etc)</i>
BOARD & LSP STAFF		
HOSTING WORKSHOPS		
CLUB/COMMUNITY TRAINING		
COACHING COURSES		
CLUB DEVELOPMENT GRANTS		
OTHER		

Club Development Grants - Criteria for club development/support grants must be attached to this application.

ISC PROGRAMME DETAILS

ISC PROGRAMMES	TRAINING DETAILS no of courses, no of participants/teachers	BREAKDOWN OF COSTS <i>(tutor fees, venue rental, resource materials, equipment, monitoring & evaluation etc)</i>
BUNTÚS (For calendar year 2005)		
CODE OF ETHICS		
SPORT FOR ALL		

CHALLENGE FUNDING

LSP STRATEGIC GOAL	
LSP STRATEGIC OBJECTIVE	
TITLE OF INITIATIVE	
AIMS & OBJECTIVES	
TARGET GROUP(S)	
LINKAGE WITH LOCAL STRATEGIC GOALS AND WITH ISC PRIORITIES	
BRIEF DESCRIPTION OF PROGRAMME	
MONITORING & EVALUATION CIRTERIA	
RESOURCES REQUIRED (STAFF, EQUIPMENT, FUNDING ETC) (Detailed breakdown of costs required – monetary and in kind)	
SUPPORT FROM OTHER AGENCIES (Detailed breakdown of contributions committed – monetary and in kind)	
FUNDING REQUEST TO ISC	

LOCAL SPORTS PARTNERSHIP

Partnership	
Co-ordinator	
Quarter	
Administration/Information:	

Phase in Strategic Planning/Implementation of Strategic Plan

Education & Training

New Projects & Initiatives/Potential Partnerships/Funding opportunities

Issues Raised

Quarterly Financial Report

As in Financial Guidelines Pg 33