

**SPORTS
CAPITAL
PROGRAMME**

**REPORT OF REVIEW GROUP
DECEMBER 1998**

*Dept of Tourism, Sport & Recreation
South Frederick St., Dublin 2*

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Introduction

1.1 In pursuit of the policy objective of promoting a more strategic approach to the use of available resources for sport and recreation in Ireland, by a sector driven mainly by voluntary effort, Dr. James McDaid T.D. Minister for Tourism, Sport and Recreation, established a Review Group in July 1998 with the following terms of reference :

To review :

- distribution of National Lottery funding under the Programme over the period 1988 - 1998 by geographical spread, activities etc.;
- eligibility and allocation criteria for grants allocated under the Programme, having specific regard to current policy objectives;
- processing and selection procedures for applications in terms of efficiency and effectiveness in meeting policy objectives and priorities;
- the role of other Departments and State Agencies in relation to sport and recreation and their possible future role in delivering a sports capital programme and contributing to the national sports policy objectives and priorities;
- the current role and possible future role of National Governing Bodies of Sport in relation to the provision of sports facilities;
- the potential for more joint provision of national sports and recreational facilities, including the availability of tax incentives to encourage private sector involvement; and
- to make recommendations to the Minister no later than end October 1998.

1.2 The Review Group was composed of :

<u>Name</u>	<u>Representative of</u>
Susan McGrath (<i>Chairperson</i>)	D/Tourism, Sport & Recreation
Kathleen Stack	D/Tourism, Sport & Recreation
Eddie Arthurs	D/Tourism, Sport & Recreation
Peter Smyth	D/Tourism, Sport & Recreation
Martin Heffernan (<i>alternate Eamon Greville</i>)	D/Education & Science
Eugene Barry	D/Finance
Bertí O hAinmhire	D/Arts, Culture, Gaeltacht & the Islands
Michael McKenna	D/Environment & Local Government
Michael Killian	City & County Managers Association
Vera Branigan	City & County Managers Association
John Treacy	Irish Sports Council
Paddy McGrath	Dublin Corporation
<i>Secretary</i>	
Michael Kennedy	D/Tourism, Sport & Recreation

1.3 For the purposes of the review, the Group also had particular regard to the sports policy objective of trying to assist with the creation of opportunities for all to participate in sport and recreation through access to facilities and activities, especially for young people in disadvantaged areas.

1.4 The Sports Capital Programme was first introduced in the early 1970s and up to 1987, average annual spending was of the order of £1.5 million, contributing to cumulative grant expenditure of approximately £15m over that period.

1.5 The introduction of the National Lottery in 1987 saw a major increase in the funding for the Programme. The actual decision to establish a National Lottery arose from a commitment in the Government Programme *Building on Reality* (1985-87), which stated that despite the difficult financial situation of the time, the Government were anxious that additional funding

should be provided for sport. Sport and recreation were among the initial beneficiaries of Lottery funding which also included national culture (including the Irish language), the arts and the health of the community. Further categories (i.e. youth, welfare, national heritage and amenities) were added later.

1.6 Two separate schemes were introduced under the Programme - the Recreational Facilities and the Major Facilities Schemes - which have continued to operate since 1988. The ***Recreational Facilities Scheme*** assists voluntary and community organisations in providing, improving and equipping recreational, leisure and community facilities. The Scheme provides essential support to clubs and community groups for the continuing development of their facilities. The maximum grant is limited to £50,000. The ***Major Facilities Scheme*** is a multi-annual sports capital programme which assists with the provision of major sports facilities at a national, regional and local level. This developed from a scheme originally designed to assist in the provision of Regional and Local sports centres at designated locations throughout the country.

1.7 Since 1988, approx. £67m has been allocated for facility provision under the Programme - £48m approx. under the Major Facilities Scheme and £19m approx. under the Recreational Facilities Scheme, bringing total expenditure since its inception to over £80m.

1.8 There was a significant increase in funding provision for the Programme in 1998 - up 50% on previous years - to £9m - £6m (Major Facilities) and £3m (Recreational Facilities). Provision for the Programme in 1999 will be up a further 64% to £14.75m and will reach £18.25m in 2000.

1.9 Administration of the Programme transferred from the Department of Education & Science to the Department of Tourism, Sport and Recreation in September 1997.

1.10 In February this year, the Programme was advertised for the last time and all applications received up to the closing date were examined. Arising from this examination, grants totalling £5.95m in respect of almost 250 projects were allocated. At the time it was announced that no further applications were being invited until the Review was completed and new Schemes were announced.

1.11 The Review Group was subsequently established and has met six times. A sub-group was set up with representatives of the Department of Tourism, Sport and Recreation and the Irish Sports Council and consultations were also held with the Northern Ireland and Scottish Sports Councils on the operation of their respective Sports Capital Programmes.

Executive Summary

Sports Capital Programme

2.1 The National Lottery funded Sports Capital Programme currently consists of two separate schemes - the Recreational Facilities and the Major Facilities Schemes. Up to September, 1997 the Programme was administered by the Department of Education and Science at which time it transferred to the Department of Tourism, Sport and Recreation. In the context of the 1998 round of grant allocations, the Minister for Tourism Sport and Recreation announced that he was initiating a comprehensive review of the Sports Capital Programme which would be completed before the end of 1998.

Review

2.2 A review Group was subsequently established which comprised representatives from the Department of Tourism, Sport and Recreation, a number of other Departments and State Agencies actively involved in the provision of sport and recreation facilities and the Irish Sports Council. The brief of the Group was to review the distribution of funding under the Programme; the eligibility and evaluation criteria; the decision making process; the role of other Departments and Agencies in relation to future facility provision. The Group was also asked to examine the potential for more joint provision of national facilities.

2.3 In implementing its brief the Review Group was asked to have regard to current stated sports policy objectives:

- to promote a more strategic approach to the use of available resources for sport and recreation in Ireland; and
- to assist with the creation of opportunities for all to participate in sport and recreation through access to facilities and activities especially for young people in disadvantaged areas.

2.4 With a view to defining a strategic approach to the provision of sports and recreation facilities, the Review Group concentrated it's focus on the achievement of a workable

programme. This would serve to further stated sports policy objectives and ensure a planned approach for sports facility provision keeping overlap and duplication to a minimum, thereby giving the best value for State funding of sport facilities.

Distribution of Funding under the Programme to date

2.5 The distribution of funding under the Programme over the past ten years was examined under three headings - activities funded, organisations funded and the geographical spread of funding.

2.6 Forty nine per cent of grants were allocated to community sports and recreation. Of the remaining 51%, gaelic games received 25%, soccer 7.5% and athletics 6.5% with the balance going to individual sports. In practice the division into two Schemes proved somewhat artificial as the same type of projects tended to be funded under both Schemes with a significant degree of overlap between the two in terms of criteria used and how they were administered.

2.7 The Review Group noted that in terms of the geographical spread of funding the only indicator applied in the operation of the Programme was population levels on a county by county basis. No reference was made to other factors such as the level of facilities in each county, where they were located and whether they were appropriate. On the basis of population levels there was a reasonably equitable spread of funding. Westmeath, Longford, Sligo, Kilkenny and Cork fared best. However, the figures for Sligo and Westmeath are distorted by major allocations for the development of regional centres. Meath, Louth and Wicklow received the lowest per capita allocations of funding.

Selection Criteria and Decision Making Process under the Programme

2.8 The Review Group found that the selection criteria used, while having merit in their own right, were general in nature and the aims and objectives of the Programme were not specifically defined. This coupled with a lack of adequate information, both in terms of that supplied on the application form and the absence of an up to date data base on existing facilities, made it very difficult to effectively prioritise applications.

2.9 Decisions on allocations under the Programme were made by the Minister on the basis

of recommendations from Sports Capital Unit of the Department. However, the information available and the absence of clear aims and objectives with associated evaluation criteria, did not allow for a thorough examination of the merits of individual applications over one another. In these circumstances and given that demand always far exceeded the available funding, decisions between equally eligible applications were often driven by a desire to allocate small amounts of grant aid to a large number of projects rather than meaningful amounts to a smaller number. The Review Group noted, in particular, that the decision making process did not take account of the activities of other Departments and Agencies involved in the provision of sport and recreation facilities who had no input. Neither was there any involvement by the National Governing Bodies of Sport.

2.10 The Review Group found that while a large number of high quality facilities were funded and the Programme provided essential support, in many cases, to clubs and organisations, funding was not allocated in a planned or co-ordinated manner resulting in duplication and overlap.

2.11 The Review Group identified the need to set clear aims and objectives for the new Programme taking account of stated sports and recreational policy objectives and to ensure that sufficient information is available to allow applications to be effectively prioritised. The Group recommended that in order to achieve a strategic approach in the future and to get the best value for money, an effective decision making mechanism must be put in place that will allow for the co-ordination and integration of all state resources in the provision of sports and recreational facilities.

2.12 Review Group Recommendations

Focus of New Programme

- ◆ In line with the recommendations of the 1997 Report of the National Lottery Review Group, funding allocated under the Sports Capital Programme should be concentrated on community and voluntary organisations (*Chapter 9*)

- ◆ In order to achieve a planned, effective and more transparent approach to the operation of the Sports Capital Programme, the following steps should be taken :

- ◇ Clear aims and objectives should be set out for the Programme in the light of stated policy objectives;
- ◇ Detailed assessment criteria should be put in place;
- ◇ Only projects in respect of which a fully completed application form has been received should be considered;
- ◇ A decision making process should be put in place which should have regard to the activities of other Departments and agencies involved in the provision of facilities and have sufficient information to allow for consideration of applications in an informed and co-ordinated way.

(Chapter 5)

- ◆ The main aims and objectives of a new Programme should be :
 - ◇ to develop an integrated and planned approach to the development of sport and recreational sport facilities;
 - ◇ to assist voluntary and community organisations with the development of appropriate facilities in appropriate locations that will maximise use in terms of participation. The facilities should be high quality, safe, well designed and sustainable to both the user and the provider;
 - ◇ to prioritise the needs of disadvantaged areas in the provision of facilities; and
 - ◇ to encourage and prioritise the multi purpose use of facilities at national, regional and community level by clubs, community organisations and NGBs.

(Chapter 9)

- ◆ The Programme should consist of one Scheme which would cover sport and recreational sport facilities with specific provisions in relation to funding facilities in disadvantaged areas *(Chapter 9)*
- ◆ Allocations should continue to be based on the assessment of individual applications under any new Programme, but with a particular focus on the needs of disadvantaged areas *(Chapter 4)*

Applications

- ◆ Eligibility should cover sport and recreational sport, as defined in the Sports Council legislation (*Chapter 5*)
- ◆ All applications should be invited from, or on behalf of, voluntary and community organisations inclusive of sports clubs, voluntary and community groups and, in certain circumstances, schools and colleges (*Chapter 9*)
- ◆ Schools and colleges should only be eligible for consideration for funding where applications are made jointly with local sports clubs/community groups and where they :
 - ◇ provide for significant levels of usage by the local community during periods when the facilities are not being used by the school itself (*at least 30 hours per week throughout the year*); and
 - ◇ demonstrate that the facilities concerned will meet an identified deficiency in that locality, as agreed with other local groups and/or the local authority.

(Chapter 6)

- ◆ Under the new Programme, applicants in Gaeltacht areas who wish to develop sport/recreational sport facilities should initially contact the Department of Arts, Heritage, Gaeltacht and the Islands regarding funding (*Chapter 6*)
- ◆ Where applications are received directly from Gaeltacht areas under the Sports Capital Programme, they should be referred to the Department of Arts, Heritage, Gaeltacht and the Islands for their views. In the event of that Department not being in a position to grant aid particular projects, this Department would then consider them in the context of the new Sports Capital Programme (*Chapter 6*)
- ◆ To be considered for funding, clubs and organisations should be obliged, as a minimum, to provide detailed information on the following :
 - ◇ the extent to which the project, in terms of growth targets, will increase the levels of active participation in sport/recreational sport and/or result in improved standards of sporting performance and how such increases can be measured;
 - ◇ the extent to which the project, in terms of growth targets, will serve to increase

- participation in disadvantaged areas;
- ◇ the technical merits of the project i.e. does the project comply with standard technical specifications from the relevant governing body and statutory authorities;
- ◇ the financial and operational viability of the project i.e. has the club/organisation sufficient funds or firm commitments for funding to complete the project within a realistic timeframe and will the project generate enough income to maintain itself for the future;
- ◇ the extent to which applicants have consulted with other clubs, community groups, schools in their areas and the local authority in developing their proposals and the outcome of those consultations;
- ◇ in the case of projects aimed at attracting people from disadvantaged areas, the strategies to be used to attract them.

(Chapter 5)

- ◆ Clubs developing projects at national and regional levels should first ensure that their proposals are consistent with the priorities of their NGBs and that the necessary personnel, infrastructure and training are in place to ensure the viability of the proposed facility. Such proposals should be presented for approval to their NGB who should in turn assess them based on their identified priorities for facility development

(Chapter 7)

- ◆ In cases where two or more regional projects are seeking funding, NGBs should be asked to prioritise the projects based on their facility plans and needs

(Chapter 7)

- ◆ Applicants will have to show that their rules and actions do not discriminate on the grounds of sex, religion, ethnic origin etc. All groups funded under the Sports Capital Programme will be required to ensure that their projects are accessible to people with disabilities. It will be a condition of funding that groups will be required to show evidence of how they meet the accessibility requirements *(Chapter 9)*

Assessment of Applications

- ◆ Applications should be assessed in terms of the community benefit of the project in a

sport/recreational sport context i.e. will the project :

- ◇ increase active participation in sport/recreational sport and, if so, by how much; and/or
- ◇ result in improved standards of sporting performance.

(Chapter 9)

- ◆ In terms of assessing and selecting projects for funding, there should be a focus on :
 - ◇ the extent to which the project, in terms of growth targets, will increase the levels of active participation in sport/recreational sport and/or result in improved standards of sporting performance and how such increases can be measured;
 - ◇ the extent to which the project, in terms of growth targets, will serve to increase participation in disadvantaged areas;
 - ◇ the technical merits of the project i.e. does the project comply with standard technical specifications from the relevant governing body and statutory authorities;
 - ◇ the financial viability of the project i.e. in addition to Lottery funding, has the club/organisation sufficient funds or firm commitments for funding to complete the project within a realistic timeframe;
 - ◇ given realistic projections of income from the project, the extent to which the applicant will be able to maintain the project after completion;
 - ◇ the level of socio-economic disadvantage in the area, as defined by ADM Ltd's indicators, and the current and planned levels of sport and/or recreational sport facilities in the area;
 - ◇ the need to achieve an equitable geographical spread of funds, having regard to the range of existing facilities in each county;
 - ◇ the extent to which applicants have consulted with other clubs, community groups, schools and the local authority in developing their proposals and the outcome of these consultations;
 - ◇ in the case of projects aimed at attracting people from disadvantaged areas, the strategies to be used to attract them;
 - ◇ the need to achieve an equitable spread of funds among different sports and community groups;
 - ◇ the priority of proposed improvements/facility in relation to the club/organisation's existing facilities; and
 - ◇ the priorities for their individual sports, as identified by the NGB

(Chapter 9)

- ◆ While all applications will be treated on their merits, the *highest* priority will be afforded to projects in disadvantaged areas aimed at increasing participation, particularly for young people. Those projects where the main purpose is to provide a facility which enables people to take part in sport/recreational sport or raise the standards of performance will also be accorded high priority. Such projects will include, for example, playing facilities, changing accommodation, essential sport and maintenance equipment and training facilities (including floodlighting). Lower priority projects will include those which are not essential or integral to sports participation or performance e.g. landscaping of grounds, boundary fences, equipment stores etc. (*Chapter 9*)
- ◆ To assess applications from a sports development, technical and financial/operational viability perspective, application assessment teams should have access to specialist expertise (*Chapter 9*)
- ◆ As part of the assessment process, applications should be considered by a Committee comprising of representatives of the Department of Tourism, Sport and Recreation, the Sports Council and other relevant Departments and Agencies involved in facility provision (such as those represented on the Review Group) (*Chapter 5*)
- ◆ For the **1999 round of grant allocations**, this Committee should consider applications based on specified criteria and make recommendations to the Minister as to the projects to be grant-aided (*Chapter 5*)
- ◆ The Sports Council, following the enactment of the Irish Sports Council Bill, should be the primary decision making authority on the allocation of funding under the new Programme and any funding earmarked for the Programme should be assigned to it.
(*Chapter 5*)
- ◆ The Sports Council should put the appropriate mechanisms in place to undertake this function (*Chapter 5*)
- ◆ A national sports inventory should be commissioned immediately. The inventory should cover a range of issues such as the type, size, location, age and condition of existing

facilities and equipment, whether they are indoor or outdoor, ownership, management structure, frequency of usage, range of activities and sports available, catchment population etc. (*Chapter 9*)

Level of funding

- ◆ Applicants must contribute a proportion of the project cost from their own resources. In some cases, applicants may be in a position to access other State/EU sources of funding to make up the balance of the overall cost of the project. In exceptional cases such as these, a minimum local contribution of 10% of the overall cost will be required (*Chapter 9*)

- ◆ Where the facilities proposed are located in *disadvantaged areas*, the maximum percentage of grant-aid available should be increased to 80% in exceptional cases. Where it is possible for clubs and community organisations in such areas to access other sources of State/EU funding to make up the balance of the overall cost of the project, the minimum local contribution may be reduced to 5%, if deemed appropriate, in the context of projects contributing to overall policy priorities (*Chapter 9*)

- ◆ Information and indicators used by ADM Ltd in the context of designating areas of disadvantage under the Operational Programme for Local, Urban and Rural Development, should be used to define 'disadvantage' (*Chapter 9*)

- ◆ Future applications for Lottery funding should be categorised in terms of *local*, *regional* and *national* facilities. Each case should be considered on its individual merits and in exceptional cases, grants up to the following maximum levels will be payable :

<u>Applicant Status</u>	<u>Maximum Funding</u>
Local facilities	70%
Regional Facilities	50%
National Facilities	As considered appropriate given

the scale of the proposed development

Disadvantaged Areas

80%

(Chapter 9)

- ◆ The amount of grant aid provided should have regard to the level of matching funds available given the overall cost of completing the project and should, as far as possible, give the project developers a realistic chance of getting the development off the ground
(Chapter 9)

Other Recommendations

- ◆ From 1999 onwards, all applicants should be informed as to the reason(s) why they are not being allocated grant-aid under the Programme *(Chapter 5)*
- ◆ Detailed terms and conditions recommended for attachment to the issue of grants payments under the new Programme are set out in *Appendix C* of the Report *(Chapter 5)*
- ◆ In the case of some of the terms and conditions (e.g. evidence of title, evidence of local contribution), the relevant documentation should be submitted with the application form
(Chapter 5)
- ◆ The present arrangement whereby cases involving grants in excess of £39,000 are required to execute a Deed of Trust should be continued *(Chapter 5)*
- ◆ Grant allocations should be made twice a year - preferably spring and autumn
(Chapter 9)
- ◆ A closing date for draw-down of funds should be put on all grants allocated. Clubs and community organisations should be given *one year* in which to commence their building programme *(Chapter 9)*
- ◆ Where projects have failed to secure priority for funding and/or have had an allocation of

funding withdrawn due to their inability to proceed with a project, they should be ineligible to re-apply for a two year period (unless the proposals are radically altered by the applicant) (*Chapter 9*)

- ◆ For new projects costing over £250,000, the club/organisation should be required to undertake a Feasibility Study in advance of applying for grant-aid to show the need for the development (*Chapter 9*)

Local authorities should consult with the Department of Tourism, Sport and Recreation and/or the Sports Council when drawing up their City/County Development Plans, as envisaged in the recent Task Force Report on the Integration of Local Development/Local Government (*Chapter 6*)

- ◆ The extension of Section 16 of the 1997 Finance Act or the introduction of a similar type of provision should be examined in the context of attracting private sector investment to the provision of major sports facilities. The Department of Finance representative on the Group did not support this recommendation (*Chapter 8*)

3

Approach adopted in Review

Policy considerations

3.1 The Group considered the review of the existing Sports Capital Programme against the background of a range of activities being undertaken in the sports area aimed at meeting the objectives of the Government's Programme for the Millennium. The Action Programme for the Millennium sets out certain key priorities which have been reflected in the Strategy Statement, published in May 1998, by the Department of Tourism, Sport and Recreation. The overall goal of the Department of Tourism, Sport & Recreation in relation to sport, as set out in the Strategy Statement, is to formulate and oversee the implementation of policies for the promotion and development of sport and to encourage increased participation in sport and recreation, by disadvantaged communities.

3.2 To achieve this overall objective, the Department is committed to developing a number of strategies. These include :

- ◆ Establishing a statutory Sports Council (in the first half of 1999). The Bill currently before the Oireachtas will give the Sports Council a primary role in promoting and developing sport;
- ◆ Putting in place a range of supports for High Performance Athletes (already in place);
- ◆ Piloting special sport and recreation initiatives in disadvantaged areas (proposals under consideration);
- ◆ Developing a national policy on recreation during 1999; and
- ◆ Developing appropriate sport and recreation strategies for disadvantaged areas, including the targeting of funding for facilities in areas of greatest need, by end 2000.

3.3 In addition, the Department chairs the Assessment Committee charged with facilitating the operation of the Young People's Facilities and Services Fund. This Fund will provide funding to develop youth facilities, including sport and recreational facilities, and services in

disadvantaged areas. Monies under the Fund, which were provided by the Government in early 1998, are currently held in the Dept of Education & Science and should start coming on stream early next year.

3.4 Against this background, the Review Group undertook the task of reviewing the existing Programme and identifying how a sports capital programme should operate to achieve overall policy objectives in the most effective way, giving the best value for money.

3.5 The Group was at all times mindful that the Sports Capital Programme cannot be viewed in isolation from other Programmes operated by various Departments and State Agencies. These include (i) the Department of Arts, Heritage, Gaeltacht and the Islands which provides grants towards providing/improving recreational facilities in Gaeltacht areas; (ii) the Department of Education & Science which provides PE halls and various other facilities in schools and colleges, and (iii) Corporations and local authorities around the country who are involved in facility provision in the areas of swimming pools, football pitches, tennis courts etc. The Group also had regard to the expanding role of local authorities in the context of the integration of local government and local development which will bring about a much closer involvement by local authorities in community and social development.

3.6 The Review Group, in light of the foregoing, started from the premise that a fully integrated approach to the development of sports facilities must take account of and try, at a minimum level, to co-ordinate the relevant activities of all such bodies. At the optimum level, all funding for sport and recreational sport facilities should be channelled through/co-ordinated by one body which would be charged with implementing a global sports policy. Recognising that such an approach would involve major structural changes which would not be possible to achieve in the short to medium term, the Group concentrated it's focus on the achievement of a workable programme that would serve to further stated sports policy objectives and ensure a planned approach for sports facility provision keeping overlap and duplication to a minimum, thereby giving the best value for State funding of sport facilities by achieving economies of scale.

Sports Capital Programme (1988 -1998)

Introduction

4.1 The Sports Capital Programme is made up of two Schemes - the Major Facilities and the Recreational Facilities Schemes. Since 1988, over £67m has been allocated to facility provision under the two Schemes. Grants allocated under the *Recreational Facilities Scheme* were aimed at assisting voluntary and community organisations to provide, improve and equip recreational, leisure and community facilities. Typically grants are allocated towards the cost of improvements to existing sports pitches, dressing rooms and other facilities and towards the cost of equipment for sports and athletic clubs and community centres.

4.2 The *Major Facilities Scheme* is a capital programme for major facilities at national, regional and local level. Over the past ten years, grants allocated under this Scheme have been aimed at assisting with the construction of regional sports centres and the construction and refurbishment of community centres, multi-purpose halls, athletic stadia, gaelic, soccer and rugby pitches, swimming pools, and sports and community centres in various parts of the country.

4.3 In practice, the division of the Programme into two schemes was artificial and somewhat misleading. The way the two schemes operated on the ground was very similar and in many cases they overlapped in that similar types of projects were being assisted under both Schemes. Similarly, the maximum grant payable under either Scheme was 70% of the overall cost of the development (*80% in exceptional circumstances*). The only distinction between them was the level of grant provided - while grants of less than £50,000 were allocated under both Schemes, all projects which received grants of more than £50,000 were considered to be 'major' facilities. However, this monetary distinction has had little practical effect in terms of administering the Programme.

Distribution under the Programme by Activity and Geographical Spread

4.4 The ***Major Facilities Scheme*** was set up to provide *major sports facilities* at national, regional and local level. Originally, the two main aims of the Scheme were to develop a National Outdoor Stadium and a National Indoor Arena. Although monies were earmarked for these projects, for a variety of reasons neither of them were developed.

4.5 Since then, the GAA received £5 million under the Scheme for the first phase of its Croke Park development in 1994/95. In addition, four other National Governing Bodies were allocated grants for the development/upgrading of their national centres. These were - Athletics (Morton Stadium - £1.7m), Basketball (National Arena - £ 1.8m), Hockey (UCD Pitch - £0.7m) and Boxing (National Stadium - £0.26m).

4.6 In the early years of the Scheme, it was decided to develop *regional centres* at Athlone, Cork, Galway, Sligo and Waterford. All of these centres, with the exception of Athlone, which has not yet commenced, have been completed. The projects developed cost nearly £12m and constituted over one quarter of spending under the Scheme in the period since 1988. A grant of £2.5m has been allocated to Athlone. Before their development, a number of studies were carried out on the proposed regional complexes at Cork, Sligo, Athlone, Galway and Waterford to estimate their future viability. This resulted in sports complexes with swimming pools as their major focus being built in Cork and Sligo whereas a running track formed a major part of the Waterford complex. The Galway Centre, as first envisaged, was not considered viable. As a result, the funding was split to provide £0.95m for track and pitch developments at UCG while a further £1m was spent on the re-development of Leisureland in conjunction with Galway Corporation and Bord Fáilte.

4.7 Funding has also been provided for the development of a National Coaching and Training Centre at Limerick. This involved the upgrading of the track at Thomond College and the purchase of sports science equipment for use at what is now the University of Limerick.

4.8 Funding totalling £400,000 was provided for the development of an International Youth Sailing Centre at Schull, Co. Cork.

4.9 Centres at local level were developed under the Scheme at 16 centres throughout the country and the average funding for these was of the order of £300,000 each (a list of these is attached as Appendix A).

4.10 Other projects funded under the Major Facilities Scheme included GAA county grounds, League of Ireland soccer grounds, All Ireland League Rugby grounds and Outdoor Education Centres operated by the Vocational Education Committees.

4.11 The balance of the funding was allocated to sport clubs and for sports/recreational facilities.

4.12 Apart from the larger grants indicated above, other grants allocated under the Scheme tended to range from £50,000 to £100,000.

4.13 The ***Recreational Facilities Scheme*** was established to assist voluntary and community organisations to provide, improve and equip recreational, leisure and community facilities. The maximum grant payable under the Scheme was £50,000 - however, grants allocated tended to range from £5,000 to £10,000.

4.14 Grants allocated under this Scheme can be broken down between :

- ◆ community recreation (*30% approx.* of funding);
- ◆ community sports (*10% approx.* of funding); and
- ◆ individual sports (*60% approx.* of funding).

4.15 In terms of *community recreation* projects, while many different types of projects are assisted in this category, it is worth noting that there are three substantive sub-groups that can be identified. These are :

1. Community Projects - these range from the provision/refurbishment of community halls to individual projects assisting specific target groups e.g. the elderly. In the period 1994 - 97, these projects accounted for 21% of the overall funding under the Scheme;
2. Scouts and Guide Groups - grants were mainly sought for the provision/refurbishment of dens/halls. In the period 1994 - 97, these projects accounted for 5% of the overall

funding under the Scheme; and

3. *Music Groups* - grants were allocated to marching bands to purchase instruments and uniforms. In the period 1994 - 97, these projects accounted for 3% of the overall funding under the Scheme.

4.16 In terms of community sports facilities, the type of projects assisted varied from developing community pitches and clubhouses to the purchase of sports equipment. In terms of individual sports, a range of activities have been funded from GAA and soccer, to tennis rugby, athletics, boxing, sailing, rowing, pitch & putt, hockey etc. In the case of individual sports, the grant-aid was primarily used for pitch and/or clubhouse developments and there was also an element of equipment grant provision.

Range of Organisations Funded under Sports Capital Programme

4.17 An examination of all the grants allocated under the Programme in the period 1988 - 1998 showed that funding was distributed in the following way :

<u>TYPE</u>	<u>% of Overall Grants Allocated</u>
<i>GAELIC GAMES</i>	<i>25%</i>
<i>SOCCER</i>	<i>7.5%</i>
<i>ATHLETICS</i>	<i>6.5%</i>
<i>INDIVIDUAL SPORTS</i>	<i>12% [This category includes most other sports but predominantly tennis, rugby, boxing, pitch & putt, rowing, sailing, hockey, basketball]</i>
<i>COMMUNITY SPORT & RECREATION</i>	<i>49% [This category relates to sports/community centres where a number of different sports/recreational activities can be accommodated e.g. indoor soccer, basketball, badminton etc.]</i>

4.18 In overall terms, as can be seen from the above, funding under the Programme has been allocated to a wide variety of sports and recreational activities. There was an element of strategic development in the initial 1988-1993 period and the projects funded were primarily at national and regional level, as well as a number of large community based developments at the local level. Since 1994, the focus has been less strategic and more demand driven with local projects, geared more towards individual sports, predominating.

4.19 While gaelic games would appear to have received a high percentage of overall grants, it should be borne in mind that the largest number of grant applications are received from GAA clubs and the level of funding allocated reflects this. It is noted, however, that the applications were received from individual clubs and that the GAA, as a National Governing Body (NGB), had little or no input into the proposals in terms of their overall objectives and priorities. The situation was similar in relation to other NGBs where local club developments were concerned.

4.20 A number of similar type facilities were funded under both Schemes, re-enforcing the fact that at a practical level, there is very little difference between the two elements of the Programme. Under the Recreational Facilities Scheme, a small percentage of grants were allocated to activities such as scout/guide groups and bands. While the percentage in overall terms is relatively small, it is, nevertheless, noteworthy and raises issues about the type of projects that should be funded under a new sports capital programme. This is discussed on more detail in Chapter 5.

Geographical Distribution under the Programme

4.21 In administering the Programme, population levels were used to allocate funding on a county by county basis with a view to achieving an equitable geographical spread. However, this does not, of course, reflect the level of applications received from individual counties which ultimately also has an impact especially given the demand driven nature of the Scheme in recent years. Tables 1 - 4 below set out the geographical spread of grant aid under the Programme over the period 1988 -1998.

4.22 Table 1 sets out the provincial spread of the grant aid allocated under the Recreational

Facilities Scheme, with the final column indicating the degree to which distribution related to population levels (100% = grant aid level equivalent to the level of population).

Table 1 : Distribution under the Recreational Facilities Scheme

	% Pop 1991	Amount Allocated £ m	% of Overall Grant	% GRANT/ % POP.
Connacht/Ulster	18.6%	3.96	20.3%	109 %
Dublin	29.1%	3.27	16.7%	57 %
Rest of Leinster	23.7%	5.40	27.7%	117 %
Munster	28.6%	6.88	35.3%	123 %
Total	100%	19.51	100 %	

4.23 As the table clearly illustrates, Dublin received 43% less than it would have been entitled to if grant aid had been strictly according to population levels under the Scheme. The other three provinces received disproportionately higher levels of grant aid than was warranted by their levels of population, with Munster being the most successful area.

4.24 Table 2 sets out the distribution under the Major Facilities Scheme, excluding allocations to a national centre (Croke Park £5m) and to National Associations for distribution to their affiliates around the country (£0.48m).

Table 2 : Distribution under the Major Facilities Scheme

	% Pop 1991	Amount allocated £m	% of Overall Grant	% GRANT/ % POP.
Connacht/Ulster	18.6%	8.65	20.3 %	109 %
Dublin	29.1%	11.02	25.9 %	89 %
Rest of Leinster	23.7%	9.35	22.0 %	93 %
Munster	28.6%	13.52	31.8 %	111%
Total	100%	42.54	100 %	

4.25 As can be seen from the above, Dublin and the rest of Leinster got levels of grant aid out of line with their respective populations levels, although the spread was more even than under the Recreational Facilities Scheme.

4.26 The overall provincial distribution of grant-aid under the Programme as a whole is set out in Table 3.

Table 3 : Distribution under the Sports Capital Programme

	% Pop 1991	Amount allocated £m	% of Overall Grant	% GRANT/ % POP.
Connacht/Ulster	18.6%	12.61	20.3 %	109 %
Dublin	29.1%	14.29	23.0 %	79 %
Rest of Leinster	23.7%	14.75	23.8 %	100 %
Munster	28.6%	20.40	32.9 %	115 %
Total	100%	62.05	100 %	

4.27 Table 3 illustrates that Munster and Connacht/Ulster were the clear winners in terms of overall amounts of funding. However, when one looks at the distribution by county, wider fluctuations can be seen.

4.28 Table 4 gives a breakdown of grants allocated at the local level per county and excludes grant aid allocated on a national and regional basis. It sets out the level of grant aid allocated under both Schemes in the Programme against that warranted on the basis of population (using 1991 Census figures), omitting capital spending of £5.48m under the Major Facilities Scheme as already indicated above.

4.29 Table 4 clearly shows that there was a widespread variation of grant aid to counties. Longford, Westmeath and Sligo were clearly the major beneficiaries in terms of grant allocations as they received a significantly higher rate of grant aid than was warranted by their populations. However, both Sligo and Westmeath's figures are distorted by the allocations of £1.5m and £2.5m respectively for the development of Regional Centres. Cork and Kilkenny received the next highest level of allocations. Meath, Louth and Wicklow received the lowest allocations of grant aid in the period under review.

Table 4 : Grants Allocated under both Schemes by County 1988 to 1997

County	% Pop 1991	Recreational Facilities Scheme £ m	% Grant/ Pop.	Major Facilities Scheme £ m	% Grant/ Pop.	Total	% Grant/ Pop.
Clare	2.58%	0.43	85%	0.93	84%	1.35	84%
Cork	11.64%	3.26	144%	6.66	134%	9.92	137%
Kerry	3.46%	0.81	120%	1.58	108%	2.40	112%
Limerick	4.59%	0.94	105%	1.85	95%	2.79	98%
Tipperary	3.77%	0.84	114%	1.14	71%	1.98	85%
Waterford	2.60%	0.59	116%	1.35	122%	1.94	120%
Carlow	1.16%	0.29	128%	0.25	51%	0.54	75%
Dublin	29.08%	3.27	57%	11.02	89%	14.29	79%
Kildare	3.48%	0.69	101%	1.15	78%	1.84	85%
Kilkenny	2.09%	0.58	142%	1.20	135%	1.78	137%
Laois	1.48%	0.52	178%	0.40	63%	0.92	99%
Longford	0.86%	0.48	285%	0.61	167%	1.09	204%
Louth	2.57%	0.38	76%	0.50	46%	0.88	55%
Meath	2.99%	0.63	109%	0.60	47%	1.23	66%
Offaly	1.66%	0.36	110%	0.44	62%	0.79	77%
Westm'th	1.76%	0.60	175%	2.90	388%	3.50	321%
Wexford	2.89%	0.50	89%	0.86	70%	1.36	76%
Wicklow	2.76%	0.39	73%	0.45	38%	0.84	49%
Galway	5.12%	1.19	119%	2.69	124%	3.88	122%
Leitrim	0.72%	0.20	143%	0.30	98%	0.50	112%
Mayo	3.14%	0.66	107%	1.18	88%	1.84	94%
Roscommon	1.47%	0.39	137%	0.26	41%	0.65	72%
Sligo	1.55%	0.38	125%	1.65	250%	2.03	210%
Cavan	1.50%	0.26	88%	0.39	61%	0.65	100%
Donegal	3.63%	0.67	94%	1.60	103%	2.26	100%
Monaghan	1.45%	0.21	74%	0.69	111%	0.90	93%
Total	100%	19.51		42.57		62.05	

4.30 The Review Group considers that in any future Programme, in addition to taking account of population distribution, the determination of geographical spread should also take account of (i) the range of existing facilities in each county; (ii) whether the projects funded were the ‘appropriate’ ones in the ‘appropriate’ parts of each county and (iii) whether sufficient funding was given to the grant-aided projects to get them up and running.

4.31 In terms of how the overall Programme operated, the Review Group notes that decisions on grant aid were made on the basis of applications received. While such an approach may have certain advantages, in that there is a very high probability that facilities developed will be well used, there are also certain drawbacks in that certain sports and geographical areas may not apply for funding and there could be a tendency to develop what individual sports regard as ‘priority’ rather than what might best suit local communities.

4.32 The Review Group considers that situations may arise in the future, in the context of operating a fully integrated capital programme based on a planned approach, where the option of focusing on particular areas, would need to be pursued. Such areas would be identified as needing particular types and/or ranges of facilities and they would be focused on with a view to generating appropriate development proposals to meet these needs. This might arise particularly in the case of disadvantaged areas.

4.33 For the moment, however, in the absence of a fully integrated Programme, the Review Group recommends that allocations under a new Programme should be based on the assessment of individual applications, but with a particular focus on the needs of disadvantaged areas.

4.34 While the above illustrates that there were shortcomings in the way the existing Programme operated, the Review Group would like to highlight the fact that a large number of well designed and high quality facilities all over the country have been constructed, refurbished, improved and equipped with funding from the Programme. The existing Programme provided essential support to clubs and organisations and in the majority of these cases, the developments would not have taken place were it not for the grant-aid being made available under the Programme.

5

Grant Allocation Criteria

Introduction

5.1 Under the existing Sports Capital Programme, applications are assessed in the Department of Tourism, Sport and Recreation in accordance with the criteria laid down in the terms and conditions for the Programme. In general, the same terms and conditions apply to both the Major Facilities and the Recreational Facilities Schemes.

Eligibility under current Programme

5.2 The existing criteria for the Programme do not specify in any detail, nor do they prioritise, what projects and/or equipment are eligible/ineligible for funding. As already stated, grants allocated under the **Recreational Facilities Scheme** assisted voluntary and community organisations in providing, improving and equipping recreational, leisure and community facilities while grants under the **Major Facilities Scheme** assisted with the provision of major sports facilities at a national, regional and local level. As a result, a broad spectrum of activities were funded in the past. These ranged from club and pitch developments to grants for community centres, sports halls and sports equipment. As mentioned in Chapter 4, a number of other activities were also grant-aided which were only very loosely related to a Sports Capital Programme. While in overall terms, these accounted for only a small percentage of the total grants allocated, they are, nevertheless, noteworthy and included funding for such activities as bands and scout/guide organisations

Selection Criteria

5.3 The existing criteria for the *selection* of projects for assistance under both Schemes are :

- ⇒ the priority of the proposed improvements/facility in relation to the organisation's existing facilities;
- ⇒ the amount of local funds available;
- ⇒ the ability of an organisation to undertake a project;
- ⇒ the availability of other facilities in the area;

- ⇒ the need to achieve an equitable geographical spread of funds; and
- ⇒ the need to achieve an equitable spread of funds among different sports and community groups.

5.4 The Review Group considers that the above general selection criteria are sufficient, in themselves, to cover the broad objectives of a sports capital programme but that they need to be qualified to take account of specific policy priorities in any new Programme.

5.5 The Review Group considers that the primary objective of a Sports Capital Programme should be to promote the development of sustainable *sport* and *recreational sport* facilities. The development of a quality infrastructure is crucial to the development of sport over the coming years and grants allocated under a Capital Programme should be used to develop and equip quality indoor and outdoor facilities, that cater for the needs of communities, particularly in disadvantaged areas, as well as competitive/training requirements.

5.6 While the Review Group recognises that activities involving, for example, bands and scout/guide organisations play an important role in many communities, they consider that it is inappropriate that such activities should be funded under a *Sports Capital Programme*. In the circumstances, the Review Group recommends that under a new Sports Capital Programme, the type of developments eligible for funding should cover sport and recreational sport only, as defined in the Sports Council legislation. The Review Group considers that adopting a less specific definition of what the Programme should cover would give rise to difficulties in administering the Programme in a strategic manner. It would also undermine one of the objectives of the Review which is to promote a more strategic approach to the use of available resources.

5.7 Given their importance, particularly in disadvantaged communities, the Review Group considers that the question of alternative sources of funding for groups such as bands and scout/guide organisations, should be examined in the context of defining and drawing up a recreational policy during 1999.

5.8 The Review Group also considers that clear objectives should be set and detailed relevant information sought on the application form.

Application Form

5.9 Under the existing Programme, clubs and organisations are required to complete a five page application form. This asks for, inter alia, details of the proposed development, funding available to the club/organisation and the range of other sports facilities in the catchment area. However, the information sought and supplied on the form is quite basic and general in nature and in the majority of cases, is not verifiable. The result is that the information supplied does not inform the decision-making process sufficiently to allow for applications to be effectively prioritised.

5.10 To comprehensively examine and assess the merits of applications for funding and bearing in mind the policy objectives of the Department, the Review Group considers that a *detailed application form* should be drawn up. In order to be considered for funding, clubs and organisations should be obliged, as a minimum, to provide detailed information on the following :

- the extent to which the project, in terms of growth targets, will increase the levels of active participation in sport/recreational sport and/or result in improved standards of sporting performance and how such increases can be measured;
- the extent to which the project, in terms of growth targets, will serve to increase participation in disadvantaged areas;
- the technical merits of the project i.e. does it comply with standard technical specifications from the relevant governing body and statutory authorities;
- the financial and operational viability of the project i.e. has the club/organisation sufficient funds, or firm commitments for funding, to complete the project within a realistic timeframe and will the project generate enough income to maintain itself for the future;
- the extent to which applicants have consulted with other clubs, community groups, schools in their areas and the local authority in developing their proposals and the outcome of these consultations; and
- in the case of projects aimed at attracting people from disadvantaged areas, applicants should show how they propose to attract them.

5.11 In assessing applications, the Department should have regard to the level of disadvantage in

the area i.e. the level of socio-economic disadvantage cross-referenced with the existing level of sport and/or recreational sport facilities.

Data-base of facilities

5.12 In order to allow for applications to be fully evaluated and in terms of future facility planning and provision, the Review Group considers that there is a real and urgent need to carry out an inventory of the current supply of facilities around the country. It is difficult to be strategic about future facility provision in the absence of qualitative and quantitative data on existing facilities. The question of an inventory is discussed in more detail in Chapter 9.

Decision Making Process

5.13 Under the existing Programme, applications are initially made to the Department of Tourism, Sport and Recreation after advertisements inviting applications had been placed in the national newspapers. Applications are received in a number of ways, directly from the groups themselves, through public representatives, or through the Minister's Office. On request, the Minister and/or departmental officials may agree to meet with promoters or representatives of promoters, to hear oral presentations of their cases and/or to seek clarifications of points arising from the details submitted. Prior to 1998, the Schemes were last advertised in 1994. Each time new allocations were being made (at least once, sometimes twice a year), all applications on hands under the Programme were assessed.

5.14 In February this year, the Programme was advertised for the last time and all applications received up to the closing date (approx. 1,400) were examined. At that time, it was announced that no further applications were being invited until the Review was completed and new Schemes are advertised.

5.15 Recommendations are made by Sports Capital Unit of the Department to the Minister who makes the final decision on projects to be grant-aided. Generally, decisions on the allocation of grant-aid are made following discussions between the Minister and officials from Sports Capital Unit on the merits of the individual cases. However, while every effort is made by all involved to allocate funding having regard to the merits of each case, the Review Group found that the decision making process was not altogether satisfactory for a

number of reasons.

5.16 Decisions in the past were made on the basis of the information supplied on the application form. As outlined above, the information supplied by clubs and community organisations was generally quite basic and sketchy and did not lend itself to a thorough examination of the merits of one individual application over another. The assessment criteria, while having merits in their own right, were not sufficiently specific and there was no input from other Departments, Agencies and National Governing Bodies involved in the provision of sport and recreation facilities. In particular, there was an absence of comprehensive up to date data on existing facilities around the country which made it difficult to identify the areas of greatest need or where there was an overlap or duplication of facilities. In these circumstances, and given that demand always far exceeded the available funding, decisions between equally eligible applications were often driven by a desire to allocate small amounts of grant-aid to a large number of projects, rather than meaningful amounts to a smaller number. This created problems, both for clubs and organisations in terms of raising the additional funding to complete the projects and also for the Department in terms of administering the Programme where grants were not drawn down within a realistic timeframe due, in many cases, to insufficient funding to complete the projects.

5.17 These shortcomings in the decision making process has led to duplication and over-provision in some areas and serious under-provision in others. The results can be seen in many towns and villages throughout the country where there is a dearth of facilities in some areas while in others, different elements of a leisure or sports complex are in place but situated at different sites, often in close proximity to each other and usually in different ownership.

5.18 The Review Group considers that this approach to facility provision is inefficient and ineffective and is not achieving best value for State funding as it is encouraging overlap and duplication. It highlights the need to develop a planned approach to facility provision in the future, with clear aims, objectives and assessment criteria.

5.19 The Group is of the view that the existing decision making process, in the absence of clear aims and objectives for the Programme with associated specific detailed assessment

criteria, an effective input from other Departments and Agencies involved in the provision of facilities and a comprehensive up to date data-base on existing facilities, has resulted in a certain opaqueness in decisions. This lack of transparency and the need for greater openness and visibility in how monies are allocated were among the issues highlighted in the Report of the Review Group on the National Lottery, published in 1997.

5.20 The Group recommends that in order to achieve a planned, effective and more transparent approach to the operation of the Sports Capital Programme, the following steps need to be taken :

- ◇ Clear aims and objectives should be set out for the Programme in the light of stated policy objectives;
- ◇ Detailed assessment criteria should be put in place;
- ◇ Only projects in respect of which a fully completed application form has been received should be considered;
- ◇ A decision making process should be put in place which should have regard to the activities of other Departments and Agencies involved in the provision of facilities and have sufficient information to allow for consideration of applications in an informed and co-ordinated way.

5.21 As part of the assessment process, the Review Group recommends that applications should be considered by a Committee comprising of representatives of the Department of Tourism, Sport and Recreation, the Sports Council and other relevant Departments and agencies involved in facility provision (such as those represented on the Review Group).

5.22 For the **1999 round of grant allocations**, the Review Group recommends that this Committee should consider applications based on specified criteria and make recommendations to the Minister as to the projects to be grant-aided.

5.23 The Group is strongly of the view that the Sports Council, when it is established on a statutory footing, with its dedicated role in promoting and developing sport, its strategic focus and its various co-ordinating functions, is the body best able to deliver a more planned approach to facility development as required from any new Capital Programme. It is,

therefore, recommended that the Sports Council, following the enactment of the Irish Sports Council Bill, should be the primary decision making authority on the allocation of funding under the new Programme and that any funding earmarked for the Programme be assigned to it.

5.24 The Review Group also recommends that the Sports Council should put the appropriate mechanisms in place to undertake this function.

Notification of Decisions

5.25 After decisions on grant aid are made, the successful clubs and organisations are notified that a grant has been allocated to them subject to certain terms and conditions being complied with. Prior to this year, unsuccessful applicants were not given a blanket refusal but were informed that their applications would be re-considered if additional monies became available later in the year. This year, however, all unsuccessful applicants were informed that they were not among the clubs/organisations approved for grant aid in 1998 and that it would be open to them to re-apply when the new Schemes are advertised.

5.26 Up to now, it has not been the practice to advise applicants as to why they were unsuccessful in obtaining funding. The Review Group recommends that from 1999 onwards, all applicants should be informed as to the reason(s) why they are not being allocated grant-aid under the Programme.

Terms and Conditions of Grants

5.27 The detailed terms and conditions applied to the existing Programme are attached at Appendix B to this Report. The Group consider that a number of the existing terms and conditions have merit, are in line with agreed Government procedures and should be incorporated into a new Capital Programme. In the case of some of the others (e.g. evidence of title, evidence of local contribution), the Review Group recommends that the relevant documentation should be submitted with the application form. Requirements regarding *Plans, Drawings, Tenders etc.* are being examined at present by the Department's technical advisors, the Office of Public Works, to ensure that they are in accordance with current statutory provisions relating to building and health and safety. A copy of the revised terms and conditions, recommended for attachment to the issue of grant payments under the new Programme, are attached as Appendix C.

Deeds of Trust

5.28 One of the terms and conditions of the existing Programme is the requirement to execute a *Deed of Trust*. This safeguards the State's investment and provides for the repayment of the grant in the event that the project ceases to be used for the purposes for which the grant was made.

5.29 The preparation of a Deed of Trust can be a lengthy procedure involving the Department, the Chief State Solicitor's Office and the solicitors acting on behalf of the grantee organisation. However, given the importance of protecting public monies as far as possible, the Review Group recommends that the present arrangement whereby cases involving grants in excess of £39,000 are required to execute a Deed of Trust should be continued.

6

Role of Other Departments and Agencies

Introduction

6.1 There is a number of other Departments and Agencies involved in the provision of sport and recreational facilities around the country. This Chapter looks at the role these Departments and agencies currently play and their potential future role in delivering a sports capital programme and contributing to national sports policy objectives and priorities.

Dept of Arts, Heritage, Gaeltacht and the Islands

6.2 This Department may, depending on demand, allocate grants not exceeding 80% of total cost to assist local committees in providing or improving recreational facilities (playing fields, changing rooms, handball alleys, tennis courts etc.) in the Gaeltacht. Decisions on applications are based on the circumstances of each individual case which include the following:

- necessity for the work/facility;
- strength of the Irish language in the area;
- the achievements to date of the Committee itself and of the area in general, as well as their future plans, to strengthen and sustain the Irish language in the area;
- other facilities available in the area;
- population of the area;
- capability of the Committee overseeing the project;
- funds available to the Department for the scheme, and
- recommendations of the field staff of the Department.

6.3 Applications are examined in consultation with the Department's outdoor staff and a recommendation to approve or reject a grant is submitted to the Minister of State.

6.4 Grants are usually allocated at rates ranging from 40% to 80% of admissible cost to Committees who, in each case, must provide a site and documentation certifying the Committee's ownership of the site to the Department and that planning permission, if required, has been obtained for the works proposed on the site. They are also obliged to nominate trustees to enter into an agreement with the Minister for Arts, Heritage, Gaeltacht and the Islands.

6.5 Grants under this scheme are normally provided subject to the following conditions that :

- all work is carried out to the satisfaction of the Department;
- the committee undertakes responsibility, in writing, for the maintenance of the works;
- other committees in the area may be permitted to use the facility at suitable times;
- appropriate certification for the building provided by the Fire Officer is submitted, and
- appropriate arrangements are made to ensure that insurance cover is in place for public use of the building.

6.6 Finally, the Department may also provide grant assistance to Committees in the Gaeltacht to assist with the purchase of certain equipment which might include sports equipment. The main criteria for receiving such assistance is that it should benefit the Irish language as well as the cultural and social life of the Gaeltacht area in question. The level of funding varies from year to year depending on the amount of money available and the demand.

Issues Emerging for Dept of Arts, Heritage, Gaeltacht and the Islands

6.7 It is clear from the above that the Department of Arts, Heritage, Gaeltacht and the Islands is funding activities very similar to those grant-aided under the Sports Capital Programme e.g. developments at playing fields, changing rooms, tennis/basketball courts, etc. That Department is very anxious to avoid duplication with regard to State assistance of projects in Gaeltacht areas and has suggested that where applications from Gaeltacht areas are received, they should in the first instance, be referred to that Department for consideration under their Scheme.

6.8 The Review Group, bearing in mind that the need to avoid overlap and duplication is one of the main objectives of the Review, recommends that :

- under the new Programme, applicants in Gaeltacht areas who wish to develop sport/recreational sport facilities should initially contact the Department of Arts, Heritage, Gaeltacht and the Islands regarding funding;
- where applications are received directly from Gaeltacht areas under the Sports Capital Programme, they should be referred to the Department of Arts, Heritage, Gaeltacht and the Islands for their views. In the event of that Department not being in a position to grant aid particular projects, this Department would then consider them in the context of the Sports Capital Programme.

Department of Education & Science

6.9 This Department provides various facilities at primary, post-primary, tertiary and special levels.

6.10 In the case of the primary sector, General Purpose halls are provided in schools with a minimum of 3 classrooms. Up to now, halls varied in size from approx. 83.6m² to 111.5m² with an additional area for a Servery and PE Store. The size of the hall was based on the size of the school. These sizes are now considered insufficient and the entire planning data for the Primary Sector are currently under review.

6.11 In the case of Post Primary Schools, PE halls are provided for Secondary, Vocational and Community Schools and Colleges. The maximum size in this instance is 393m², with an additional 104m² for PE Ancillary. This is also under review by the Department to cater for the emphasis on PE/Sport in the new curriculum. It is important to note that at Primary and Post Primary levels, while designs will in future, cater for indoor sports, the emphasis will be on Physical Education and not competitive sports.

6.12 The tertiary sector is somewhat different, in that each Institute of Technology and University has a comprehensive sports facility as part of its campus development plan. Facilities in this case are currently capable of adequately catering for Physical Education and competitive sports. Facilities at all levels enjoy a measure of hard and soft landscaped play areas for outdoor sports e.g. football, basketball, volleyball, athletics etc.

6.13 The level of funding available varies greatly from level to level. At primary level, funding represents 85%-95% of construction and equipment costs. This level is also available at post-primary although it is not uncommon for a Board of Management to fund extra large halls partially themselves. Gealscoileanna are generally 100% funded. The tertiary sector is funded on a project by project basis and often combines public, private and institutional funding.

6.14 The Department is actively developing a points-based priority system, hoping to identify those schools and institutions most in need. There are various factors which determine the level of funding, but it would be fair to say that the degree of disadvantage experienced by the school determines the percentage grant. In some areas, where social exclusion and disadvantage reign, it would be almost impossible for a Board of Management to raise a local contribution.

6.15 Planning data are being renewed at both Primary and Secondary level and new design criteria should be available during the coming months. The tertiary sector will continue to develop its sport and recreational facilities as part of its various component master plans.

6.16 The Department is currently examining OECD proposals for the integration of a range of community services on school sites, including adult education and other social and welfare services. These proposals are contained in the OECD PEB Papers titled "Under One Roof - The Integration of Schools and Community Services in OECD Countries". The provision of integrated services has been identified as having the potential to play a significant role in helping achieve "lifelong learning", an objective which was identified by the 1996 OECD conference at Ministerial level as a nodal point of the OECD's work on education. These proposals emphasise the necessity to optimise the use of buildings and facilities and making schools better integrated by promoting synergies not only with local communities but also with other services. It is likely that sport and recreation will be considered under the same study, which will have implications for the years ahead.

6.17 In addition, the *Young People's Facilities and Services Fund* will provide funding to develop youth facilities, including sport and recreational facilities, and services in

disadvantaged areas. Monies under this Fund (which are currently held in the Dept of Education & Science) should start coming on stream early next year.

Issues emerging for Department of Education & Science

6.18 As can be seen from the above, the Department of Education & Science fund school halls to a certain size and specification. In the past, schools, usually in conjunction with local clubs/community groups, have applied for funding under the existing Sports Capital Programme to build bigger size halls which would be able to accommodate multi-purpose sports use e.g. indoor soccer, basketball, badminton etc.

6.19 In considering the question of funding for school/college sports building projects under a new Sports Capital Programme, the Review Group agreed that where they were only providing for the delivery of curricular sports activities, they should not be eligible for funding. The Review Group recommends that schools and colleges should be eligible for consideration for funding under the Sports Capital Programme only where they provide for significant levels of usage by the local community during periods when the facilities are not being used by the schools themselves. It was felt that at least 30 hours use per week should be provided in this regard. It was also felt that to be considered for funding, schools and colleges must be able to demonstrate that the facilities proposed are meeting an identified deficiency in that locality, as agreed with other local groups and/or the local authority. In keeping with the recommendations of the 1997 Review Group on the National Lottery, applications from schools and colleges will only be considered eligible for funding where they are submitted jointly with a local club/community group.

Local authorities

6.20 The Local Government Act, 1994 (Section 31) enables local authorities to provide sports facilities, which can include playing fields, athletic tracks, swimming pools and other bathing places, sports centres, gymnasias and other facilities.

6.21 While local authorities have been major providers for many years of facilities for sports, games and recreation, the Local Government Act 1994 updated and endorsed this role by including specific modern legislative power in this regard.

6.22 In the context of the ongoing major programme of local government renewal, which aims to strengthen the role of local authorities and enhance the range of services they provide, authorities are being encouraged to expand their community development role and to develop partnerships with local people and other organisations in supporting community activities. Continued involvement by local authorities in the sports and recreation area fits readily with this wider role.

6.23 There will be a significant increase in the funds available to local authorities as a result of buoyancy in motor tax and the new funding system which comes into operation in 1999. The key elements of this new funding system are the establishment of a statutory Local Government Fund and the financing of non-national road improvements from national motor tax receipts. The statutory Local Government Fund will comprise Exchequer Funding (a sum of £270m has been provided in the Department's vote in 1999) and the proceeds of motor taxation. This system will provide nearly £600m directly into the local authorities for non-national roads and for the general purpose requirements of local authorities. The Fund will be ring-fenced in legislation and used solely for local government purposes. The Fund, which will be index-linked for future years, will take account of the additional expenditure needs of local authorities.

Issues emerging for Local Authorities

6.24 As regards sport/recreation/amenity related projects, it is accepted that local authorities have a key role to play in relation to each development. Despite the increased funding available however, the Department of Environment and Local Government is concerned that the involvement of local authorities with such projects may have serious long-term financial implications. As a general rule, authorities believe they should not become involved in projects where potential liabilities or ongoing operational costs could be such as to seriously impact on their financial position. Where authorities guarantee loans/overdrafts or underwrite any losses, they would wish to ensure that arrangements are in place to enable them to have control over the project.

6.25 The Review Group considers that it is vital that local authorities are part of the planning and development of sport and recreational sport facilities in the future, if a strategic and planned approach is to be put in place. In the longer term, the Group would envisage a

situation where applications for funding for facility development would go through local authorities in the first instance. The proposed strategy for Economic, Social and Cultural Development, to be drawn up by the County/City Development Boards by 2002, as set out in the recent Task Force Report on the Integration of Local Development/Local Government, offers an appropriate forum for consideration of strategic plans for sport and recreational sport facilities in each local authority area. The Review Group, therefore, recommends that local authorities should consult with the Department of Tourism, Sport and Recreation and/or the Sports Council when drawing up their Development Plans. In the shorter term, some consultative process should be put in place between the body making decisions on grants and the individual local authorities.

Sports Council

6.26 The current non-statutory Sports Council, set up in June 1996 by the then Minister for Sport, Bernard Allen TD, acts as an advisory body to the Minister on all matters relating to sport. With the enactment of the Irish Sports Council Bill, 1998, the current body will be replaced by a statutory Sports Council for the first time in the history of the State. The Bill provides for a new body which will be exclusively dedicated to the promotion and development of sport. It also provides for a major broadening of the Council's role beyond that of advising to include executive functions, including a number currently carried out by the Department of Tourism, Sport and Recreation.

6.27 The Review Group considers that the change in status and role of the Sports Council has particular significance in relation to the administration of any new Sports Capital Programme. The Group notes that :

- the State will have a statutory Council for the first time ever;
- the new body will be exclusively dedicated to the promotion and development of sport;
- the Bill requires the Council to encourage the promotion, development and co-ordination of competitive sport and the achievement of excellence therein and to develop strategies for increasing participation in recreational sport and to co-ordinate their implementation through all bodies involved in promoting recreational sport and in developing recreational facilities. They also empower the Council to co-operate with, advise and provide assistance (including financial assistance) to bodies in relation to the performance of its

functions.

Need for Co-ordination and Integration

6.28 In light of the number of Departments and Agencies involved in facility provision, the Review Group considers that there is a clear need for co-ordination and integration of spending on sports facilities. Inter-departmental and inter-agency co-ordination in the planning and funding of facilities is essential if a planned approach to facility provision is to be put in place and duplication and overlap is to be avoided. At both local and national levels, this co-operation and exchange of information is necessary for informed choices to be made as to the best use of resources, bearing in mind current sport policy objectives and priorities. The Group feels strongly that this co-ordination and integration should be linked to an effective and transparent decision making process.

6.29 Given the dedicated role provided for the Sports Council in the Irish Sports Council Bill, in relation to the development of sport and recreation, including its co-ordinating functions, the Review Group is strongly of the view that the Council will be best placed to ensure the co-ordination and integration of the Sports Capital Programme in the future with the activities of the other Departments and Agencies involved in the provision of sport and recreational sport facilities.

Role of the National Governing Bodies of Sport

Introduction

7.1 National Governing Bodies play a pivotal role in the development and delivery of sport in Ireland. Through their national network of members and clubs, an infrastructure is put in place that is responsible for the development of participation at all levels, coaching, competitive structures, administration and facility development. NGBs also play a key role in terms of the development of high performance and are the vehicle through which our top sports people compete at international level.

7.2 This Chapter looks at the role of NGBs in terms of facility provision in Ireland. Currently, seventy five NGBs are recognised by the Irish Sports Council as eligible for funding by the State. A list of these is attached as Appendix D.

Existing Role in terms of facility provision

7.3 Of the 75 NGBs, only three - the GAA, the FAI and the IRFU - have developed a substantial number of facilities at local, regional and national level. These facilities are owned and managed by their clubs, with the exception of national facilities such as Croke Park and Lansdowne Road which are owned by the NGBs. Clubs have benefited enormously since the introduction of lottery funding. The grant aid provided has also encouraged local sport administrators to develop training and competitive facilities.

7.4 Apart from these bodies, four other NGBs were allocated grants for developing/upgrading their national facilities. These are Athletics (Morton Stadium £1.7m), Basketball (National Arena £1.8m), Hockey (UCD pitch £0.7m) and Boxing (National Stadium (£0.26m). The majority of NGBs, however, do not own facilities but rely on

community facilities to meet their training and competition needs.

Existing role for NGBs in facility planning

7.5 The current decision making process for grant allocations under the existing Sports Capital Programme does not provide a role for the NGBs. As a result, clubs have developed projects in isolation and without consultation with their individual governing body. The lack of a clearly defined role for the NGBs had meant that clubs have developed facilities in an ad hoc manner and without regard to the overall plan and priorities of their sport.

7.6 Minority NGBs who developed plans to meet the training and competitive needs of their sport have been at a disadvantage in the current decision making process as local requirements have often outweighed their needs. It has also been the case that locally developed projects have been considered in isolation of the requirements in terms of administration, coaching, leadership and youth development programmes which are an essential element for the successful and long-term viability of facilities.

Role of NGBs in the future

7.7 The Review Group recommends that the NGBs should have a specific role in the future assessment of projects at national and county levels. Under the proposed new assessment criteria, the sport development aspect of projects will be an integral part of the decision making process.

7.8 The Review Group considers that such proposals should be considered in the context of :

- NGB's strategy plan identifying its priorities and needs in terms of training and competitive requirements and facility requirements within the framework of a coaching structure for player/athlete development;
- the current participation level within the sport and the targets and strategies to increase participation;
- the current performance standard of their athletes in terms of high performance;
- the potential of the project to meet the identified facility needs of the sport;
- the agreement to multi-sport use; and

- the links between the facility aspirations of the sport and existing facilities at local, regional and national level.

7.9 The Review Group also recommends that :

- clubs developing projects at national and regional levels should first ensure that their proposals are consistent with the priorities of their NGBs and that the necessary management personnel, infrastructure and training are in place to ensure the viability of the proposed facility. Such proposals should be presented for approval to their governing body who should, in turn, assess them based on their identified priorities for facility development; and
- in cases where two or more regional projects are seeking funding, the NGB should be asked to prioritise the projects based on their facility plans and needs.

8

Encouraging Private Sector Investment

Introduction

8.1 Among the key priorities identified in “An Action Programme for the Millennium” for Sport and Leisure is the question of more joint venture provision of national regional sports and recreational facilities, including tax incentives, to encourage private sector involvement. The Review Group were asked to review the potential for more joint provision of national sports and recreational facilities, including the availability of tax incentives to encourage private sector involvement.

8.2 As pointed out earlier in the Report, it is essential for the development of sport in Ireland that we develop quality indoor and outdoor facilities, capable of meeting the needs of communities, as well as training and competitive requirements. However, the provision of such facilities, particularly at a national level, should not be seen to be the exclusive responsibility of the State. The cost involved for the State in providing major facilities at a national and regional level is likely to be significant. The result of the State taking exclusive responsibility for their provision is likely to be that such facilities will only be provided within an extended timescale.

8.3. Given the recognition by the Government of the benefits of increased participation in sport and recreation and its policy objectives in this regard, the majority view of the Group was that there was a case to be made for encouraging private sector involvement. The increased interest in sport and recreational sport has the effect that, in certain areas, the provision of facilities could be seen as profitable ventures as well as being advantageous social developments. Nevertheless, in the absence of incentives to invest, the likelihood would be that other more profitable investment options would be more attractive.

8.4 This Chapter looks at some of the options as to how co-operation between the State and

private enterprise on the provision of facilities at national level might be encouraged.

Trusts

8.5 The Review Group considered a recent report prepared for the Scottish Sports Council by Drew Mackie Associates on Sport and Leisure Trusts in Scotland. The Report, while recognising that setting up a Trust might have a short-term gain, cautioned about the complexity of such an approach and the uncertainties of its long term benefits. While all the relevant legal requirements in relation to trusts may not be similar in Ireland, the Group considered that, in view of the complexities associated with this approach and given the timescale to complete the review, they could not explore it further in the context of this Report. However, there may be some scope, in the context of the Community Trust established recently by the Department of Social, Community & Family Affairs, to access private sector funding for sport and recreational facilities in disadvantaged areas.

Section 16 of the 1997 Finance Act

8.6 The Group considered that the best means of attracting private sector investment to the provision of major sports facilities would be the availability of tax incentives. One option which should be examined is the extension of Section 16 of the 1997 Finance Act or the introduction of a similar type of provision. Section 16 introduced a new tax relief for gifts of money made to defined third level institutions which are used for the purposes of projects approved by the Minister for Education.

8.7 The representative of the Department of Finance did not support this recommendation on the basis that the current policy is to cut back on tax reliefs and allowances as business reliefs.

9

Objectives and Parameters for a New Sports Capital Programme

Policy Framework

9.1 As outlined in Chapter 3, the Group reviewed the existing Programme against the background of activities being undertaken in the sports area aimed at meeting the objectives of the Government's Programme for the Millennium. The key priorities set out in the Action Programme for the Millennium have been reflected in the Department's Strategy Statement which was published in May 1998. The overall goal in relation to sport, as set out in the Strategy Statement, is to formulate and oversee the implementation of policies for the promotion and development of sport and to encourage increased participation in sport and recreation, by disadvantaged communities.

9.2 To achieve this overall objective, the Department is committed to developing a number of strategies. These include :

- Establishing a statutory Sports Council (in the first half of 1999);
- Putting in place a range of supports for High Performance Athletes (already in place);
- Piloting special sport and recreation initiatives in disadvantaged areas (proposals under consideration);
- Developing a national policy on recreation during 1999; and
- Developing appropriate sport and recreation strategies for disadvantaged areas, including the targeting of funding for facilities in areas of greatest need, by end 2000.

9.3 In addition, it is also important to bear in mind that the Sports Capital Programme cannot be viewed in isolation from other Programmes operated by various Departments and State Agencies. These include (i) the Department of Arts, Culture, Gaeltacht and the Islands which provides grants towards providing/improving recreational facilities in Gaeltacht areas; (ii) the

Department of Education & Science provide PE halls and various other facilities in schools and colleges, and (iii) Corporations and local authorities around the country are involved in facility provision in the areas of swimming pools, football pitches, tennis courts etc.

Structure of a new Programme

9.4 Having regard to the policy framework set out above and on the basis of the findings of this review, the Review Group recommends that the main aims and objectives of a new Capital Programme should be :

- to develop an integrated and planned approach to the development of sport and recreational sport facilities;
- to assist voluntary and community organisations with the development of appropriate facilities in appropriate locations that will maximise use in terms of participation. The facilities should be high quality, safe, well designed and sustainable to both the user and the provider;
- to prioritise the needs of disadvantaged areas in the provision of facilities; and
- to encourage and prioritise the multi purpose use of facilities at national, regional and community level by clubs, community organisations and NGBs.

9.5 In considering the most appropriate structure for a new Programme, the Review Group examined three options :

Option 1 : *Two Schemes similar to what the Department has been operating for the past few years. The distinction between sports and recreational facilities would continue but with a clear definition of each and a particular focus on disadvantaged areas.*

This approach would essentially be a continuation of what we have at present under the current Programme but based on a clear distinction between sport and recreation and a particular focus on disadvantaged areas in line with the commitments in the Department's Strategy Statement. The real difficulty here would be in drawing up separate workable definitions of sport and recreational facilities. Trying to operate the two schemes, each with a focus on disadvantaged areas, would compound the problem and would be cumbersome to administer and manage. The possibility of overlap and duplication in terms of funding

similar types of facilities, as happens at present under the existing Programme, would remain strong. The Review Group considers that this approach would not be the most strategic in terms of facility planning for the future and could lead to a fragmentation.

Option 2 : *A specific Scheme for sports and recreational facilities in disadvantaged areas and a general Scheme for sports and recreational facilities.*

This option would mean ring-fencing a certain percentage of capital funding for disadvantaged areas which makes it attractive, given the Department's overall policy objective. However, it would require a high degree of co-ordination between the two Schemes, if a strategic approach is to be guaranteed in terms of future facility provision and overlap and duplication are to be minimised. As with Option 1, it could lead to a lack of co-ordination in terms of facility development in the years ahead and could be cumbersome administratively depending on where responsibility for each Scheme was assigned. In the circumstances, the Review Group considers that it would not result in the best use of available resources.

Option 3 : *One Scheme which would cover sport and recreational facilities with specific provisions in relation to funding facilities in disadvantaged areas*

This option has obvious benefits in that one Programme would be easier to operate and manage in a co-ordinated way. It would ensure that all available resources are in the one fund; would allow for effective prioritisation of funding in line with stated sports policy objectives; would allow strategic decisions to be made as to how monies should be allocated and would ensure an integrated holistic approach to facility provision. It should also result in duplication and overlap being kept to a minimum and would assist in achieving economies of scale.

9.6 The Review Group considers that this is the best option for putting in place a workable and strategic approach to planning and funding facilities in the future.

Main elements of a new Programme

9.7 In drawing up the main elements of a new Sports Capital Programme, the Review Group considered the issues emerging in the earlier Chapters and also reviewed the selection procedures and terms and conditions applied by the Sports Councils for Northern Ireland and Scotland in allocating Lottery funding under their Capital Programmes. The Group recommends that the following main elements should be included in a new Sports Capital Programme :

Who should be funded

9.8 In line with the recommendations in the 1997 Report of the National Lottery Review Group, applications should only be invited from, or on behalf of, voluntary and community organisations inclusive of sports clubs, community and voluntary groups and, in certain circumstances, schools and colleges.

Needs of Disadvantaged Areas

9.9 Sport and leisure is seen to play an important role in the mental, as well as the physical well-being of individuals, especially in disadvantaged communities. As well as being socio-economic blackspots and suffering multiple levels of deprivation, many of these areas would appear to have little in the way of sport and recreational facilities available in their communities.

9.10 This is borne out by research recently carried out by local Development Groups in the context of preparing plans under the Young People's Facilities and Services Fund. The purpose of this Fund is to develop youth facilities, including sport and recreational facilities, and services in disadvantaged areas where a significant drug problem exists or has the potential to develop, with a view to attracting young people in those areas, at risk of becoming involved in drugs, into more healthy and productive pursuits. The bulk of the Fund is focused on thirteen areas - twelve in Dublin and one in the north of Cork city. A background note on the Fund is attached as Appendix E.

9.11 The research points to a severe shortage of sport and recreation facilities in many of the areas in which the Fund is operating. The provision of facilities does not, in itself, however, ensure increased participation by the local communities from disadvantaged areas.

Experience to date would suggest that clubs and community groups need to employ a range

of strategies to (i) ensure that they have access to available facilities, (ii) encourage local people to make use of them and (iii) ensure that they are attracted by what is on offer in the facilities.

9.12 In planning future facility development for disadvantaged areas, it will, therefore, be necessary to cross-reference areas of high economic and social disadvantage with areas where there is an under-supply of facilities at present. Strategies will also have to be developed to attract local people, particularly young people, into the facilities. In this regard, the Group were conscious of the various other measures being put in place over the coming months. These include piloting special sport and recreation initiatives in disadvantaged areas (proposals are under consideration) and the drawing up of a recreation policy during 1999.

9.13 In terms of developing facilities, a persistent problem in disadvantaged areas is the difficulty many clubs and local groups have in raising local funding. To help overcome this issue, the Review Group recommends that that where the facilities proposed are located in *disadvantaged areas*, the maximum percentage of grant-aid available should be increased to 80% (as opposed to 70% in non-disadvantaged areas). Where it is possible for clubs and community organisations in such areas to access other sources of State/EU funding to make up the balance of the overall cost of the project, they will only be required to raise 5% of funding locally (as opposed to 10% in non-disadvantaged areas), if deemed appropriate in the context of projects contributing to overall policy priorities.

9.14 This is in line with recommendations in the Report of the Review Group on the National Lottery which state that (i) all lottery funding should be concentrated on supporting voluntary and community sector activities in the future and (ii) the needs of the most disadvantaged groups within the voluntary and community sector should be prioritised in the allocation of lottery funds within individual programmes. The Review Group strongly supports this view and recommends that the sport and recreation facility needs of disadvantaged areas should be clearly prioritised in the allocation of funding under any new Sports Capital Programme.

9.15 The Review Group considered how areas of 'disadvantage' might be defined. It is

recommended that, in the short term, information and indicators used by Area Development Management Ltd to designate disadvantaged areas under the Operational Programme for Local, Urban and Rural Development, should be used. ADM Ltd are currently updating this information. In the longer term, when detailed information on existing facilities throughout the country is available, this should also be used to give a fuller picture of 'disadvantage'.

Assessment Criteria

9.16 The Review Group considers that all applications should be assessed in terms of the community benefit of the project in a sporting/recreational sport context i.e. will the project :

- increase active participation in the sport/recreational sport and, if so, by how much; and/or
- result in improved standards of sporting performance.

9.17 In terms of assessing and selecting projects for funding, there should be a focus on :

- the extent to which the project, in terms of growth targets, will increase the levels of active participation in sport/recreational sport and/or result in improved standards of sporting performance and how such increases can be measured;
- the extent to which the project, in terms of growth targets, will serve to increase participation in disadvantaged areas;
- the technical merits of the project i.e. does the project comply with standard technical specifications from the relevant governing body and statutory authorities;
- the financial viability of the project i.e. in addition to Lottery funding, has the applicant the finance to start the project and complete it within a realistic timeframe;
- given realistic projections of income from the project, will it generate enough income to maintain itself for the future;
- the level of socio-economic disadvantage in the area, as defined by ADM Ltd's indicators, and the current and planned levels of sport and/or recreational sport facilities in the area;
- the need to achieve an equitable geographical spread of funds, having regard to the range of existing facilities in each county;
- the extent to which applicants have consulted with other clubs, community groups, schools and the local authority in developing their proposals and the outcome of these consultations;

- in the case of projects aimed at attracting people from disadvantaged areas, the strategies to be used to attract them;
- the need to achieve an equitable spread of funds among different sports and community groups;
- the priority of proposed improvements/facility in relation to the club/organisation's existing facilities; and
- the priorities for their individual sports, as identified by the NGBs.

Levels of funding

9.18 Applicants must contribute a proportion of the project cost from their own resources. This provides assurance that the applicant can generate funds and will be able to maintain and manage the completed facility. In addition, an organisation is more likely to maintain and get the most from a facility to which it has contributed financially rather than having it all paid for by others. In some cases, applicants may be in a position to access other State/EU sources of funding to make up the balance of the overall cost of the project. Where this happens, applicants must still contribute a minimum of 10% of their own funds, except in disadvantaged areas where it may be reduced to 5%, if deemed appropriate, in the context of projects contributing to overall policy priorities.

9.19 The Review Group recommends that future applications for Lottery funding should be categorised in terms of *local*, *regional* and *national* facilities. Applications for local facilities will primarily come from local sports clubs and community/voluntary organisations. Regional applications would cover such facilities as county football/rugby/soccer grounds and regional sports centres while national facilities would relate to stadia such as Lansdowne Road, Croke Park, Morton Stadium etc. In general, it is expected that the bulk of applications will relate to local facility development.

9.20 Each case should be considered on its own merits and in exceptional cases, grants up to the following maximum levels will be payable :

Applicant Status

Maximum Funding

Local facilities

70%

Regional Facilities

50%

National Facilities

**As considered appropriate given
the scale of the proposed development**

Disadvantaged Areas

80%

Phased Developments

9.21 Under the existing Programme, the phased development of facilities is quite common given the level of grant aid provided in some cases, relative to the overall cost. The Review Group considers that the practice of allocating relatively small grants to a large number of projects is unhelpful in terms of a planned approach to facility development and should be discontinued. The amount of grant aid provided should have regard to the level of matching funds available given the overall cost of completing the project and should, as far as possible, give the project developers a realistic chance of getting the development off the ground.

Application Form

9.22 Given the lack of qualitative data and information supplied on the existing application form, the Review Group recommends that a detailed form be drawn up to reflect the assessment criteria outlined above. Explanatory leaflets and more detailed project guidelines for applicants should also be developed. The Review Group accepts that it may not be possible to develop the more detailed guidelines in advance of the 1999 round of grant allocations and that this may fall to the Sports Council to progress in due course.

How decisions are made

9.23 One of the issues highlighted in Chapter 5 was the short-comings of the decision making process under the existing Programme. To ensure transparency in the future decision making process and a co-ordinated and planned approach, the Review Group recommends that as part of the assessment process, applications should be considered by a Committee comprising of representatives of the Department of Tourism, Sport and Recreation, the Sports Council and other relevant Departments and agencies involved in facility provision (such as those represented on the Review Group).

9.24 For the **1999 round of grant allocations**, the Review Group recommends that this Committee should consider applications based on specified criteria and make recommendations to the Minister as to the projects to be grant-aided. Upon establishment of the Sports Council in mid-1999, on a statutory basis, it should be the primary decision making authority on the allocation of funding under the Programme and any funding earmarked for the Programme should be assigned to it.

Other elements of a new Programme

Project Viability

9.25 Applicants must be able to demonstrate that the project is viable and that they have sufficient resources to meet the running and maintenance costs of a Lottery funded project for a reasonable period after completion. This requires clubs and other organisations to undertake a more business-like approach to planning their facilities, thereby ensuring, where possible, that supply matches demand and that long-term viability is addressed.

School/College Projects

9.26 In a new Programme, school/college sports facilities will not be eligible for grant aid where they provide for *the delivery of curricular sports activities only*. To be considered for funding, they must also :

- provide for significant levels of usage by the local community during periods when the facilities are not being used by the school itself (*at least 30 hours per week throughout the year*); and
- demonstrate that the facilities concerned will meet an identified deficiency in that locality, as agreed with other local groups and/or the local authority.

9.27 Applications from schools and colleges should be made jointly with local sports clubs/community groups.

Equal Opportunities

9.28 Applicants will have to show that their rules and actions do not discriminate on the grounds of sex, religion, ethnic origin etc. All groups funded under the Sports Capital Programme will be required to ensure that their projects are accessible to people with disabilities. It will be a condition of funding that groups will be required to show evidence of how they meet the accessibility requirements.

Prioritisation of Applications

9.29 While all applications will be treated on their merits, the *highest* priority will be afforded to projects in disadvantaged areas aimed at increasing participation, particularly for young people. Those projects where the main purpose is to provide a facility which enables people to take part in sport/recreational sport or raise the standards of performance will also be accorded high priority. Such projects will include, for example, playing facilities, changing accommodation, essential sport and maintenance equipment and training facilities (including floodlighting). Lower priority projects will include those which are not essential or integral to sports participation or performance e.g. landscaping of grounds, boundary fences, equipment stores etc.

Deeds of Trust

9.30 In the case of all grant allocations over £39,000, clubs and community organisations will be required to execute a Deed of Trust to safeguard the State's investment in the development, as under the existing Programme.

Need for Consultation

9.31 As a first step to developing a planned approach to facility provision in the future, the Review Group considers that before clubs and community organisations make applications for funding, they should be obliged to consult with local schools, other clubs and groups in their areas and the local authority. This would ensure that proposed developments do not result in duplication and/or overlap with existing facilities. The Review Group are very keen

to ensure, as far as possible, that schools, clubs and community groups share existing facilities and that future developments are planned in an integrated way so as to allow for greater economies of scale over the coming years.

National Sports Inventory

9.32 In terms of future facility planning and provision, the Review Group considers that there is a real and urgent need to carry out a detailed inventory of the current supply of facilities around the country. It is difficult to be strategic about future facility provision in the absence of qualitative and quantitative data on existing facilities. To adopt a planned approach to facility provision in the future, will however, require comprehensive data on existing facilities which is not available at present.

9.33 The inventory should cover a range of issues such as the type, size, location, age and condition of existing facilities and equipment, whether they are indoor or outdoor, ownership, management structure, frequency of usage, range of activities and sports available, catchment population etc. This data is particularly important in terms of planning and funding facilities in disadvantaged areas. The Review Group considers that a national sports inventory should be commissioned immediately and should not await the establishment of the statutory Sports Council.

9.34 It is accepted, however, that it may take some time to complete an National Inventory and that this data may not be available in advance of the 1999 round of grant allocations being made. As an initial step towards gathering data on what facilities are available, a ***questionnaire*** was issued by the Department of Tourism Sport and Recreation to all local authorities and National Governing Bodies in September 1998. The data collected, while sketchy in some areas, is a useful starting point in developing a national data-base of facilities which is essential if a strategic approach to facility development is to be adopted for the future. It will also allow for more informed decisions to be taken in allocating the 1999 round of funding.

Need for specialist expertise

9.35 The evaluation of applications for funding from a sports development, technical and financial/operational viability perspective will require specialist expertise. The Review

Group recommends that, under a new Programme, application assessment teams should have access to this expertise. It is considered that the Sports Council should secure access to such expertise as soon as possible.

9.36 In addition, the Review Group considers that there is a need to monitor projects for a number of years after grants have been paid to ensure that they are complying with the aims and objectives and terms and conditions of the Programme. Department of Finance Circular 16/94, which sets out the procedures for dealing with lottery funding, states that monitoring projects to ensure that the funds have been used for the purpose approved, is a very important feature in all Lottery funded cases. It points out that this is particularly so where funds have been issued to an organisation which may not have much experience in handling public funds. A follow-up system is recommended for all grants over £5,000. In the case of smaller grants, the Circular recommends sample follow-up checks at the very least.

Other Recommendations

9.37 In order to streamline the administration of any new Programme, the Review Group also recommends the following :

- grant allocations should be made twice a year - preferably spring and autumn;
- a closing date for draw-down of funds should be put on all grants allocated. Clubs and community organisations should be given *one year* in which to commence their building programme. Failure to comply with this condition will result in the grant being withdrawn. A problem in the past with the existing Programme has been that grant offers were open-ended with the result that in some cases, clubs and organisations took a number of years to draw them down. This makes the administration of a capital programme very difficult and ties up resources that could be allocated to other projects;
- where clubs have failed to secure priority for funding and/or have an allocation of funding withdrawn due to their inability to proceed with a project, they should be ineligible to re-apply for a two year period (unless the proposals are radically altered by the applicant). This would stop clubs and organisations sending in ‘repeat’ applications and would make the system easier to operate;
- for new projects costing over £250,000, the club/organisation should be required to

undertake a Feasibility Study in advance of applying for grant-aid to show the need for the development etc. Such a study should point to the need for the facility in an area, look at the catchment population, the range of sports/recreational sports to be offered etc.

Appendix A

Local Sports Centres allocated funding under the Sports Capital Programme

Portmarnock Sports Centre, Co. Dublin

Ballywaltrim Sports Centre, Co. Wicklow

Enniscorthy Swimming Pool, Co. Wexford

Dundalk Sports Centre/Glenmore A.C., Co. Louth

Longford Mall Sports Complex, Co. Longford

Tullamore Harriers Athletic Club, Co. Offaly

Scanlon Park, Co. Kilkenny

Shannon Sports Centre, Co. Clare

Skibbereen Sports Hall, Co. Cork

Tralee Leisure Centre, Co. Kerry

Nenagh Indoor Track, Co. Tipperary

Clifden Sports Centre, Co. Galway

Castlebar Sports Centre, Co. Mayo

Ballina Leisure Centre, Co. Mayo

Stranolar/Ballybofey Sports Centre, Co. Donegal

Monaghan Harps/Phoenix A.C., Co. Monaghan

Sports Capital Programme

Terms and Conditions applying to current Schemes

(i) Ineligible projects

1. Grants are not payable where projects have been completed *prior* to the date of grant allocation.

(ii) Site & Local Contribution

1. The site or property for the project must be owned or leased for a term not less than 25 years and an undertaking must be given that the facility will be used for the purpose for which the grant aid is provided for at least that period.
2. A local contribution of, at least 30%, is required. In exceptional circumstances, a local contribution of 20% may be accepted on receipt of an application outlining all the relevant factors.
3. The level of grant-aid is at the discretion of the Department but expenditure of the grant plus the local contribution must result in a completed facility. The maximum grant under the Recreational Facilities Scheme will be £50,000.
4. Projects are considered for assistance under the Major Facilities Scheme where the grant sought is generally greater than £50,000. Where new facilities are proposed such as Leisure Complexes, Community Centres and Community Halls, it will be necessary to undertake a feasibility study to confirm that the proposed facility will meet the needs of the catchment area.

(iii) Plans, Drawings, Tenders etc.

1. Satisfactory arrangements must be made for the appointment of consultants/architects for the preparation of the necessary drawings, specification or schedule of works and for the technical supervision of construction work. Professional fees/planning charges or other costs associated with the preparation of plans are not eligible for grant under the Recreational Facilities Scheme.
2. Each development must proceed in accordance with the design and within the cost limits

generally agreed by the Department. The applicant organisation will be responsible for the accuracy and correctness of drawings and other tender documents and the Department does not accept any responsibility in this regard

3. Drawings, Specifications or Schedule of Works must be prepared before invitation of tenders. Competitive tenders must be obtained for the works involved, based on the tender documentation. A copy of the tenders received together with the other specified documentation must be submitted to, and approved by the Department before work on the project commences.
4. The Department's Technical Advisors have a monitoring role in certain projects especially those projects approved for grant-aid under the Major Facilities Scheme. Such projects require approval at the early design stage (prior to seeking tenders). A submission under the Major Facilities Scheme should include sketch drawings, cost plan, funding arrangements and, where appropriate, feasibility study and management arrangements. Competitive tenders must also be obtained by public advertisement, unless otherwise agreed with the Department. A copy of the tenders received, the consultants report and recommendation on tenders and the other specified documentation must be submitted to, and approved by, the Department before formal grant approval and authorisation to accept a tender can be given. Contractors proposed for selection must also have current membership of the CIF Pension/Sick Pay Scheme.
5. Planning permission and Bye-Law approval must be obtained where required. The Department will not be responsible for any costs incurred in this regard.
6. Where proposed construction work exceeds £100,000 building contractors will be required to secure a contract guarantee bond in advance of the award of the contract.

(iv) Contractors, Tax Procedures and Voluntary Labour

1. Grants are not payable in respect of projects being assisted by any other Government funding e.g. FAS, Community Employment, County Enterprise Boards etc.
2. Where the grant is £10,000 or less and where labour is provided on a voluntary basis payment can be made in respect of vouched cost of materials purchased by an organisation for use on the project on receipt of certification from the organisation's architect/engineer that :
 - the materials cost included in the claim have been used on the project
 - the work has been satisfactorily completed

- the work was undertaken on a voluntary basis (no payment)
- no other Government funding was provided

Payment will not be made in respect of materials where the labour element is provided under a Government funded scheme.

3. C2 Certificates/Tax Clearance Certificates will be required in respect of each contractor employed on the grant-aided work and this must be complied with in advance of any contractual commitments being made.

4. For grant approvals up to £5,000 the grantees must confirm that their tax affairs are in order and must supply details of their tax reference number and the tax district dealing with their tax affairs.

In the case of grants of £5,000 or more grantees must possess a current tax clearance certificate.

In the case of a body which has been granted charitable recognition by the Revenue Commissioners the "CHY" number must be supplied.

(v) Commencement of Building Work

1. When all the documentation referred to in paragraphs 2, 3 and 4 above has been submitted and found to be in order, the Department will either formally confirm the grant and/or authorise the acceptance of a tender.
2. An organisation which has been allocated grant-aid should arrange to have the relevant documentation submitted to the Department within three months from the date of grant allocation. Failure to furnish this documentation or to communicate with the Department within a reasonable period following grant allocation may result in the grant being cancelled.

(vi) Insurance, Management and Use of Facility

1. The grantee will be responsible for making satisfactory arrangements for the management and maintenance of the completed facility.

2. The grantee will be required to complete a written undertaking that the facility will be made available to the local community, that the Department's financial interest in the facility will be protected and that the grant will be refunded should the facility cease to operate or a change of use occur.
3. For grant of £40,000 or more it will be necessary to execute a Deed of Trust. This Deed of Trust will provide, inter alia, for a refund of the grant in the event of the centre not continuing to be used for the purpose for which the grant was allocated. Before payment of grant it will be necessary to have the Deed of Trust formally executed or a written undertaking given (subject to the agreement of the Department), by authorised trustees that it will be executed. A copy of the standard Deed of Trust is available from the Department.
4. The grantee will be required to arrange for the provision of adequate insurance cover for the completed facility, against fire and all other insurable risks, with an approved insurance company and to pay all necessary premiums. The insurance will be for such amount as will provide cover for the full re-instatement value of the facility together with a sum for professional fees. It will be necessary for the grantee to maintain satisfactory public liability insurance in respect of users, general public etc.

(v) Grant Payments

1. Grants are payable at a rate of 70% of consultants certificates and or contractors invoices as construction work proceeds. An amount of 5% approximately of the grant may be retained pending consultant's/architect's certification that the project has been satisfactorily completed in all respects.
2. Projects will be subject to visits by Department officials either during construction or on completion.
3. All grant assisted projects must display an acknowledgement sign that they are being assisted by the National Lottery. Application forms to obtain the signs from the National Lottery Company will be forwarded to all grantees.

APPENDIX C

DEPARTMENT OF TOURISM, SPORT AND RECREATION DETAILED TERMS AND CONDITIONS PROPOSED FOR THE NEW SPORTS CAPITAL PROGRAMME

NATIONAL LOTTERY FUNDED

This booklet outlines the detailed terms and conditions of the Sports Capital Programme operated by the Department of Tourism, Sport and Recreation. It should be read in conjunction with the booklet entitled "*Sports Capital Programme - Guidelines for Applicants*".

1. SITE

The site or property where the proposed development is to be undertaken must be owned or held under lease for a term of generally not less than 25 years.

2. LOCAL CONTRIBUTION

A local financial contribution of, at least, 30% will be required. In some cases, applicants may be in a position to access other State/EU funding to make up the balance of the overall cost of the project. In exceptional cases such as these, a minimum local contribution of 10% of the overall cost will be required, which, if applicable, may be reduced to 5% for projects from disadvantaged areas, if deemed appropriate, in the context of projects contributing to overall policy priorities. Proof of local funding should be submitted with the application i.e. recent bank, building society or credit union statement.

3. FEASIBILITY STUDY

Where a new facility is proposed such as a Leisure Complex, Community Centre or Community Hall and the estimated total cost is in excess of £250,000,

it will be necessary to undertake a feasibility study to confirm that the proposed facility will meet the needs of the catchment area. Such a study should clearly identify the demand for the facility, the most suitable site and the appropriate scale and mix of facilities to be provided. The Department will not be responsible for any costs associated with the feasibility study.

4. PLANS, DRAWINGS, TENDERS ETC.

Being up-dated by OPW

5. VOLUNTARY LABOUR, CONTRACTORS AND TAX PROCEDURES

5.1 Projects being assisted by other Government agencies and work schemes e.g. FAS/Community Employment, are eligible for funding. In such cases, certificates will be required to state that labour only is provided. All materials and supplies should be purchased from registered retailers and suppliers.

5.2 Voluntary labour can be used on local projects only. Payment can be made in respect of the vouched cost of materials purchased by an organisation for use on the project on receipt of certification from the organisation's architect/engineer that

- * the material costs included in the claim have been used on the project;
- * the work has been satisfactorily completed;
- * the work was undertaken on a voluntary basis (no payment).

5.3 C2 Certificates/Tax Clearance Certificates will be required in respect of each contractor employed on the grant-aided work and this must be complied with in advance of any contractual commitments being made. The Tax Clearance/C2 Certificate must be maintained for the duration of the contract. It is the Applicant's duty to ensure this. The Department can request details of current

tax clearance at anytime during the contract stage.

5.4 For grant approvals up to £5,000 the grantees must confirm that their tax affairs are in order and must supply details of their tax reference number and the tax district dealing with their tax affairs.

5.5 In the case of grants of £5,000 or more, grantees must have a current tax clearance certificate.

5.6 In the case of a body which has been granted charitable recognition by the Revenue Commissioners, the "CHY" number must be supplied.

6. COMMENCEMENT OF BUILDING WORK

6.1 When all the documentation referred to in paragraphs 1,2, and 3 above has been submitted and found to be in order, the Department will either formally confirm the grant and/or authorise the acceptance of a tender.

6.2 **An organisation which has been allocated grant-aid should arrange to have the relevant documentation referred to above submitted to the Department within three months from the date of grant allocation. Failure to furnish this documentation or to communicate with the Department in that time may result in the grant being cancelled. It will also be the responsibility of the organisation to ensure that the project commences construction stage within one year of the date of the grant allocation. Failure to do so may result in the grant being cancelled.**

7. MANAGEMENT AND USE OF FACILITY

7.1 It is the responsibility of the grantee to make satisfactory arrangements for the management and maintenance of the completed facility.

7.2 The grantee will be required to complete a written undertaking that the facility

will be made available to the local community, that the Department's financial interest in the facility will be protected and that the grant will be refunded should the facility cease to operate or a change of use occur.

8. DEED OF TRUST

For grants over £39,000, it will be necessary to execute a Deed of Trust. This Deed of Trust will provide, inter alia, for a refund of the grant in the event of the facility not continuing to be used for the purpose for which the grant was allocated. Before payment of the grant, it will be necessary to have the Deed of Trust formally executed. A fee of £500 will be charged to the grantee for the services of the Office of the Chief State Solicitor in preparation of the Deed of Trust. A certified copy of the Land Certificate for the Folio on which the organisation's property is registered or a certified copy of the title deeds if the property is on unregistered land along with the name and address of the solicitor acting for your organisation should be submitted with the application.

9. PROFESSIONAL FEES

Contribution to professional fees, other than the fee specified at para. 8 above, may be considered where a grant of £50,000 or more has been allocated.

10. INSURANCE

It is the responsibility of the grantee to arrange for the provision of adequate insurance cover for the completed facility, against fire and all other insurable risks, with an approved insurance company and to pay all necessary premiums. The insurance should be for such amount as will provide cover for the full reinstatement value of the facility together with a sum for professional fees. It will be necessary for the grantee to maintain satisfactory public liability insurance in respect of users, general public etc.

11. GRANT PAYMENTS AND MONITORING PROCEDURES

11.1 Grants are payable at a rate of 70% of consultants certificates and/or contractors invoices as construction work proceeds. An amount of 5% of the grant will be retained pending consultant's/architect's certification that the project has been satisfactorily completed in all respects and evidence is provided that the insurances mentioned above are in place.

11.2 Projects will be subject to visits by Department officials either during construction or on completion.

12. NATIONAL LOTTERY SIGN

All grant assisted projects must display an acknowledgement sign that they are being assisted by the National Lottery. Application forms to obtain the signs from the National Lottery Company will be forwarded to all grantees.

13. APPLICATION FORMS

Application Forms and Guidelines for Applicants are available from:

**Department of Tourism, Sport and Recreation,
Sports Section,
Frederick Buildings,
South Frederick Street,
Dublin 2.**

Phone: (01) 6621444, Lo-Call 1-890-383000

APPENDIX D

Recognised National Governing Bodies of Sport

Association for Adventure Sports
Badminton Union of Ireland
Baton Twirling Association of Ireland
Bol Chumann na hEireann
Bord Luthchleas na hEireann
Bowling League of Ireland
Cerebral Palsy Ireland
Comhairle Liathroid Laimhe
Croquet Association of Ireland
Cumman Camogiochta na nGael
Cumman Luthchleas Gael
Equestrian Federation of Ireland
Federation of Irish Cyclists
Football Association of Ireland
Golfing Union of Ireland
Horseshoe Pitchers of Ireland
Irish Amateur Archery Association
Irish Amateur Boxing Association
Irish Amateur Gymnastics Association
Irish Amateur Rowing Union
Irish Amateur Swimming Association
Irish Amateur Weightlifting Association
Irish Amateur Wrestling Association
Irish Amateur Fencing Federation
Irish Baseball & Softball Association
Irish Basketball Association
Irish Blind Sports Association
Irish Canoe Union
Irish Clay Pidgeon Shooting Association
Irish Cricket Union
Irish Deaf Sports Association
Irish Federation of Sea Anglers
Irish Hanggliding Association

Irish Hockey Union
Irish Judo Association
Irish Ladies Hockey Union
Irish Olympic Handball Association
Irish Orienteering Association
Irish Rugby Football Union
Irish Sailing Association
Irish Schools' Athletic Association
Irish Schools' Swimming Association
Irish Sports Acrobatics Federation
Irish Squash
Irish Surfing Association
Irish Table Tennis Association
Irish Ten Pin Bowling Association
Irish Triathlon Association
Irish Tug of War Association
Irish Underwater Council
Irish Water Polo Association
Irish Water Ski Federation
Irish Wheelchair Association
Irish Windsurfing Association
Irish Women's Cricket Union
Irish Ladies Golf Union
Ladies Gaelic Football Association
Motor Cycle Union of Ireland
Mountaineering Council of Ireland
National Rifle & Pistol Association of Ireland
National Community Games
National Course Fishing Federation of Ireland
N.A.C.A.I.
Parachute Association of Ireland
Pitch and Putt Association
Racquetball Assoc. of Ireland

Republic of Ireland Netball Association

Rep. of Ire. Billiards & Snooker Association

Royal Irish Automobile Club

Special Olympics Ireland

Speleological Union of Ireland Tennis Ireland

Trout Anglers Federation of Ireland

Volleyball Association of Ireland

APPENDIX E

Young People's Facilities and Services Fund

1. The Government has committed £30m over three years to the establishment of the *Young People's Facilities and Services Fund*. The purpose of the Fund is to develop youth facilities, including sport and recreational facilities, and services in disadvantaged areas where a significant drug problem exists or has the potential to develop, with a view to attracting young people in those areas, at risk of becoming involved in drugs, into more healthy and productive pursuits.
2. Of the Exchequer contribution of £30 million committed to the Fund over the period 1998 - 2000, to support a variety of capital and non-capital projects, £20 million is being targeted at the Local Drugs Task Force areas.
3. The Cabinet Committee on Social Inclusion and Drugs approved guidelines for the administration of the £20 million funding reserved for the Task Force areas. Development Groups comprising representatives from the Local Drugs Task Force, the Local Authority and VEC have been set up in each of the 13 areas to develop local integrated facilities and services plans. Plans have now been submitted to an Assessment Committee, chaired by the Department of Tourism, Sport and Recreation, which has been set up to evaluate proposals under the Fund and make recommendations to the Cabinet Committee. It is expected that recommendations for funding will be submitted to the Cabinet Committee early in 1999.

Allocation of the Remaining £10m

4. The remaining £10m has been allocated by the Cabinet Committee on Social Inclusion and Drugs to support strategies and projects aimed at young people and children at risk, including those at risk of drug misuse in major urban centres.
5. The Taoiseach, on announcing the Young People At Risk Programme in January, appointed Frank Fahey, T.D., to be Minister of State at the Departments of Education and Science, Justice, Equality and Law Reform, in addition to Health and Children to underline the importance of a co-ordinated approach in this area. Accordingly, up to £7.2m of the £10m has been allocated to Minister of State Fahey to support a range of pilot projects for children

and young people at risk in disadvantaged areas in Dublin and around the country including Gallanstown /Cherry Orchard, Kildare (Naas), Limerick (Southill), Tipperary (Thurles), Dundalk (Muirhevnamor), Navan, Letterkenny, Waterford, Cork (Mahon) and Galway (Ballybane, Ragoon). The objective of the pilot projects is to prevent at risk children/young people from engaging in various forms of anti-social behaviour by providing a pro-active, inter-agency response to support these young people and their families.

6. The remaining funding is being targeted at areas outside the Task Force areas where a serious drug problem exists. The primary focus initially is on the major urban areas of Galway, Limerick, South Cork City and Waterford. The VEC, in these areas, have been asked to take the lead in preparing strategies that meet the objectives of the Young People's Facilities and Services Fund, in consultation with community/voluntary groups and other State initiatives in the areas. These initiatives will include the Grant Scheme for Special Projects to Assist Disadvantaged Youth, the Community Development Programme and the Social Integration Project for Young involved, or likely to become involved, in Crime.

7. The Cabinet Committee, in recognising that there are other large urban areas where a serious drug problem exists or has the potential to develop, has ear-marked up to £0.5m for projects emerging from such areas. The VECs are also being asked to consult with community/voluntary groups and other State initiatives, with a view to identifying proposals for these areas.

8. All strategies and proposals identified by the VECs will be submitted to the Assessment Committee, chaired by the Department of Tourism, Sport and Recreation, which will make recommendations to the Cabinet Committee in relation to funding.

9. In addition, a further £0.5m is being allocated to assist voluntary organisations with a national or regional remit which have the capacity to deliver targeted education/prevention initiatives on a global basis or to communities of interest, e.g. homeless or travellers. The Assessment Committee invited proposals from these organisations by 30 October last and a detailed assessment has been undertaken on a total of 55 applications received. Recommendations have been made to the Cabinet Committee on Social Inclusion in relation to the applications and a decision on the funding of specific projects is imminent.

