

Future Success



A Strategic Plan for High Performance Sport
in Western Australia Beyond 2002.

Prepared by an Independent Working Group.



Acknowledgements

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Chairman's Foreword

The striving for excellence in sport, as in many other fields of human endeavour, is a worthy pursuit deserving of support and encouragement.

The previous State Government requested that the High Performance Working Group assess the current high performance sport system, examine alternatives and make recommendations that would continue to improve on what is already a successful foundation.

To do this the Working Group undertook extensive community consultation. This consisted of workshops, forums and interviews with key stakeholders and culminated in the preparation of *Future Success*.

Throughout the process, the Working Group remained cognisant of the importance of maintaining a large participation base in sport to ensure that there is a talent pool from which elite athletes will emerge. In addition, participation is essential to maintain a healthy community and add to the quality of life in Western Australia.

This report however, focuses on the upper level of sport participation, more commonly referred to as high performance or elite sport.

Through being well organised and capitalising on its natural advantages Western Australia has produced an exceptional array of world-class athletes. There can be no assumption this trend will continue.

Should the recommendations of this Working Group be accepted and the recommended framework for *Future Success* be adopted it will require strong leadership from the State sporting associations and the Department of Sport and Recreation in partnership with the Western Australian Institute of Sport to strategically manage the high performance system.

New approaches and arrangements are proposed to ensure that Western Australia has a sustainable capacity to produce high achieving sporting performers.

The Working Group strongly encourages the Government and other key stakeholders to consider the recommendations presented in this report with some urgency to ensure *Future Success* for Western Australian talent in sport. Put bluntly, Western Australian athletes are already at a disadvantage as our mainland state counterparts have already significantly increased investment for their future success in this globally competitive arena.

I wish to acknowledge and applaud the efforts of my colleagues who have brought their considerable experience and skills to this planning task. The Working Group would like to thank those who took the time to meet with us or to make a written submission and the personnel within the Department of Sport and Recreation who assisted us in completing the task.

We commend this vision and framework to the Government and all the stakeholders.

Charles Fear
Chairman, High Performance Working Group



Terms of Reference

1. The strategic plan should analyse current athlete development systems and make recommendations addressing the Western Australian high performance system in relation to:
 - The provision of support services available to athletes;
 - The roles and responsibilities of agencies and organisations;
 - The provision of resources supporting athletes;
 - Access and equity issues in the current system(s);
 - Limitations and constraints in the current system(s); and
 - Strengths and opportunities in the current system(s).
2. The strategic plan will focus on high performance delivery in Western Australia giving consideration to:
 - The elite athletes, including those at State standard, in terms of representative team selection;
 - Olympic and non-Olympic sports;
 - The need for a Statewide service and Statewide access;
 - The holistic development of the athlete as an individual; and
 - Future opportunities and partnerships that may strengthen the current system.
3. The recommendations should provide a framework for the future development of a comprehensive high performance system in Western Australia, including:
 - Effective policy development and delivery of policy advice on all matters of high performance sport in the State;
 - The effective coordination and allocation of high performance funding;
 - Coordinated management; and
 - Athlete support services.

Note: The High Performance Working Group was a sub-committee of the Western Australian Sport and Recreation Council. The Council was discontinued in mid 2001 as an outcome of the *Government for Better Results* report.¹

The Minister for Sport and Recreation, Hon Alan Carpenter, MLA requested that the High Performance Working Group complete its task and submit its report for consideration.

¹ Western Australia Government. (2001). *Government for Better Results*. The Report of the Taskforce Established to Review the Machinery of Western Australia's Government. Perth.

Executive Summary

BACKGROUND

Western Australia has a proud sporting tradition with an outstanding array of high performance athletes consistently having emerged in a range of sports. Past success is, however, clearly no guarantee for future success.

The competitive environment in high performance sport has undertaken such rapid change in recent years that Western Australia is now at a crossroads. At risk is the potential future competitiveness of our athletes and the ability to attract sporting events to Western Australia. The inadequacy of our sporting facilities to meet the training and competition needs of our athletes is a fundamental impediment to our future success.

The Working Group was requested to identify structures, arrangements and services that will take Western Australian sport beyond 2002. Reflecting on the success of the existing arrangements, the Working Group considered it important to recognise and build on key success factors and structures. However, it is important to strengthen and develop the system by making appropriate adjustments and developing partnerships.

During its consultations, the Working Group found that there is **broad recognition of the successes** of the present sport system, including:

1. Sustained capacity (to date) to produce national/world class athletes in a range of sports;
2. The ability to develop our talented athletes in a home environment through the Government's commitment to maintain the Western Australian Institute of Sport² and through the provision of resources, programs, facilities and peak industry bodies to support State sporting associations;
3. The ability to develop and attract international calibre sports administrators, coaches, sport scientists, event managers, facility managers, and officials; and
4. Reasonably high participation rates in sport and physical activities. Western Australia has the second highest participation rates in Australia and the only State/Territory that has not experienced a reduction over the past year³.

The Working Group concluded that the **State's involvement has had a very positive influence on the development of sport and recreation** as an important part of our culture and well-being. However this does not guarantee sustainable success.

THE NEED FOR A HIGH PERFORMANCE PLAN

There are two clearly identifiable **weaknesses** in the current system which the recommendations contained in *Future Success* seek to address. These are:

1. The lack of Government and corporate resources to ensure Western Australia maintains its competitiveness domestically and internationally. The State is falling behind its interstate rivals in a range of areas and will continue to do so without a significant injection of resources.
2. Many of the State's key stakeholders do not employ contemporary management and governance practices and that directly impacts on their ability to produce high performance outcomes. Additionally, there is a lack of integration and coordination between Government, corporate and community organisations to maximise sporting achievements in the State.

² Refer to Glossary in Appendix 1.

³ Australian Bureau of Statistics. 146/2000



METHODOLOGY

An extensive consultation process was undertaken including workshops, interviews, written submissions and a questionnaire to State sporting associations, responses to a consultation paper and discussion with interstate colleagues.

THE PLAN

The Working Group concluded that a significant part of Western Australia's cultural trademark should relate to its capacity to continually foster sporting achievers of national and international calibre. This would entail:

1. Providing stronger leadership in the strategic management of high performance sport in the State;
2. Providing additional and more effective application of resources from Government and the corporate sector to support facilities, programs and governance structures;
3. Promoting stronger partnerships between key stakeholders, that is State sport associations, the Western Australian Institute of Sport and the Department of Sport and Recreation;
4. Identifying that a sport-specific approach is required which recognises that each sport is unique in its athletes' needs, competition hierarchy and pathways and so requires its own approach to maximising athlete performance;
5. Developing capable organisations particularly those identified as key stakeholders delivering services to talented athletes;
6. Promoting better planning and management of high performance outcomes (Sport Performance Plans⁴) in State sporting associations;
7. Promoting the need to continually improve the quality of services and support structures available to talented Western Australian athletes;
8. Increasing opportunities for sports and their athletes to access support services required at the various stages along the athlete development pathway;
9. Raising the overall quality and depth of coaching; and
10. Harnessing the athlete potential residing in regional Western Australia.

FORMAT

The report is presented in two sections and these reflect a response to the two identified weaknesses of the current system (*Athlete Development Pathways* and *Governance and Management*).

⁴ Refer the Glossary in Appendix 1.

CONCLUSIONS

The framework for *Future Success* has been developed around the following five key conclusions that propose a restructure of the State's involvement to maximise sporting performances:

1. That the Department of Sport and Recreation in partnership with the Western Australian Institute of Sport **improve the governance and management processes** (policy, resourcing, and performance evaluation) of the State's high performance sports system.
2. That **additional resources** (\$5 million pa) be committed to the State's high performance system to provide quality support services (e.g. coaching and competition structures, sport science and medicine, talent identification and facility provision) from capable service providers (e.g. State sporting associations and the Western Australian Institute of Sport) to talented athletes.
3. That the concept of **Sport Performance Plans** in State sporting associations drives the planning, partnerships and subsequent resourcing requirements of a sport to achieve a new level of outcomes in high performance sport.
4. That **State sporting associations receive additional support** to achieve their high performance outcomes in the form of expert consultancy through the Western Australian Institute of Sport and the Department of Sport and Recreation, access to programs, access to support services and regional resourcing.
5. That the **State Sporting Facilities Plan** endorsed by Government (October 2001) be implemented ensuring provision for the required training and competition facilities.

These conclusions are supported and amplified by 22 specific recommendations which are presented throughout the document and the Working Group considers these changes will refocus resources and support the *Future Success* of Western Australian sport.



Background to High Performance Sport in Western Australia

A Proud Record

Over the past 20 years Western Australia has, relative to other Australian states, been successful in the high performance sporting arena. This claim is substantiated by the number of Western Australian athletes in Olympic and Commonwealth Games teams, the performance of Western Australian based teams in national league competitions and at national championships, the consistent emergence of national/international level athletes in a range of non-Olympic sports and the hosting of hallmark sporting events in a range of sports (Appendix 2).

How Has This Been Possible?

A combination of factors has contributed to the past success, these being:

- A strong sporting culture;
- A climate conducive to participation in sport;
- High quality grass surfaces, especially advantageous for footballers, hockey players (prior to the introduction of synthetic turfs) and cricketers;
- A small but highly talented group of athletes;
- A physical education program in schools complemented by strong community-based club programs in many sports;
- Very good athlete support systems through the Western Australian Institute of Sport and/or State sporting associations;
- Funding and resources to support athlete identification and development; and
- Key sports having State representative teams or progressive national league teams, e.g. football, cricket, hockey, basketball, soccer and water polo.

Changing circumstances globally, nationally, interstate and within Western Australia have meant that previous advantages are not sustainable and the time has come to review the situation if Western Australia is to remain competitive.

Can We Expect To Sustain Success In High Performance Sport?

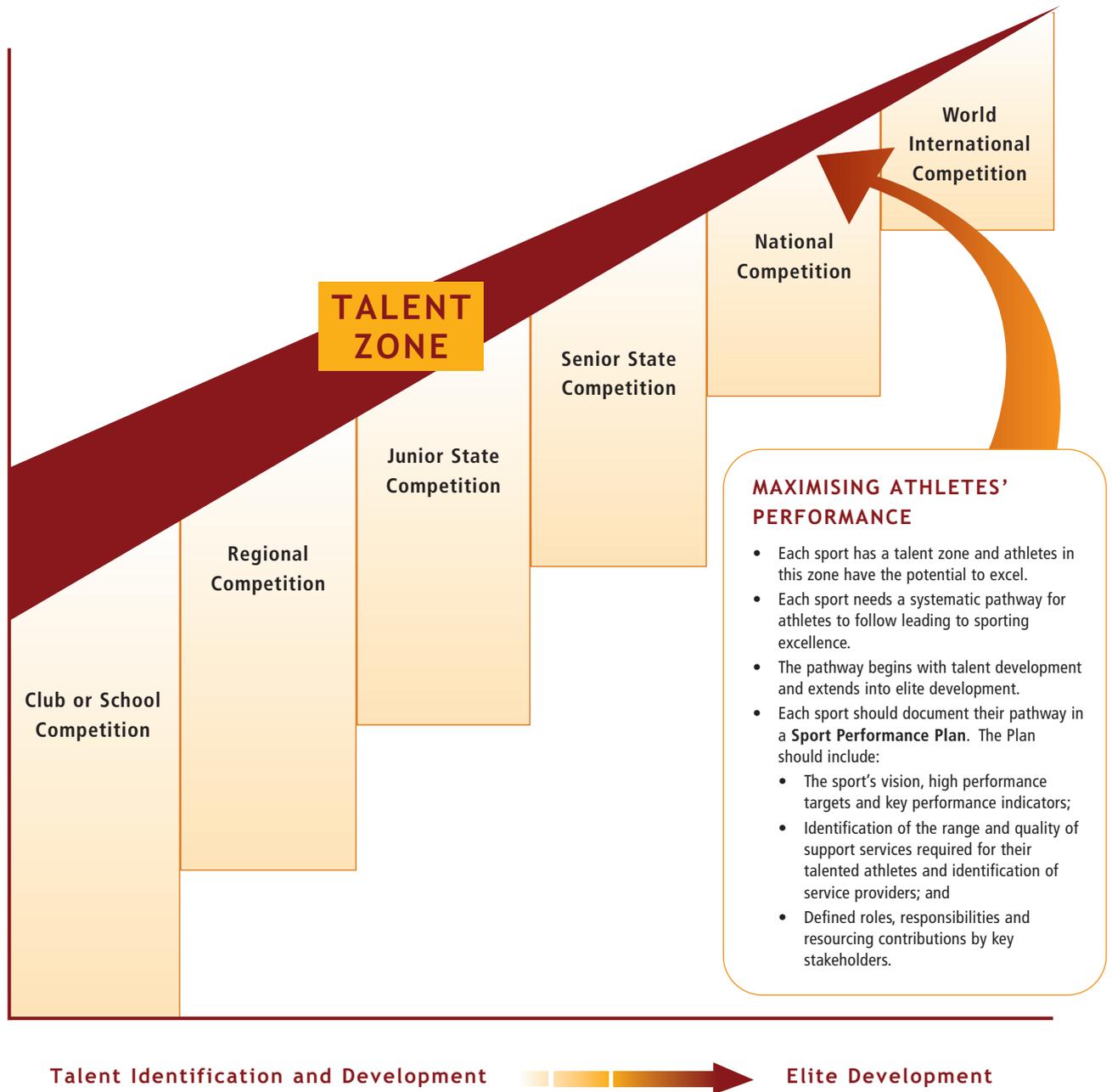
Yes, however better planning, better resourcing and better support for our high performance programs is required. The most populous mainland states of New South Wales, Victoria and Queensland have set considerably higher levels of resourcing, increased the number and calibre of their athlete support programs and are providing the required facilities to deliver improved sport performance outcomes (Appendix 4).

The Concept of “Maximising Sport Performance”

Many terms are used to describe athletes at the high performance end of the sport spectrum, including talented, high performance, elite and/or professional. These terms are used interchangeably and lack clear definition, therefore the concept of high performance is open to wide interpretation. In response to this concern, the Working Group adopted the term “maximising sport performance” of the athlete and believes this term can be applied regardless of the sport or the competition level within the sport.

A common model can be used to illustrate the process of maximising athlete sport performance (Figure 1). The challenge is to ensure that there is the necessary and appropriate support for athletes within the pathway as reflected in the respective sports; that is the focus of *Future Success*.

Figure 1: Maximising Athletes' Performance In A Sport





The Need For A State High Performance Plan

An appraisal of Western Australia's high performance sport system is timely for several reasons; the Sydney Olympics that were the focus of elite sport in recent years are now behind us; many national league teams that were established in the 1980s and 1990s are now maturing; federal policy directions regarding structures and resourcing of high performance sport are evolving and community expectations for athletes' success and support continue to rise.

Planned and coordinated development is required for Western Australia if it is to retain its competitiveness in a strong and sophisticated national and international field of endeavour. The various stakeholders in high performance sport have much to contribute in devising a plan for the future.

Western Australia has a proud sporting history and our ongoing competitiveness may be attributed to the vision, strategies and quality of the people involved over the past 25 years. Sports' governing bodies have matured in response to rapidly advancing operating environments but to remain competitive in high performance sport the stakeholders will require new strategies, approaches and partnerships.

Since the Empire and Commonwealth Games in 1962 there have been only two policy documents addressing high performance sport in Western Australia. The first, *The Development of Sport in Western Australia*⁵ (1978) chaired by Professor John Bloomfield provided direction on several fronts during the 1980s. The second publication *Strategic Directions for Western Australian Sport and Recreation*⁶ (1997 and 1999) provided a broader plan that highlighted high performance sport as one of six prime objectives for industry to give attention to in its strategic planning.

Future Success takes up the challenge to produce such a plan for high performance sport.

Methodology

The Working Group committed to an extensive consultation process prior to formulating its observations, findings and recommendations, as indicated below:

- Conducted 19 interviews with industry peak bodies and prominent sporting identities;
- Conducted four workshops in Perth for coaches, administrators, officials, industry peak bodies, athletes and families;
- Conducted nine workshops in regional Western Australia for coaches, administrators, officials, athletes and families;
- Surveyed 24 State sporting associations;
- Distributed a consultation paper on key issues to 206 consultation participants and received a 42% response rate;
- Sought written submissions (two received); and
- Conferred with state/territory and national counterparts in high performance sport.

⁵ The Community Recreation Council of Western Australia. (November 1978). *The Development of Sport in Western Australia*. Report of the Investigating Committee into the Development of Sport in Western Australia under the Chairmanship of Professor J. Bloomfield. The Community Recreation Council of Western Australia: Perth.

⁶ The Western Australian Sport and Recreation Council. (1999). *Strategic Directions*. The Western Australian Sport and Recreation Council: Perth.

Principles

For the purposes of *Future Success* the Working Group adopted a set of operating principles to be applied to the recommended system:

1. Providing a transparent and accountable high performance system that is adequately resourced;
2. Striving for excellence in sport is a worthwhile pursuit;
3. Operating with equity and fairness;
4. Using partnerships and integrated effort;
5. Focusing on high performance services and support needs for athletes;
6. Maximising effective and efficient use of the available resources; and
7. Ensuring all athlete involvement is drug free.

The Plan Format

Findings, observations and recommendations towards *Future Success* were formulated by the Working Group and are presented in two keys areas:

- Athlete Development Pathways; and
- Governance and Management.



Athlete Development Pathways

Model To Maximise Athletes' Performance

If a State sporting association aspires to continually produce national and international class athletes it requires a systematic approach to the provision of services and the development of its athletes.

The focus therefore will need to be on athlete development pathways towards excellence in individual sports. The pathway starts at the local club or school level and extends to the international sporting arena. The pathway links the development stages and it is vital that talented people are identified and developed at each stage (Figure 1).

The requirements of an athlete at each stage vary considerably but the constant, regardless of the sport, is that the quality and range of services increases the further the athlete progresses along the pathway. Each sport is unique and so utilises a variety of service providers to meet the requirements of its athletes. The challenge for a sport is to identify and establish partnerships with the best mix of services and service providers at each stage of the pathway to meet the needs of the athletes and maximise their performance.

Findings/Observations

The following findings and observations were formulated pertinent to athlete development pathways:

- State sporting associations should have primary responsibility for maximising sport performance in their respective sport.
- In the opinion of the Working Group few State associations are considered sufficiently equipped in terms of resources, planning skills and/or personnel (at board and or executive levels) with the requisite skills and experience to plan, implement and evaluate a high performance program to the level of sophistication now required.
- The Working Group acknowledges that there are finite financial resources, time and expertise available to State sporting associations, including those provided by the State Government through the Western Australian Institute of Sport and the Department of Sport and Recreation. To that end a more targeted approach should be developed to maximise the impact and value for participating sports.
- Few State sporting associations have a strategic and/or operational plan designed to maximise sport performance outcomes for their sport.

RECOMMENDATION 1

That the State Government, in allocating sport performance resources to State sporting associations, adopt a targeted approach by creating a tiered support structure with:

- a) State sporting associations to be assessed on their capacity to develop, implement and resource Sport Performance Plans.
- b) A competency/capability audit to be developed by the Department of Sport and Recreation and the Western Australian Institute of Sport, in consultation with the Western Australian Sports Federation, to determine the criteria and selection process for allocating State sporting associations to tiers.

RECOMMENDATION 2

That the Department of Sport and Recreation and the Western Australian Institute of Sport form partnerships with the sports in the priority tier(s) to⁷:

- a) Identify service and/or service delivery gaps in their athlete development pathways;
- b) Establish Sport Performance Plans;
- c) Provide ongoing support for the implementation of Sport Performance Plans*⁷; and
- d) Provide ongoing organisational development consultancy to improve the sports' strategic and operational capabilities.

RECOMMENDATION 3

That the Department of Sport and Recreation form a partnership with each of the remaining sports and their stakeholders to:

- a) Improve opportunities for their athletes to access the support services and service providers required to maximise sport performance as appropriate for the respective sports; and
- b) Provide consultancy services aimed at improving a State sporting association's strategic and operational capabilities.

- The Working Group recognises that a Sport Performance Plan should be developed, implemented and evaluated in conjunction with the sport's key stakeholders.

*Sport Performance Plans should include:

- i. The sport's vision, high performance outcome targets and key performance indicators;
- ii. Clearly established development pathways;
- iii. Identification of the range and quality of support services required for their talented athletes and the identification of service providers at each step; and
- iv. Defined roles, responsibilities and resourcing contributions of key stakeholders.

N.B. The involvement of the Western Australian Institute of Sport does not imply that all sports will have access to the full range of WAIS services.

- Western Australia has a strong talent pool in country regions and further consideration is required to capitalise on this largely untapped resource.
- A small regional population base and the geographic spread of Western Australia creates significant challenges in providing talented country athletes with services.

⁷ The intent is that WAIS will continue to provide advice on athlete high performance and service provision as it currently does and DSR will focus more on sport management/governance aspects.



- Regional academies of sport in some regions or in capital cities around Australia have complemented the talent identification and development activities of most state/territory institutes and academies.
- Regional academies provide development programs for talented regional athletes and coaches in their home environment. These programs provide a vital link between regional sport structures and the sport's athlete development pathway.
- Getting high profile sporting role models, coaches and high performance/elite sport fixtures into regional Western Australia provides immense stimulation and incentives to country communities.
- Several established or emerging talent identification programs are being run by State sporting associations, the Western Australian Institute of Sport and the Academy of Sport (a Department of Sport and Recreation program operating in the State's north-west). A more coordinated approach to talent identification is required given our State's small talent pool.

RECOMMENDATION 4

That Western Australia develop a sport performance hierarchy characterised by:

- a) Elite development programs concentrated in Perth;
- b) Satellite talent development programs in major urban and regional centres; and
- c) Sports development programs in smaller towns and isolated communities.

RECOMMENDATION 5

That Western Australia develop regional athlete support programs statewide following due consideration of models and approaches available in other states/territories and overseas to service the satellite development requirements in Recommendation 4(b).

RECOMMENDATION 6

That the existing resources available through the Department of Sport and Recreation (i.e. Sports Lottery Account (SLA) Country Package and the Academy of Sport program) be focussed on the pre-junior State competition levels to maximise sporting performance for talented country-based athletes.

- In order to maximise their talent search, State associations need to link their own competition structures with those operating outside their control (i.e. local governments, private sector, not-for-profit).
- There is a strong concern regarding a perceived decline in primary and secondary school physical education and sport and the negative impact this might have on children's choice to be involved in sport and physical activity, as well as on the number of athletes who may make it through to the high performance system. Of concern to the Working Group is the potential long term adverse impact on the general health of the community and the long term cost to the State in the Health Budget if this issue is not addressed.

RECOMMENDATION 7

That sport and physical activity in schools be given priority and adequate resources to ensure that all children in the State have access to the daily minimum requirements for optimal health and vital skill development.

N.B. The determination of resourcing implications and implementation issues arising from this recommendation are beyond the scope of the Working Party.

- Support is widespread for disabled athletes being provided with opportunities to develop their sporting prowess. Implicit in that recognition is the same expectation of commitment by the athlete for any support that may be forthcoming (financial or otherwise). Current support levels are considered appropriate and programs are continuing to evolve to meet athletes' needs.
- The National Coaching Accreditation Scheme (NCAS) needs to be supplemented with ongoing training and professional development for all coaches. There are too few opportunities to exchange ideas and information on high performance coaching across the sports system.
- Eighteen coaches have left the Western Australian Institute of Sport since 1998 in pursuit of employment with higher remuneration and better career prospects.
- The calibre of coaching personnel in Western Australia is clearly identified as the crucial determinant in maximising athletes' performance. The Working Group considered strategies are urgently required to:
 - a) Improve the overall depth and capability of coaches in WA; and
 - b) Better develop domestic coaching talent and retain coaches recruited from interstate/overseas.

RECOMMENDATION 8

That a high performance coaching scholarship fund be established to support coach development.

RECOMMENDATION 9

That the Western Australian Institute of Sport be provided with additional resources to offer competitive remuneration packages to attract and retain coaches and sport science personnel.

RECOMMENDATION 10

That the Department of Sport and Recreation, in consultation with the Western Australian Institute of Sport and high performance coaches, devise a range of initiatives that will raise the standard of coaching, i.e. the take-up of coach accreditation and increased training and professional development opportunities for professional and volunteer coaches.



Governance and Management

State-Level Governance

The State's high performance system requires governance at a strategic level that transcends individual organisations and Government agencies, the private sector, and community based sporting organisations. To govern, the State system strategically requires:

- a) A State sport performance strategic plan and planning process;
- b) State sport performance policies;
- c) A State funding system; and
- d) A State sport performance evaluation system.

Findings/Observations

The following findings and observations were formulated pertinent to governance and management:

- There is a clear need to improve industry consultation and partnerships between key stakeholders to achieve agreed sport performance outcomes for the State.
- This would be achieved by the State sporting associations, the Department of Sport and Recreation and the Western Australian Institute of Sport working together to assist sports to achieve their outcomes.
- The planning process should be led by the Department of Sport and Recreation that would also be responsible for reporting on key performance indicators as they relate to *Future Success*.

RECOMMENDATION 11

That, consistent with the recommendations of the *Government for Better Results* report, the Western Australian Institute of Sport be retained in its current form and charter to operate its squad program and athlete scholarship program. However the intellectual know how and expertise within the Institute should be harnessed to provide consultancy in high performance support to sports that do not have full-program status.

RECOMMENDATION 12

That in support of the recommendations of the *Government for Better Results* report, the following occurs:

- a) The Department of Sport and Recreation to be responsible for State/portfolio level sport performance outcomes (Figure 2) and initiate:
 - Strategic planning and policy;
 - Budget planning and contract management; and
 - Performance evaluation of key performance functions.
- b) The Department of Sport and Recreation in partnership with the Western Australian Institute of Sport to convene consultative processes and industry forums with key stakeholders in sport performance related policy formulation (Figure 2).

Figure 2: Maximising Sport Performance: A Governance Model for Western Australia

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Minister for Sport and Recreation

Department of Sport and Recreation

Role: Sport and Recreation portfolio level planning, policy, resourcing, evaluation, and contract management. This is to include industry consultation with service providers

(DSR to partner WAIS in sport performance policy formulation)

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Key Stakeholders in Maximising Sport Performance

- State sporting associations
- WA Institute of Sport
- Department of Sport and Recreation
- WA Sports Centre Trust
- Private sector interests (national league team franchises, sponsors, service providers)
- WA Olympic Council
- WA Disabled Sports Association
- Commonwealth Games Association
- EventsCorp
- Tertiary institutions
- WA Sports Federation
- Coaches associations
- National sporting organisations

Key roles

- SSAs to work in partnership with their key stakeholders (in service provision) to develop, implement and evaluate **Sport Performance Plans**
- The Department of Sport and Recreation and the Western Australian Institute of Sport to lead and support SSAs through this process.



- Throughout the consultation process undertaken by the Working Group there was consistent acknowledgement of the good quality of programs for participant sports in the Western Australian Institute of Sport and the related support programs for individual scholarship holders.
- Another consistently recurring theme in the consultations is the frustration of sports that do not have full-program status with the Western Australian Institute of Sport and are not able to access the expertise and experience of the Western Australian Institute of Sport.
- At the national and international levels elite sport has undergone a massive transformation in virtually every dimension over the past 20 years, including:
 - Globally, an increasing number of countries are committing substantial resources either to establish or to revitalise high performance sport systems, the most notable in recent years being China and the United Kingdom.
 - Every Australian state/territory has established an elite sport institute or academy program with increasingly well-resourced and sophisticated programs emerging in the most populous states, i.e. New South Wales, Victoria and Queensland.
 - High performance sport has also been a significant beneficiary, albeit indirectly, from the expansion of gambling in other mainland states with substantial funds flowing to state sporting association or institute programs, e.g. the New South Wales Institute of Sport has a \$1m sponsorship from Clubs NSW and in Queensland, a special fund has been established to finance major sporting and cultural infrastructure, sourced from gambling (Appendix 3). The Working Group is not supportive of any expansion of gaming in Western Australia however policy approaches elsewhere are unreasonably disadvantaging our athletes. In order to prevent this process of disadvantage, the Working Group suggests that the Government should consider alternative sources of funding, other than gambling, e.g. corporate sponsorship, GST.
- Having identified the need for increased resourcing to implement the recommendations contained in *Future Success* the Working Group sought to get some perspective on possible sources, relativities and issues surrounding funding of high performance sport.
 - Funding for sport organisations and the Western Australian Institute of Sport is sourced from the Sports Lottery 5% allocation from the Lotteries Commission; the Sports Lottery Account is currently managed by the Department of Sport and Recreation. This results in approximately 38% of the account going to the Western Australian Institute of Sport which not only limits the available funds to sporting groups but in this instance, to the Western Australian Institute of Sport.
 - The data that is available from the Australian Sports Commission (ASC), National sporting organisations (NSOs), SSAs, and State/Territory governments is not presented in the same format making it difficult to develop definitive statements about parity of funding issues. Appendix 4 provides a glimpse of funding for the New South Wales, Victoria, Queensland and Western Australian scenarios as that applies to State institutes/academies.
 - The Working Group sought to determine the proportional benefit to Western Australia sport from the Commonwealth's high performance sport funding (estimated at \$87.6 million per annum). From available published information it was not possible to determine the benefit as ASC funding for high performance sport is predominantly directed to NSOs.
 - Funding of sport is complex in that there are many variables, e.g. the nature of the sport, government and corporate contributions, gambling contributions (or lack of), geographic and demographic implications (cost of travel, distance from high performance support) and variability in employment conditions.

RECOMMENDATION 13

That the Department of Sport and Recreation liaise with the Australian Sports Commission seeking improved transparency from the National Sports Organisation regarding use of Government funding.

- The cost of travel for Western Australian teams and athletes is a significant inhibitor for athletes as their cost to participate is considerably higher than their counterparts in the eastern states. There is an opportunity for national sporting organisations, the Commonwealth and state/territory governments to consider fare equalisation for all high performance athletes.
- To illustrate the point, for a team of say 15 athletes to travel to Melbourne from Perth, the cost is approximately \$10,755 compared to the same team to travel from Brisbane at \$5,970 or from Adelaide at \$3,270. This factor is multiplied with every trip that needs to be made for training, competition or special events. On a whole of sport basis, this amounts to approximately an extra \$1.5m to \$2.5m Western Australian sport needs to generate each year. Government already contributes over \$880,000 to athlete travel per year.
- Sport generates substantial economic and employment activity with governments at all three levels generating substantial taxation revenues, i.e. GST, income tax, sales tax, payroll tax, land tax, stamp duty, etc. Sport is also a driver for significant related business activities many of which are directly aligned with the performance end of sport, i.e. sport tourism, sport media, events, and sports equipment.
 - A conservative estimate of GST collections from ticket sales to national league/major events level sport exceeds \$3m per annum in Western Australia. GST collections on an athlete's uniform and equipment requirements (conservatively estimated at \$160 per person) for Western Australia's 450,000 registered sport participants⁸ would potentially total over \$7m per annum.
 - With increasing revenue flows from the Commonwealth to the states/territories there is a compelling case to justify reinvestment by State Government to providing opportunities for Western Australian athletes to realise their sporting potential.

RECOMMENDATION 14

That \$5 million per annum be identified and sourced to implement the recommendations contained in *Future Success*.

N.B. An outline is in Appendix 5.

- All stakeholders (State sporting associations, Commonwealth Government, State Government, National sporting organisations and the corporate sector) should make a contribution to support the resourcing needs of the high performance system.

⁸ These are indicative figures based upon the average cost of uniforms and the number of participants taken from the *Sports Census*.



- Funding stability and certainty is a crucial requirement for sport performance program planning, regardless of source of funding. The following are suggested options for consideration for the State Government in relation to its potential contribution:
 - a) Increase the Consolidated Fund allocation to the Sport and Recreation portfolio;
 - b) Fund the Western Australian Institute of Sport directly from Consolidated Fund or Lotteries Commission, (as per the Perth International Festival of Arts and Screenwest), thus freeing up existing funds from the Sports Lottery Account;
 - c) Increase the Sports Lottery Account from 5% to 7% of sales (would require legislative amendment);
 - d) Reinvestment of GST revenue generated from the sports industry back into these programs;
 - e) Introduction of a Sports Tax: or
 - f) Increased Federal funding.
- Queensland has established a special fund to finance major public sporting and cultural facilities and infrastructure (Appendix 3). The Queensland model is sourced from gambling revenue and the Working Group does not support gambling as a source of income, however alternate sources of funding as listed above, eg tax, could be quarantined in a special fund. This potentially provides an opportunity to decrease the demands placed upon the Consolidated Fund through the Government budget process.
- Funding for facility requirements (as identified within the State Sporting Facilities Plan) and sport events bidding (through EventsCorp and Sports International WA) have not been specifically identified. There are formal budgetary processes for both aspects. *Future Success* identifies that increased investment is required in facilities and events for Western Australia to regain competitiveness to support athlete development domestically, and to enable the State to be competitive in event bidding proposals.
- Having identified that increased overall resourcing is required to maximise sporting performance the Working Group notes there would be benefit in Ministerial-level, Government brokered linkages with the Commonwealth Government and senior business figures in Western Australia to promote sponsorship partnerships.

RECOMMENDATION 15

That the Department of Sport and Recreation, the Western Australian Institute of Sport and Western Australian Sports Federation develop specific strategies, involving the Minister for Sport and Recreation as appropriate, to develop partnerships/sponsorships with business, particularly as that relates to resourcing support requirements identified in *Future Success*.

- The Working Group is particularly concerned about policy directions at national level to promote National sporting organisation structures whereby state/territory entities become managed branch offices rather than independent affiliated bodies.
- Federal sports policy released in 2001⁹, is now working through and resourcing National sporting organisations. The implications of this strategic shift are still to be determined for Western Australia.

⁹ Commonwealth of Australia *Backing Australia's Sporting Ability: A More Active Australia* April 2001

RECOMMENDATION 16

The Department of Sport and Recreation regularly update State sporting associations regarding Australian Sports Commission policy and approaches impacting sporting structures and the ongoing capacity to influence and contribute to the national sport agenda and directions.

- The establishment of key performance indicators (KPIs) is a complex and currently somewhat ill-defined aspect in high performance sport.
- The State does not have macro-level performance measures for high performance sport. Individual stakeholders (public sector, private sector and State sporting associations) have their own key performance indicators, eg:
 - WAIS has determined its key performance indicators relate specifically to measures of national team representation from Western Australia, world rankings and medal success at key competitions, i.e. Olympics, Commonwealth Games and World Championships.
 - Western Australian-based national league teams whether privately owned (e.g. Wildcats, Perth Glory) or association based (e.g. Fremantle Dockers, Western Warriors, Perth Thundersticks etc.) inevitably have their key performance indicators based around end of season success. Although these teams are often a mixture of home-grown and developed talent and representatives drafted or recruited from interstate and overseas, the overall performance of these teams is inevitably factored into the perceived assessment of whether sporting performance in Western Australia is being maximised (Appendix 2).
- There may well be other benchmarks or indicators that provide relative or periodic guidance on the overall performance and strength in maximising sport performances in Western Australian sport, e.g. number of active accredited coaches, number of coaches and other specialist personnel in Olympic/Commonwealth teams, number of sporting events hosted or number of elite teams attracted to train in WA.

RECOMMENDATION 17

That the Department of Sport and Recreation, in consultation with the Western Australian Institute of Sport and the Western Australian Sports Federation, develop an index and benchmarks to evaluate and monitor the performance of Western Australia's high performance sports system.

Other State-Level Management Priorities

There are several related issues on which the Working Group formulated findings, observations and recommendations, including:

- Whilst Western Australia boasted an array of national and international standard sporting facilities second to none across Australia in the late 1980s to early 1990s, the scene has changed considerably. New South Wales has benefited from hosting the Olympics in 2000, Victoria is overhauling its venues in preparation for the 2006 Commonwealth Games, and Queensland and South Australia have both committed significant resources to upgrading stadia in recent years. Western Australia is now lagging behind.
- Several sports commented that they have difficulty accessing appropriate facilities due either to prohibitive costs or management policies that give priority of access to full fee paying clients.



RECOMMENDATION 18

That Government, having adopted the State Sporting Facilities Plan¹⁰, commit resources to the major facilities identified as being a priority to meet the high performance training, competition and event hosting requirements of Western Australia.

N.B. There is a range of ongoing funding implications arising from the implementation of the State Sporting Facilities Plan. These would need to be met in part by Government in partnership with other stakeholders such as local government, State sporting associations and the private sector. It is beyond the brief of the Working Group to detail specific funding requirements arising from this recommendation.

- A widely supported view emerged in the Working Group's consultation that universities are the repositories of considerable knowledge, experience, expertise and resources considered of value to high performance sport. The Working Group considered there was considerable further benefits from a range of academic program areas (eg. sports science, sport management, business management, business and commerce etc.) to be accessed.

RECOMMENDATION 19

That the Department of Sport and Recreation and the Western Australian Institute of Sport convene with representatives of sport-related university programs to develop opportunities for increasing their contribution to sport performance outcomes.

- The private sector is increasingly involved in elite sport in a range of ways, e.g. as sponsors, franchise owners, service providers, media partners, agents and program managers.
- Widely divergent views were expressed on the quality and value of commercial providers' direct services to athletes, e.g. sports science and sports psychology.
- Athletes, coaches, and sports scientists have increasingly emerged as mobile commodities being attracted across state and national boundaries. Given Western Australia's isolation, small population base and the value of the Australian dollar, significant challenges arise in attracting and retaining key personnel.
- Many cities, states and nations are adopting "branding positions" through sport (e.g. Melbourne as the self-proclaimed "Sporting Capital of Australia") that provide the resources to attract events, establish world-class venues and support elite athlete programs.
- Whilst Western Australia benefited from the early establishment of EventsCorp to attract major sporting events, today's reality is that nations, states, provinces and cities across the globe are aggressively bidding to host significant events for the associated economic, social and strategic benefits.
- With the transfer of Sport International (WA) to the Department of Sport and Recreation, the opportunity exists to capitalise on the sporting events that encourage wide-scale participation, the raising of competitive standards and better utilisation of sporting facilities.

¹⁰ Department of Sport and Recreation. (2001). *State Sporting Facilities Plan*. Western Australian Government: Perth

RECOMMENDATION 20

That the State Government commit increased resources to retain/attract hallmark sporting events of national and international significance.

N.B. No figure is specified as bids for each event would be made through the normal budget cycle or to Cabinet via the Expenditure Review Committee if arising during a budget cycle.

- Through a combination of policy, legislation and educational strategies Western Australia has responded to the issue of performance enhancing drugs in high performance sport. The new frontier of genetic engineering looms as a parallel issue confronting elite sport.

RECOMMENDATION 21

That the Department of Sport and Recreation monitor implementation of and compliance with the Drugs in Sport legislation, adherence to drugs in sport policies and continue implementation of the education program.

- The take-up of technology in sport has occurred in many facets, e.g. equipment, program management and video coaching. Given Western Australia's isolation and the size of the State, increased usage is required of relatively cost effective technological applications to overcome the tyranny of distance and the consequent issues that impact on athletes, coaches and administrators in high performance/elite sports.

RECOMMENDATION 22

That the Department of Sport and Recreation and the Western Australian Institute of Sport convene a group with technical expertise in high performance sport to examine how technology take-up can be expedited to benefit talent identification and athlete development, and improve the exchange of information and knowledge in the area of high performance sport, particularly as it relates to benefiting country-based athletes and coaches.



Appendix 1: Abbreviations

ASC	Australian Sports Commission
DSR	Department of Sport and Recreation
KPI	Key Performance Indicator
NCAS	National Coaching Accreditation Scheme
NSO	National sporting organisation
SLA	Sports Lottery Account
SPP	Sport Performance Plan
SSA	State sporting association
WAIS	Western Australian Institute of Sport
WASF	Western Australian Sports Federation
Working Group	High performance sport working group

Glossary

Academy of Sport

In Western Australia, the Academy of Sport is a funding program (\$100,000 pa) from the Sports Lottery Account. It is managed by the Department of Sport and Recreation and provides grants to SSAs to support regional athlete and coach development programs.

Athlete development pathway

A series of progressive steps that link talent development with elite development and provide support services to athletes in their quest for sporting excellence.

Elite development programs

The support services/programs designed to meet the needs of talented people in the mid to upper levels of the sports participation continuum.

Governance

The manner in which an organisation governs and manages its affairs.

High performance sports system

The combination of all the components, structures and elements required to produce high performance outcomes for the State and sports.

Satellite talent development programs

Regional sports development programs targeted at the lower to mid levels of the sports participation continuum.

Sports Lottery Account

A Treasury Trust Account administered by the Department of Sport and Recreation which provides financial support to sporting organisations. Funds are made available from the Lotteries Commission under Section 22 of the *Lotteries Commission Act 1990*. Country Package is a \$450,000 pa allocation to support country sport development initiatives.

Glossary (continued)

Sport performance plan

The SSA's plan, includes the sports' vision, high performance targets and key performance indicators.

State Sporting Facilities Plan

The State Sporting Facilities Plan: The Framework provides compliance criteria and a planning process for proponents of State sporting facilities, and an overview of existing Western Australian facilities and perceived gaps in facility provision.

Talent identification and development programs

The support services/programs designed to meet the needs of talented people in the mid to lower levels of the sports participation continuum.



Appendix 2: Examples of Western Australian Sporting Achievements

TABLE 1: Final Ladder Placing of Some of the Western Australian National League Teams Since 1990

TEAM	YEAR												
	90	91	92	93	94	95	96	97	98	99	00	01	
Eagles – AFL	3	2	1	4	1	6	5	6	7	5	13	14	
Dockers – AFL	-	-	-	-	-	13	13	12	15	15	12	16	
Breakers/Lynx – Basketball	8	3	1	2	3	4	3	8	4	2	4	7	
Wildcats – Basketball	1	1	5	2	8	1	6	4	6	6	1	5	
Glory – Soccer	-	-	-	-	-	-	7	8	3	1	3	2	
Thundersticks – Hockey	-	-	1	1	5	1	4	2	4	1	1	2	
Diamonds – Hockey	-	-	-	-	1	3	2	4	3	7	4	2	
Warriors – Cricket	4	1	4	3	4	2	2	1	1	3	5	*	
Mariners – Water Polo	-	-	-	6	5	5	5	2	1	2	1	1	
Torpedoes – Water Polo	3	2	3	4	4	3	2	8	7	4	6	6	
Thunder – Softball	-	-	-	-	-	-	-	-	7	8	6	5	
Reds – Rugby League	-	-	-	-	5	10	8	-	-	-	-	-	
Heat/Healers – Baseball	2	1	1	2	2	3	1	5	6	1	-	2	
Orioles – Netball	-	-	-	-	-	-	-	5	7	6	7	7	

TABLE 2: Western Australian Olympic Representation and Achievements

Year	WA Olympic Representation	% of Olympic Team ¹¹
1984	20	8
1988	35	13.2
1992	40	13.7
1996	41	9.9
2000	51	8.1

Year	Olympic Medallists	% of Australian Olympic Medallists*
1984	5	10
1988	8	22.9
1992	6	10.7
1996	16	13
2000	12	5.5

* In team events the actual number of competitors receiving a medal was counted.

¹¹ Western Australia has 10% of the nation's population



Appendix 3: Press Release from Queensland outlining the intended fund for sporting and cultural infrastructure

Premier & Trade
The Hon. Peter Beattie MP
8 May 2001

New Fund for Sporting and Cultural Facilities

State Cabinet had agreed to establish a new multi-million dollar fund to finance major public sporting and cultural facilities and infrastructure in Queensland, Premier Peter Beattie announced today (Tuesday).

"The first project to benefit from the Major Facilities Fund will be the redevelopment of Suncorp Metway Stadium," said Mr Beattie.

"The fund will be financed from a new levy which will be applied to the most profitable hotel gaming machine venues.

"The establishment of the fund will ensure the stadium redevelopment can be fully funded without impacting on normal state revenue in areas such as health and education as the Opposition have falsely claimed," Mr Beattie said.

"The most significant recent growth in gaming machines has occurred in hotels.

"Unlike clubs, the profit from gaming machines in hotels goes to the publicans, not the community.

"What is more, clubs with gaming machines have found it difficult to compete with hotels which can use their profits to entice more patrons to their premises.

"This new fund will now return more of that money to the community and through added infrastructure projects it will provide more jobs for Queenslanders.

"I want Queensland to have the best sporting and cultural facilities – and this fund will help make that possible."

At present all hotels are levied 45% on their gross gaming machine revenue.

From July this year hotels which have gaming machine revenue of more than \$100,000 per month will pay an additional 10% levy on any amount between \$100,000 and \$200,000 and 20% on any amount above \$200,000.

The majority of hotels with gaming machines – about 80% - will be unaffected by the levy and only two per cent of hotels will pay the top levy.

Deputy Premier and Treasurer Terry Mackenroth also announced a State-wide cap on the number of gaming machines in hotels.

"This cap is a strong response from the Beattie Government to community concerns about the growth of gaming machines," he said.

"From midday today no more applications for new gaming machines in hotels will be accepted.

"Hotels' current machine replacement and upgrade programs will not be affected by the cap, nor will the transfer of ownership of hotels which already have gaming machines.

"In consultation with industry we will put in place a process to re-allocate machine numbers within the cap when hotels close or reduce their number of machines through normal commercial considerations."

Mr Mackenroth said gaming machines were introduced by the Goss Government to assist the ailing club industry and provide important social infrastructure to Queensland communities.

"The Coalition Government's reform of the gaming machine market in Queensland unfortunately lost sight of this important philosophy," he said.

"This package of reforms will correct the imbalance created by the Coalition and will maximise the benefit to the community from gaming machines."

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Appendix 4: Comparison of Funding Income for Five State Institutes of Sport

Income source comparison of five institutes and/or academies of sport¹²

Institute/Academy	Income source			Total
	State Government	ASC/NSO/SSA	Other ¹³	
New South Wales	\$5,839,000	\$876,000	\$2,025,000	\$8,740,000
Queensland	\$7,300,000	\$870,000		\$8,170,000
Victoria	\$3,220,000	\$819,000	\$1,292,000	\$5,331,000
Western Australia	\$3,250,000	\$798,200	\$480,450	\$4,519,650
South Australia	\$2,992,000	\$1,135,000		\$4,127,000

¹² Comparative figures do not include funding to other State/Territory high performance initiatives/programs outside of the State Institute/Academy system.

¹³ Sponsorship, revenue raising, fees/levies and donations.



Appendix 5: Breakdown of the Annual High Performance Funding Recommendations [Recommendation 14]

\$1,500,000 to State sporting associations to achieve their high performance outcomes by:

- establishing Sport Performance Plans in the priority tier(s);
- enabling them to access support services required for their sport.

[Recommendations 1, 2 and 3a]

\$1,500,000 to the Department of Sport and Recreation for program delivery and support to State sporting associations to:

- introduce high performance coaching scholarships and coach education and training opportunities;
- attract and retain international standard events and opportunities in Western Australia through Sport International (WA);
- support implementation of the State Sporting Facilities Plan;
- undertake implementation of and compliance with the Drugs in Sport legislation;
- investigate opportunities for technology uptake;
- establish a Statewide high performance hierarchy; and
- expand the Country Package program.

[Recommendations 4, 5, 6, 8, 10, 18, 21 and 22]

\$1,500,000 to the Western Australian Institute of Sport to:

- increase the number of sports with a full range of services;
- partner the Department of Sport and Recreation in the strategic governance and operation of the high performance sports system;
- expand its consultancy services to State sporting associations; and
- offer competitive remuneration packages to attract and retain coaches and sport science personnel.

[Recommendations 1, 2, 3, 9, 10, 11, 12 and 17]

\$500,000 to the Department of Sport and Recreation (governance and management) to:

- provide the policy leadership for the new strategic governance responsibilities;
- develop the capacity for high performance consultancy to State sporting associations;
- expand the department's organisational development consultancy services to State sporting associations;
- maximise corporate funding ventures; and
- establish opportunities for all State sporting associations to access support services (private, public or tertiary education sector) required for their sport.

[Recommendations 12,13,15,16 and 19]

NB: Recommendation 7: resource implications are beyond the scope of the Working Group.
Recommendation 20 is dependent upon separate bidding.