

A performance overview of sport in Scotland



Prepared for the Auditor General for Scotland
April 2008

Auditor General for Scotland

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Summary

Not enough people are taking part in sport and the quality of sports facilities need to improve. Staging the 2014 Commonwealth games provides a good opportunity to promote sport and benefit Scotland.

Background

1. Sport can benefit everyone living in Scotland. It provides exercise, contributes to good health, and can help develop skills and self-esteem. It can help foster community spirit through clubs and local teams. The performances of top sports people can foster national pride and may help to generate economic benefits. Sport also contributes to Scotland's tourism industry. Events such as the Commonwealth Games and championship golf tournaments draw tourists to Scotland and raise Scotland's profile on the world stage.

2. Public bodies in Scotland have spent on average over £558 million per year on sport. Most of the money was used to provide and maintain facilities and to deliver programmes to encourage participation and support individual athletes. Additional money was also spent on sport-related projects designed to contribute to a range of non-sport policy objectives in education, health, transport and tourism ([Appendix 1, page 26](#)).

3. A number of sport strategy documents have been published in recent years, all of which promote:

- opportunities for participation
- social inclusion through sport
- excellence in sporting achievement.¹

4. In addition, the *Scottish Budget Spending Review 2007* set the goal of "creating a legacy through major events such as Olympic and Paralympic Games and Commonwealth Games."

5. In November 2007, Glasgow won its bid to host the 2014 Commonwealth Games (the Games). The Scottish Government views the Games as an opportunity to:

- showcase Scotland on the international stage
- increase Scotland's sporting achievements
- improve facilities and sports venues
- inspire long-term change in Scotland.²

6. The Scottish Parliament's Health and Sport Committee is currently undertaking an inquiry called Pathways into Sport that addresses participation and excellence in sport. Its report is expected in summer 2008.

About our study

7. This report examines how sport is organised and funded to deliver national sport policy objectives and considers how well Scotland is performing against those objectives. It also looks at the funding implications of Glasgow's successful bid to host the Games.

8. The report is in four parts:

- the organisation of sport in Scotland
- sport funding
- preparations for the Commonwealth Games
- performance against national targets.

9. We reviewed documents and analysed published information such as annual accounts and reports, spending review papers, performance monitoring data, evaluation evidence and wider sport-related research papers. We also interviewed Scottish Government officials, sportscotland staff and a sample of representatives from sports organisations in Scotland.

10. A study of council leisure services is proposed in Audit Scotland's work programme. This study will be done on behalf of the Accounts Commission and will build on the findings of this report.³

Key messages

- Public services in Scotland spend more than £558 million a year on sport. Councils are responsible for around 90 per cent of this (£511 million); sportscotland spends around £26 million; and sport has received an average of £21 million each year over the last three years from lottery funding, although this source of funding is declining.
- Sport can make a significant contribution to the Scottish Government's strategic objectives and its national outcomes. It is important in areas such as helping us to live healthier lives, reducing childhood obesity, improving well-being and building supportive communities. In addition, the Commonwealth Games in 2014 offer a major opportunity to attract visitors and investment to Scotland.
- The provision of sports facilities and other services is currently fragmented, with no clear links between the Scottish Government's national strategy for sport and councils' investment of money in facilities and services across Scotland. The development of an outcomes-based approach to performance management provides an opportunity to clarify the links between national and local strategies, and ensure that they are aligned.

¹ *Sport 21 2003-2007: The National Strategy for Sport*, sportscotland; 2003, *Reaching Higher: Building on the Success of Sport 21*, Scottish Executive, 2007; *Scottish Budget Spending Review*, Scottish Government, 2007.

² *Scottish Parliament Official Report*, Scottish Parliament, 9 January 2008.

³ *Audit Scotland Programme of Performance Audits 2007/08*, Audit Scotland, 2007.

- A national audit of sports facilities in 2006 identified that investment of around £110 million a year is needed for the next 25 years to bring them up to an acceptable standard. While some steps have been taken to adopt a strategic approach to facility planning, there is no associated strategy for nationwide investment.
- Significant amounts of national funding have been targeted at two priorities: increasing participation in sport, and developing Scotland's elite athletes. Performance in these areas is mixed. Targets for young people's participation are not being met, while adult participation is declining. Performance is better against the targets for elite athlete performance, which will be important for success at the Commonwealth Games.
- Arrangements to deliver the 2014 Commonwealth Games are still being developed. These will be critical in ensuring the success of the Games and safeguarding the large sums of public money that will be invested.
- it takes forward discussions on a Scotland-wide approach to sports facility planning and investment
- the significant risks associated with staging any major sporting or cultural events are properly managed in relation to the 2014 Commonwealth Games.

Recommendations

The Scottish Government should ensure that:

- in its discussions with local government the contribution of sport to achieving national outcomes is recognised
- improved data on sport are used to guide and evaluate progress towards outcomes that meet national and local priorities

Part 1. The organisation of sport in Scotland

Scotland has a national strategy for sport, but there are no clear links between local and national strategies.

Key message

- A range of national and local bodies are involved in providing sports facilities and opportunities in Scotland. Achieving the government's strategic objectives for sport requires national and local bodies to work together but progress has been mixed. The development of an outcomes-based approach to managing performance may provide an opportunity to improve the links.

The Scottish Government sets sports policy and strategy

11. The Minister for Communities and Sport is responsible for national sport policy which is developed on his behalf by the Scottish Government Public Health and Well-Being Directorate.

12. The Directorate sponsors sportscotland – the national sport development body – which is responsible for:

- working with others to ensure there are opportunities to participate in sport, and for individuals to perform at the highest level
- distributing government and lottery funding to councils and sporting bodies
- providing expert advice and support services to sport throughout Scotland
- representing Scottish sport interests in key working groups and committees.

13. In January 2008, Scottish ministers announced plans to merge sportscotland with the Scottish Institute of Sport and to decentralise

functions. The Scottish Institute of Sport has responsibilities for promoting excellence in sporting achievement, in partnership with a network of six Area Institutes of Sport.⁴ They provide training and development for high-performing athletes, with a focus on achieving success in international competitions such as the Commonwealth and Olympic Games. The Institute currently operates as a wholly owned subsidiary of sportscotland but will form part of sportscotland when the merger is complete.

14. sportscotland has three national centres at Inverclyde, Cumbrae and Glenmore which are operated through a trust company. The centres provide services to develop the skills of instructors, coaches and national squads and also offer a range of courses for individuals, clubs and schools.

15. sportscotland can influence local sports services by:

- directing funding towards projects which directly support national priorities
- participating in working groups and committees, along with partners from councils and sports bodies, to provide information and advice to help inform local decisions
- providing guidance on good practice to enable councils and sports bodies to develop sports strategies, improve facilities and increase levels of participation.

A range of organisations are involved in delivering sport in Scotland

16. A range of organisations including councils, sport governing bodies (SGBs), other representative bodies and sports clubs provide sports facilities and services in Scotland ([Exhibit 1](#)):

- Councils have a statutory duty to provide sporting facilities for their local population.⁵ This requires them to determine local needs and take account of national objectives. They provide indoor and outdoor facilities such as sport and leisure centres, swimming pools and playing fields, including both school and community provision. By February 2008, 18 councils had established not-for-profit trusts to deliver sports services on their behalf under contract. Trusts are independent of councils and are run by boards of trustees.
- SGBs promote and develop individual sports. There are over 70 recognised SGBs in Scotland, representing over 50 different sports. They provide services for players and coaches as well as organising events and competitions at all levels. SGBs are accountable to their members and are independent of national and local government.
- Representative bodies range from the Scottish Sports Association which represents SGBs, through to SpoRTA (Sports and Recreational Trusts Association) which represents council cultural and leisure trusts, and VOCAL (Voice of Chief Officers of Cultural, Community and Leisure Services in Scotland) which represents council leisure service directors.
- There are an estimated 13,000 sports clubs in Scotland, covering 80 different sports. They are largely voluntary organisations which SGBs and councils support by providing training, club development and accreditation programmes. Clubs generally rely on membership fees for funding, although this may be supplemented by other sources such as council or lottery grants.

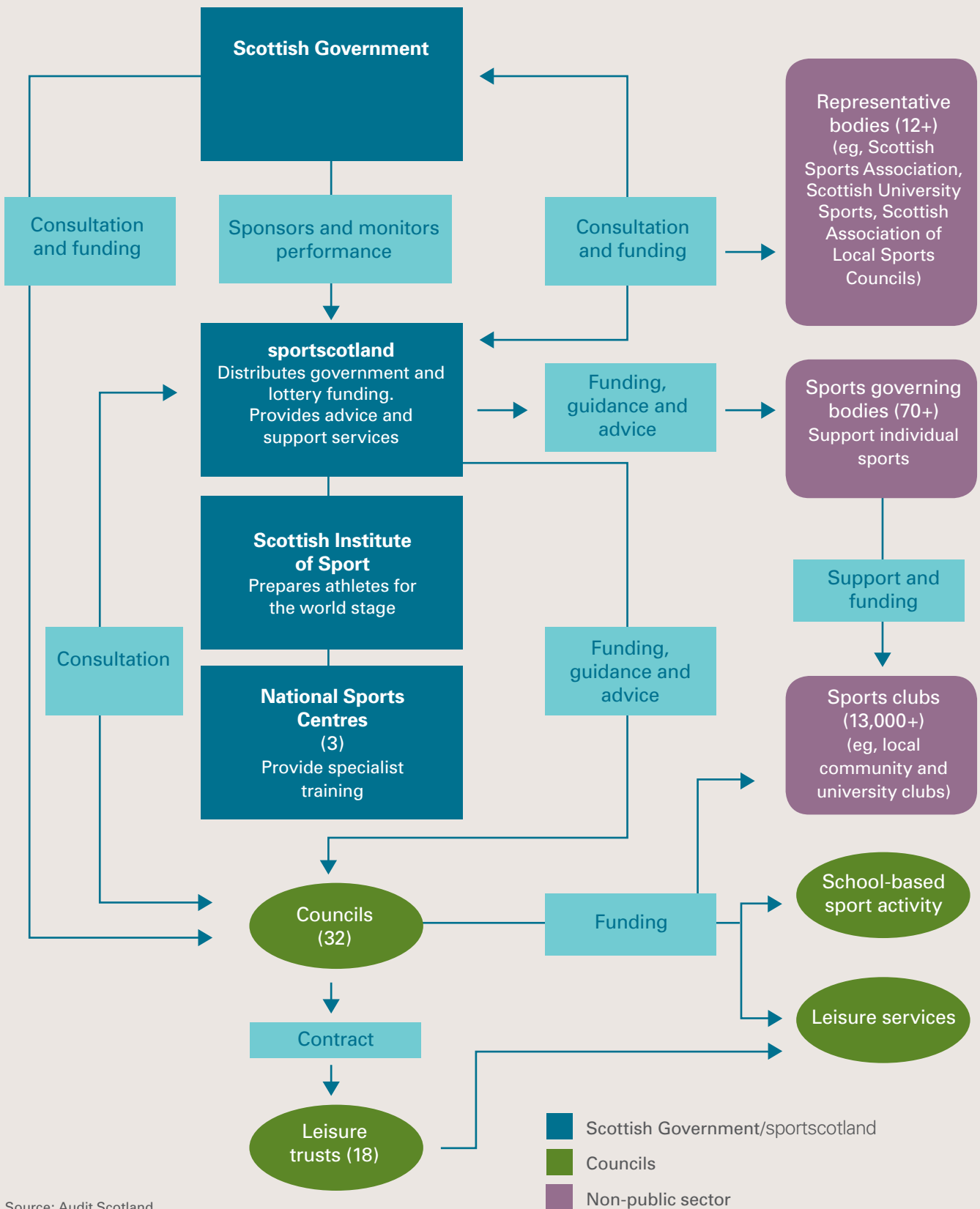
⁴ The Area Institutes of Sport are partnerships of local agencies involved in the development of performance sport, such as local councils, sport governing bodies and universities, along with sportscotland and the Scottish Institute of Sport. They are not single-site centres but provide networks of people, facilities and services in six areas – Central Scotland, East of Scotland, Grampian, Highland, Tayside and Fife, and West of Scotland.

⁵ *The Local Government (Scotland) Act 1982* sets out councils' responsibility to "ensure that there is an adequate provision of facilities for the inhabitants in their area for recreational, sporting, cultural and social activities". Adequate is not defined in statute but councils' responsibilities are set out in guidance issued to councils in 2003 – *Implementation of the National Cultural Strategy, Guidance for Scottish Local Authorities*, COSLA and Scottish Executive, March 2003.

Exhibit 1

Organisations involved with sport in Scotland

A variety of public, private and third-sector organisations deliver sport in Scotland.



Source: Audit Scotland

Progress in linking national and local sport objectives has been mixed

17. In 2003, the national strategy for sport, *Sport 21*, introduced a target that “by 2007, every local authority’s community planning process (should) have contributed to the targets of Sport 21 2003-2007.” This replaced an earlier target that, “every local authority in Scotland needs to have published a strategic plan for sport and recreation by 31 December 1999.”⁶ These targets were not supported by any action, and a survey carried out early in 2005 by sportscotland found little mention of sport in community plans. Subsequently, *Reaching Higher* – the 2007 strategy – required councils to develop effective plans under community planning to increase sport participation among target groups, and to support player development.⁷

18. By November 2007, half of the councils had publicly available sport strategies – either stand-alone documents or as part of their community plans. These strategies generally referred to the national objectives for increasing participation and improving performance. Four strategies included performance measures that aligned with the national measures.

The development of an outcomes based approach provides an opportunity to improve the link

19. The Scottish Government is developing a new approach to performance management, based on outcomes. The concordat agreed between local and national government includes a range of high-level outcomes and indicators related to the Scottish Government’s strategic objectives.⁸ This provides an opportunity to improve the link

between national sport policy and local delivery, taking account of both national and local priorities and circumstances. Sport has the potential to make a contribution to several of the national outcomes. The introduction of Single Outcome Agreements between the Scottish Government and individual councils enables councils to set out how their plans contribute to those outcomes and meet the needs of their local communities. Sport is important in areas such as helping us to live healthier lives, reducing childhood obesity, improving individual well-being and building supportive communities. In addition, major golf events and the Commonwealth Games in 2014 offer a major opportunity to attract visitors and investment to Scotland.

6 *Sport 21: The National Strategy for Sport*, sportscotland, 1998.

7 *Reaching Higher: Building on the Success of Sport 21 (Part 6)*, Scottish Executive, 2007.

8 *Single Outcome Agreement Guidance, Format and Indicators for Scottish Local Government*, The Scottish Government, COSLA, et al, 2008.

Part 2. Sport funding

Public bodies spend more than £558 million a year on sport.

Key messages

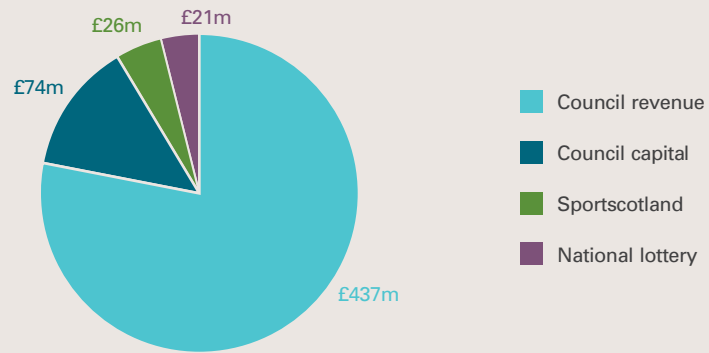
- Public services in Scotland spend more than £558 million a year on sport. Councils are responsible for around 90 per cent of this (£511 million); sportscotland spends around £26 million; and sport has received an average of £21 million each year over the last three years from lottery funding, although this source of funding is declining.
- The overall quality of sports facilities needs to improve to meet current standards. A national audit of sports facilities in 2006 identified that investment of around £110 million a year is needed each year for the next 25 years to bring them up to an acceptable standard. There is no nationwide investment.

The public sector spends more than £558 million on sport each year

20. The annual level of public expenditure on sport averaged £558 million over the three-year period 2004/05 to 2006/07. On average, councils have spent around £511 million (revenue £437 million and capital £74 million) each year on local sports facilities, parks, open spaces and sports activities; sportscotland’s annual spend is around £26 million; and sport has received an average £21 million each year from lottery funding (Exhibit 2). Annual lottery funding is reducing over time.

Exhibit 2

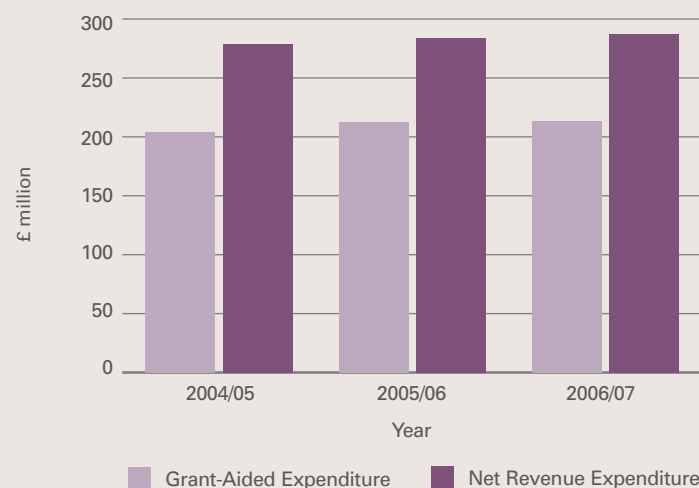
Average public sector expenditure on sport 2004/05 to 2006/07
Councils are responsible for around 90 per cent of total public expenditure on sport.



Source: *Scottish Local Government Financial Statistics*, Scottish Government, 2008; *Scottish Budget Spending Review 2007*, Scottish Government; *sportscotland Annual Reports, 2004/05-2006/07*

Exhibit 3

Councils’ net expenditure on sport compared to indicative GAE
Over the period 2004/05 to 2006/07, council net revenue expenditure on sport exceeded indicative Grant-Aided Expenditure levels.



Source: *Scottish Local Government Financial Statistics*, Scottish Government, 2008; *Scottish Budget Spending Review 2007*, Scottish Government, 2007

Spending on sport varies among councils

21. The Scottish Government allocates funds to councils using an agreed formula known as Grant-Aided Expenditure (GAE). The GAE formula is not an allocation or a grant itself but is a method of calculating each council's indicative spend on each of its services based on its population's needs. The formula is based on factors such as demographics and levels of deprivation of the resident population. The actual funding allocation is made through a block revenue support grant, which is used along with revenue from council tax and local charges to provide council services. Councils have the discretion to set their local service budgets at different levels than the indicative levels in the GAE to reflect local priorities, and most councils choose to do this.

22. The GAE formula identifies two leisure and recreation services related to sport – sports facilities, and parks and open spaces.⁹ Between 2004 and 2007, overall council spending on these services (after deducting any user charges) consistently exceeded GAE allocations (Exhibit 3). In 2006/07, 28 councils spent more than their GAE allocation and four councils spent less (Argyll & Bute, City of Edinburgh, Eilean Siar and Highland).

23. The level of spend on these services per head of population by councils varies widely (Exhibit 4). Glasgow City, West Dunbartonshire and East Lothian councils had the highest levels of net revenue spend per head of population in 2006/07.

24. The range of sport facilities available in each council area varies by type, age and condition. It is not possible to identify from the available information whether higher expenditure is associated with better quality provision or higher customer satisfaction.

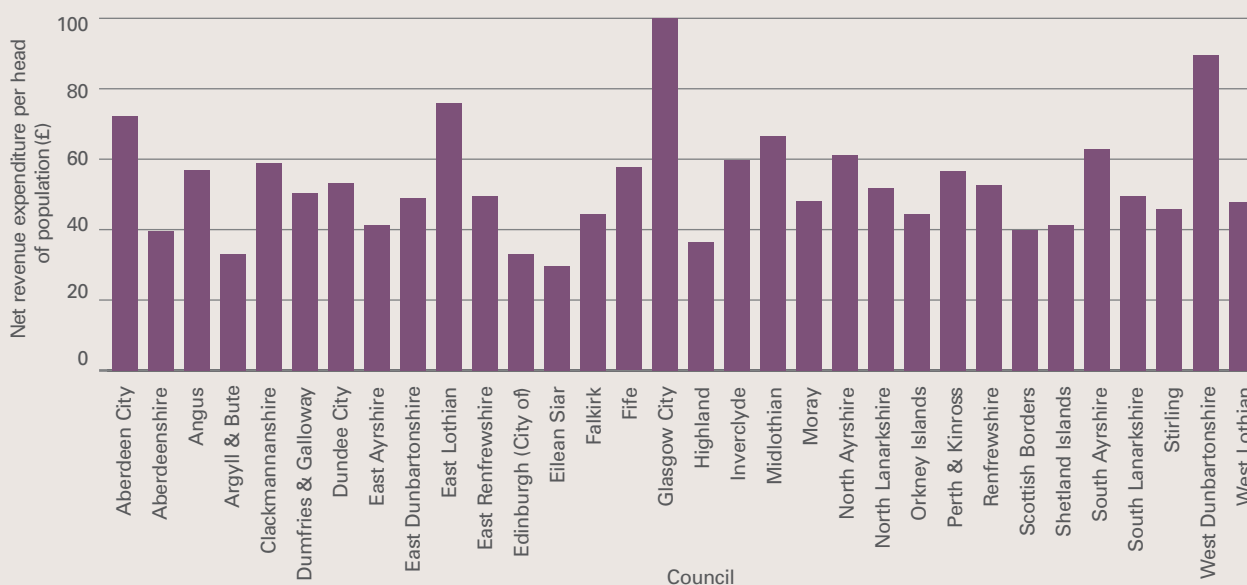
sportscotland has targeted its expenditure on young people and athlete performance

25. Over the period 2003/04 to 2006/07, sportscotland adopted the priorities of *Sport 21* – widening opportunities, developing potential and achieving excellence. Its expenditure in these areas in 2006/07 totalled £18.2 million: £11.5 million on widening opportunities, £6.6 million on developing potential and £0.1 million on achieving excellence.¹⁰

Exhibit 4

Net revenue spend on sports facilities, parks and open spaces per head of population by council

In 2006/07, spend on sport varied among councils.



Note: Expenditure after deduction of user charges

Source: *Scottish Local Government Financial Statistics*, Scottish Government, 2008

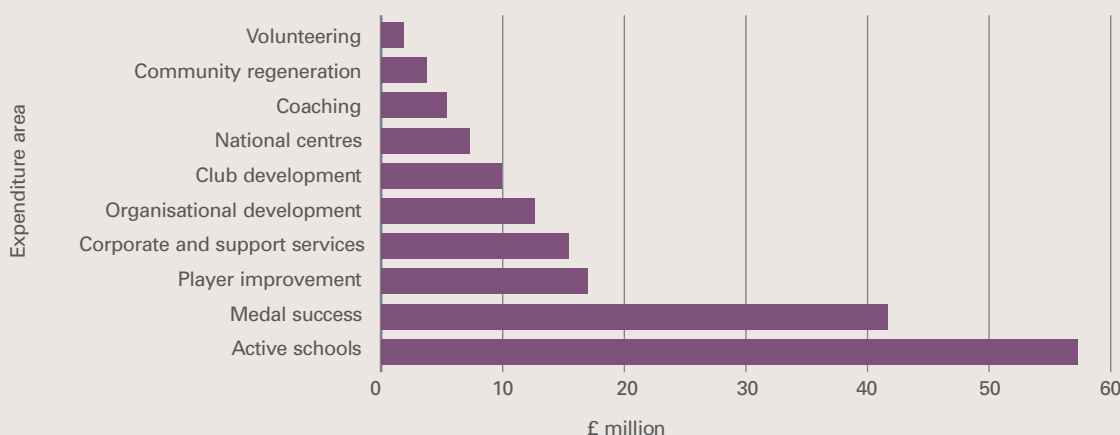
⁹ The formula also identifies a category called 'Remainder of leisure and recreation' that covers both sport and non-sport leisure and recreation services such as sport development, entertainment and theatre.

¹⁰ *sportscotland Annual Accounts 2006/07*, sportscotland, 2007.

Exhibit 5

sportscotland's expenditure 2003/04 to 2006/07

Over the period 2003/04 to 2006/07, sportscotland has concentrated funding on active schools and medal success.



Source: sportscotland Annual Reports 2003/04 to 2006/07

26. Within the *Sport 21* priorities, sportscotland combines sportscotland and lottery expenditure in ten areas. Over half of this funding goes to two programmes:

- Active schools is part of the 'widening opportunities' priority and aims to improve sports participation among school-children (£57.3 million 2003-07).
- Medal success is part of the 'achieving excellence' priority and aims to help Scottish athletes be successful in international competitions (£41.6 million 2003-07) (Exhibit 5).

27. sportscotland's corporate plan for 2007-11 identifies that it will continue to invest most of its resources in these two areas, with planned investment in 2007/08 of £12 million and £10.3 million respectively.

Lottery funding is reducing

28. The National Lottery provides two sources of funds for sport in Scotland – annual lottery funds and awards from the Big Lottery Fund:

- sportscotland distributes national lottery funds for sport. Over the period 2003/04 to 2006/07, £98 million of lottery funds was distributed to three strategic areas: widening opportunities (£29 million); developing potential (£32 million); and achieving excellence (£37 million).¹¹ In 2003/04, total funding was £25 million, reducing to £18.5 million in 2006/07. This trend is expected to continue, reaching £12.6 million by 2010/11 as a result of falling lottery ticket sales and the allocation of lottery funding to support the London Olympic and Paralympic Games in 2012.^{12,13}

- The Big Lottery Fund is the lottery distributor with responsibility for distributing grants for health, education and environmental projects.¹⁴ In 2002, it established a one-off, short-term sport programme – New Opportunities for Physical Education and Sports in Schools. Over the four-year period 2003/04 to 2006/07, Scottish councils received £87 million in funds – £35 million for sport activities programmes and £52 million for facilities.

The Scottish Government also directs funding to sports-related activities linked to other policy objectives

29. In addition to grants to sportscotland, the Scottish Government spends money on other sport-related programmes. Some of this expenditure is part of mainstream activity such as the provision of physical

¹¹ *National Lottery investment and Scottish Sport: An assessment of past performance and future potential*, sportscotland, 2006.

¹² *Health and Sport Committee Report*, 21 November 2007.

¹³ *sportscotland Lottery Strategy 2007-2011*, sportscotland, 2007.

¹⁴ The Big Lottery Fund is the joint operating name of the New Opportunities Fund and the National Lottery Charities Board.

education in schools. In other cases, individual sports projects are funded to address specific policy objectives. The total value of these projects is difficult to quantify as they are not separately identified as sports projects, although we were able to identify a range of projects across a number of policy areas (Appendix 1, page 26). These include, for example, a £4 million football programme operated by the Justice Directorate as part of initiatives to cut youth crime and annual funding of £400,000 to Cycling Scotland from the Transport Directorate.

Despite significant investment in recent years, many indoor sports facilities need upgrading

Good quality sports facilities are important to the delivery of national sport objectives

30. The availability, accessibility and quality of sports facilities have an important influence on whether people take part in sport; which sports they enjoy; how often they participate; and how well they perform.¹⁵

31. Scotland has over 11,000 sport facilities (Exhibit 6).¹⁶ Councils provide two-thirds of these, with sports clubs and other private sector organisations providing the rest.¹⁷

Councils have invested significant funds in sports facilities

32. Councils invest significant resources to provide new or replacement swimming pools, sports halls and outdoor pitches and to upgrade existing facilities. Between 2002 and 2007, councils invested £385 million of capital expenditure on recreation, sports and parks, although there is no published record of how much was spent by each council or the individual improvements it delivered.¹⁸ Councils also provide sporting facilities as an integral part of their schools estate. Capital expenditure on school facilities is included in council expenditure on education services and cannot be identified separately.

sportscotland has also committed over £120 million to sports facilities

33. sportscotland also part-funds individual capital projects for community use as well as facilities for

high-performing athletes.¹⁹ Funding is available for up to 50 per cent of the costs of a project, subject to certain limits. Between 2001 and 2007, sportscotland distributed almost £67 million of funds to councils, sport governing bodies and other bodies such as sports clubs under its Sports Facilities Programme and its Building for Sport Programme.^{20, 21}

Progress in developing multi-sport facilities is slower than expected

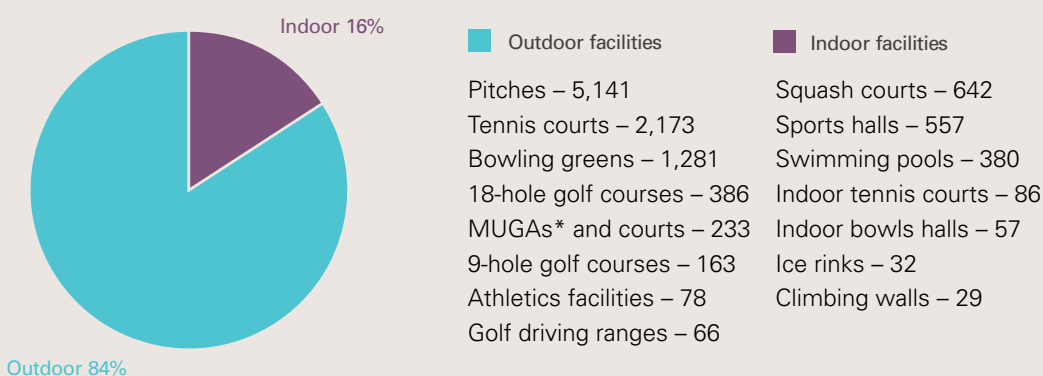
34. The National and Regional Sports Facilities Strategy (NRSFS), administered by sportscotland, provides Scottish Government and national lottery funds to improve sports facilities. It was introduced in 2003 to encourage councils and others to invest in major multi-sport developments across the country. It contributes up to 30 per cent of the total cost of projects which meet pre-set criteria.

35. By 2004, £48.5 million had been committed towards ten projects with a total cost of £230 million. These included regional indoor training

Exhibit 6

Scotland's sports facilities 2006

Over four-fifths of Scotland's sports facilities are outdoor facilities.



Outdoor 84%

* Multi-Use Games Areas

Source: Audit of Scotland's Sport Facilities, sportscotland, 2006

15 *Reaching Higher*, Scottish Executive, 2007.

16 *National Audit of Scotland's Sports Facilities Summary Report*, sportscotland, 2006.

17 When squash courts are excluded, councils provide around three-quarters of indoor sports facilities.

18 *Scottish Local Government Finance Statistics, Table 4B, Detailed analysis of capital account 2001/02 to 2006/07*, Scottish Government, 2008.

19 Such as the National Badminton Academy in Glasgow, the National Swimming Academy in Stirling and the National Indoor Cricket Centre in Edinburgh

20 *sportscotland National Lottery Strategy: Our plans for the distribution of lottery funding for Scottish sport 2007-2011*, sportscotland, 2007.

21 *sportscotland National Lottery Investment and Scottish Sport: An assessment of past performance and future potential*, sportscotland, 2006.

facilities, two municipal stadia, a national indoor sports arena and other national and regional facilities. As at March 2008, additional money is estimated to be required for four of the original ten projects, two of the original projects have been withdrawn and two new projects have been introduced. These changes have resulted in a reduction of £1.5 million in the estimated national commitment to the NRSFS strategy (£48.5 million to £47 million).

36. By March 2008, four of the remaining eight original NRSFS projects were on schedule to be completed within their estimated project completion date, a further three were behind schedule and one had yet to be started with no estimated completion date ([Exhibit 7](#)).

Despite this investment sports facilities still need substantial upgrading

37. An audit commissioned by sportscotland in 2006 found many examples of high-quality indoor facilities throughout Scotland. But it also found that almost half of all indoor facilities were constructed in the 1970s and 1980s, and that many of them were built to design specifications and construction standards which are no longer considered acceptable.

38. The report estimated the cost of upgrading and maintaining Scotland's sports facilities (excluding routine maintenance) was around £110 million each year over the following 25 years. It identified a likely gap between the money needed and that available, but did not quantify the scale of the funding shortfall.²²

39. The report highlighted the need for a nationwide strategic approach to facility planning and investment including the development of local

facility strategies and coordination of investment strategies to support local facility development.

40. In 2007, sportscotland revised its Building for Sport funding criteria to take the report's findings into account and *Reaching Higher*, the national strategy for sport, identifies the need for councils to develop a strategic approach to the provision of facilities in line with community plans, operational plans and school estate management plans. No action has been taken to address coordination of investment strategies.

Exhibit 7**Progress of national and regional sports facilities projects**

By March 2008, four of the original ten projects were on schedule to meet target completion dates.

NRSFS Projects	Facilities to be delivered	Partners	Estimated national investment at bid stage (£ million)	Estimated national investment at March 2008 (£ million)	Estimated completion date at funding approval stage	Estimated completion date at March 2008
Chris Anderson Stadium, Linksfield	Indoor athletics training facility, indoor football facility and sports hall	Aberdeen City Council University of Aberdeen	5	7	2009	May 2009
Scotstoun Stadium	Municipal stadium and indoor athletics training area	Glasgow City Council	4.5	4.5	2009	July 2009
Toryglen	Indoor football facility and outdoor pitches	Glasgow City Council	3	3	2008	Dec 2008
Ravenscraig	Indoor athletics training facility, indoor football pitch, sports hall and outdoor pitches	North Lanarkshire Council	5	7	2009	Aug 2009
National Indoor Sports Arena	National indoor sports arena, indoor athletics training facility, and sports hall	Glasgow City Council	9.5	13.5	2010	Oct 2011
Forthbank Stadium	Curling Academy and sports hall, swimming pool and hockey pitch	Stirling Council	2	2	2008	Feb 2009
Royal Commonwealth Pool	Upgrade to provide a 50m, 8-lane pool and international diving pool	City of Edinburgh Council	4	5	2010	Apr 2011
Westfield Stadium	Regional indoor football facility	Falkirk Council	3	3	2008	None
Sighthill Park	Municipal stadium (6,000 seats), indoor athletics training facility, sports hall, gymnastics facility	City of Edinburgh Council	6.5		2011	Application Withdrawn
Hunters Hall	Indoor football facility and indoor velodrome	City of Edinburgh Council	6		2009	Application Withdrawn
Subtotal			48.5	45		
New Projects						
Edinburgh International Climbing Arena	Part completion of Arena	City of Edinburgh Council		1	2006	Completed
Outdoor Canoeing Centre Fort William	Canoe Centre	Highland Council		1	2009	2009
Total			48.5	47		

Source: sportscotland

Part 3. Preparations for the Commonwealth Games

Arrangements to deliver the 2014 Commonwealth Games are at an early stage. The associated risks will need careful management.

Key messages

- The estimated cost of hosting the Games is £373 million, with the public sector committing £298 million.
- There are significant risks associated with staging major events. Arrangements to deliver the Games are at an early stage of development. These arrangements will be critical in ensuring the success of the Games and safeguarding the large sums of public money that will be invested. The parties involved in preparing for the Games need to work together to reduce risks as soon as possible.

The public sector has committed £298 million to the cost of staging the Games

41. On 9 November 2007, the Commonwealth Games Federation chose Glasgow as the host city for the 2014 Commonwealth Games (the Games). The Games will take place from 23 July to 3 August 2014, giving the organisations involved in delivering the Games a fixed deadline.

42. Two new bodies have been set up. Glasgow 2014 Ltd, a company limited by guarantee operates as the organising committee and will fund specific facilities and stage the games. Its board will include representatives from the Scottish Government, Glasgow City Council, the Commonwealth Games Council of Scotland, the Commonwealth Games Federation and an athlete representative. It is overseen by the Glasgow 2014 Strategic Group, comprising representatives from the Scottish Government, Glasgow City Council and the Commonwealth Games Council for Scotland. The Strategic Group will play a leading role in progress monitoring and risk management.

43. The cost of staging the Games is estimated at £373 million.²³ This comprises running costs of

Exhibit 8

Estimated expenditure on the 2014 Commonwealth Games

The estimated cost to host the Commonwealth Games is £373 million.

	£m	£m	%	%
Expenditure				
Capital investment	67		18	
Running costs	306		82	
Total		373	100	
Funded by				
Scottish Government	238		64	
Glasgow City Council	60		16	
Subtotal		298		80
Commonwealth Games Federation	31		8	
Local sponsorship	23		6	
Ticket sales	19		5	
Merchandising	2		1	
Subtotal		75		20
Total	373	373	100	100

Note: The total spend of £373 million includes a contingency provision for increase in costs of £40.5 million.

Source: The Scottish Parliament Finance Committee, January 2008

£306 million, and capital investment of £67 million to improve existing sports venues and develop some elements of the Games village and the transport infrastructure. Scottish ministers and the City of Glasgow Council have underwritten the cost of preparing for and hosting the Games, including any shortfall between costs and income. The expected public sector commitment is £298 million, with the Scottish Government providing 80 per cent and Glasgow City Council 20 per cent. The remaining £75 million is to be funded from the Commonwealth Games Federation, local sponsorship, ticket sales and merchandising (Exhibit 8).

44. The Scottish Government plans to invest £28 million in the period

2008/09 to 2010/11 and the remaining £210 million in the period 2011/12 to 2013/14.²⁴

Arrangements to deliver the Games are still being developed

45. The development of detailed plans and arrangements needed to deliver the Games, including the appointment of key personnel and the establishment of governance and accountability arrangements, are at an early stage. By February 2008, the chair of Glasgow 2014 Ltd was in place and the appointment of the chief executive, senior staff and board members was under way. A full board is expected to be in place by summer 2008.

²³ *Scrutiny of Financial Memorandum - Glasgow Commonwealth Games Bill*, The Scottish Parliament Finance Committee, January 2008.

²⁴ *Scottish Budget Spending Review*, Scottish Government, 2007.

46. The Glasgow 2014 Strategic Group has divided the work of Glasgow 2014 Ltd into two periods:

- 2007-11 planning moving into implementation – with a focus on establishing the structure and operation of Glasgow 2014 Ltd; refining the planning assumptions contained within the Games’ submission bid; developing a rolling business plan which will be sanctioned by the Glasgow 2014 Strategic Group; establishing working relationships with partners who will be involved in the six years leading up to the Games.
- 2011-14 implementation moving into delivery – during this period the number of employees will increase. The operating divisions of Glasgow 2014 Ltd will be staffed as detailed delivery plans are drawn up and implemented for all aspects of the Games.

There are significant risks associated with staging major events

47. The National Audit Office identified six main areas of risk that must be well managed to ensure successful delivery of the London 2012 Olympic and Paralympic Games.²⁵ These are also risk areas for the Commonwealth Games ([Exhibit 9](#)).

Exhibit 9

Main risk areas for the delivery of major sporting events

The risks are interdependent, and failure in any one area may affect the others:

- Delivering the Games against an immovable deadline.
- The need for strong governance and delivery structures given the multiplicity of organisations and groups involved in the Games.
- The requirement for the budget to be clearly determined and effectively managed.
- Applying effective procurement practices.
- Planning for a lasting legacy.
- The installation of effective progress monitoring and risk management arrangements.

Source: Preparations for the London 2012 Olympic and Paralympic Games – Risk assessment and management, National Audit Office, 2007

48. In 2007, the House of Commons’ Committee of Public Accounts recommended actions to address the risk areas identified by the National Audit Office.²⁶ We have used these to identify the key actions required to manage the risks to the Games. Our analysis does not imply a lack of attention on the part of those currently involved in delivering the Games but is intended to highlight those areas that need to be prioritised. We will monitor the management of these areas, including the development of governance, accountability and project management arrangements and their implementation, through the audit process and report as appropriate.

The immovable deadline for the Games puts pressure on cost and quality

49. Robust project management is vital as the Games must be delivered against an immovable deadline which presents Glasgow 2014 Ltd with significant challenges. Any delays could result in a need for

additional funding to bring projects back on-schedule or could lead to specifications having to be changed to allow projects to be completed on time at acceptable costs. Glasgow 2014 Ltd will need to ensure contract specifications are finalised in good time. Subsequent changes to the specifications should be minimised and there must be contractual incentives to ensure that costs are controlled, quality is delivered and deadlines are met.

It will be essential to have strong governance and delivery structures to co-ordinate the organisations and groups involved in the Games

50. A key test of whether the bodies involved are working effectively will be whether individual projects and the programme as a whole progress on time. The Scottish Government should put in place an action plan describing what needs to be decided in the various parts of government, by when and by whom. The Scottish Government should

²⁵ *Preparations for the London 2012 Olympic and Paralympic Games – Risk Assessment and Management*, National Audit Office, 2007.

²⁶ *Preparations for the London 2012 Olympic and Paralympic Games – Risk Assessment and Management*, Thirty-ninth Report of Session 2006-07, House of Commons Committee of Public Accounts, 2007.

periodically obtain assurance from the Glasgow 2014 Strategic Group and Glasgow 2014 Ltd on whether it is taking the decisions required at a pace which will allow them to make necessary progress.

51. There must be effective and consistent leadership throughout the project. In any major project it is important to have continuity of key people. The Scottish Government, Glasgow 2014 Strategic Group and Glasgow 2014 Ltd should identify what positions are key to the successful delivery of the Games, specify the skills requirements for those positions and develop strategies for retaining individuals, knowledge and skills for the duration of the Games.

Sound financial management is necessary to keep costs under control

52. The bid document for the Games outlines the budget for the different elements. It is essential that this budget planning is rolled forward into clear operational budgets. These need to be effectively managed to identify the value and timing of expected costs and income and to provide effective oversight of the financial position.

53. As the guarantor of 80 per cent of public funding for the Games, the Scottish Government bears a significant financial risk. In seeking to prevent further calls on public money, the government needs to satisfy itself that Glasgow 2014 Ltd costs are under control and expected income will be realised. The Government should develop a plan for monitoring the cost and income risks.

Effective procurement practices must be applied

54. Glasgow 2014 Ltd should put in place a procurement strategy for the goods, services and works expected to be procured for the Games that sets out best practice. Any departures deemed necessary to deliver the Games should be made clear and explicit at the time. The Scottish Government should hold Glasgow 2014 Ltd accountable for developing clear operational procurement policies before its procurement programme begins in 2011.

The proposed legacy plan must be clear about the anticipated wider benefits and costs and who is responsible for delivery

55. Central to Glasgow's bid was the prospect of a lasting legacy of the Games. Consultation on the benefits to sport, the use of the new facilities that will remain after 2014 and on delivering wider economic, social and health benefits that the Games are expected to bring, began in February 2008.²⁷ The Scottish Government expects to publish its legacy plan in July 2009. To be effective, this plan should clearly set out who has ownership and responsibility for venue conversion and running costs; what benefits will be delivered and how they will be assessed; and how much it will cost.

Strong progress monitoring and risk management arrangements are a priority

56. The Scottish Government should develop a framework of timely progress and risk reporting. This framework should be supported by arrangements in Glasgow 2014 Ltd and the Glasgow 2014 Strategic

Group. The framework should help to ensure that the project is actively managed and it should be capable of providing information and assurance to key stakeholders.

Part 4. Performance against national targets

Targets for sport participation levels for adults and young people are not being met.

Key messages

- Adult participation in sport is declining, and targets for young people's participation are not being met. Many schools are not providing the recommended hours of physical education. National funding is being targeted at increasing the participation of young people, but it is too soon to assess its effectiveness.
- Performance is better against the targets for athlete performance, which will be important for the Commonwealth Games.

Targets have been set to monitor progress against national objectives

57. Measures have been put in place to track progress against the national objectives for sport set out in *Building A Better Scotland 2005-2008*, covering increased participation and elite athlete performance (Exhibit 10, page 22).

Information on progress against the existing targets is not up to date or complete

58. By February 2008, it was still not possible to assess whether the 2007 targets had been met. This is because information on ten of the eleven measures in *Sport 21* was more than two years out of date.

59. In addition, the information needed to monitor progress against three targets was not complete:

- The *Building A Better Scotland* participation target includes maintaining the balance of participation across the population. Reported performance is the extent of adult participation at national level and does not address the balance across the population.

- Data used to measure the *Sport 21* target for physically active primary-aged schoolchildren measures children aged 5-10 years old and not the full age range of primary schoolchildren.
- Data used to measure the *Sport 21* target of all school children taking part in at least two hours of physical education a week focuses on schools and not schoolchildren.

60. There are no targets to track progress against national objectives for sport from 2008. The Scottish Government intends to concentrate on monitoring outcomes related to the national strategic objectives. Within the framework of Single Outcome Agreements, there needs to be a way of monitoring and reporting access and participation rates at the local level, as well as for Scotland as a whole.

61. From 2008, the Scottish Government will use the annual Scottish Household Survey and the MORI School Census to gather data on sport participation together with information on issues such as people's reasons for taking part or not taking part in sport; their views on access to, and quality of, local sports facilities; and levels of sport-related volunteering. These data sources should enable the Scottish Government to analyse and publish more accurate and timely data on progress towards the national objectives.

Performance against national targets is mixed

62. Problems with the data make comparisons over time difficult, but our analysis suggests that targets for increasing participation are not being met. There are indications of improvement in elite athlete performance (Exhibit 10, page 22).

Adult participation in sport is declining

Adult participation targets are unlikely to be met

63. The latest data available show that by 2006:

- adult weekly participation rates had fallen to 42 per cent (from 49 per cent in 2001), against a target of 60 per cent of adult Scots taking part in sport at least once a week by 2020
- the three-year average rate for adult monthly participation was 60 per cent, against a target of 65 per cent participation by 2008
- the average participation rate for 17 to 24-year-olds taking part in sport more than twice a week was 35 per cent, against a target of 55 per cent by 2007
- the average participation rate for 45 to 64-year-olds taking part in sport at least once a week was 39 per cent, against a target of 43 per cent by 2007.

Adult participation varies by age, disability, gender and geographical location

64. Participation rates vary significantly by age. Monthly participation in sport declines as people get older. Around three-quarters of 16 to 24-year-olds participate in sport at least once a month, but by age 35 to 54 this has reduced to around two-thirds.²⁸

65. People with a disability, one in five of the Scottish population, are less likely to participate in sport, particularly as they get older.²⁹ Around three-quarters of 16 to 24-year-olds with a disability participate at least monthly, but by age 35 and older, significantly fewer people with a disability participate compared to the population as a whole.

66. Women's monthly participation in

28 *Single Equity Scheme: Promoting Equality of Opportunity in Sport*, sportscotland, 2007.

29 Disability or long-term illness or health problem that limits an individual's daily activities.

Exhibit 10

Progress against national targets

Target	Performance ³⁰
<i>Building A Better Scotland: Spending Review 2005-2008 (2004)</i>	
Increase numbers taking part in sport by 3% by March 2008, maintaining the balance of participation across the population.	The three-year average rate for adult monthly participation was 60% (2004-06) against a 2008 target of 65%. ³¹
Increase the number of Scottish sportsmen and women performing at the highest level by 3% by March 2008. This is defined as an increase of 3% of Scottish athletes on the World-Class Performance Programme which equates to an 8.4% increase. ³²	Scottish representation on the World Class Performance Programme reached 9.1% in 2007.
<i>Sport 21 The National Strategy for Sport 2003-2007 (2003)</i>	
Key challenge: By 2020, have 60% of adult Scots taking part in sport at least once a week.	42% of adult Scottish residents took part in sport at least once a week (2004-06).
Target 1: By 2007, 80% of primary schoolchildren to be physically active.	76% of boys and 75% of girls met physical activity recommendations of at least 60 mins a day (age 5-10) (2003-04).
Target 2: To make progress towards all schoolchildren taking part in at least two hours of high-quality physical education classes a week.	5% of primary schools and 7% of S1-S4 secondary years met the two-hour minimum provision (2004-05).
Target 3: By 2007, 85% of those aged 13 to 17 to be taking part in sport, in addition to the school curriculum, more than once a week.	69% of those aged 13 to 17 took part more than once a week (2003-05).
Target 4: By 2007, 49% of those aged 14 plus in Social Inclusion Partnership areas to be taking part in sport at least once a week.	39% of relevant group took part more than once a week (2003-05).
Target 5: By 2007, 55% of those aged 17 to 24 to be taking part in sport more than twice a week.	35% of those aged 17 to 24 took part more than twice per week (2004-06).
Target 6: By 2007, 43% of those aged 45 to 64 to be taking part in sport at least once a week.	39% of those aged 45 to 64 took part in sport at least once a week (2004-06).
Target 7: By 2007, to have over 250 Scots being medallists on the world stage.	By November 2007, 283 Scots were medallists on the world stage.
Target 8: By 2007, to have over 500 sports halls available to the public to ensure that 70% of the Scottish population have access to a hall within a 20-minute walk.	419 sports halls were available providing access within a 20 minute walk for 65% of population. (2004)
Target 9: By 2007, to have over one million of the Scottish population playing sport in membership of clubs.	991,000 members of clubs (2003-05). This represents a drop from 1,071,000 members in 2000/01 .
Target 10: By 2007, to sustain 150,000 volunteers in their contribution to the development and delivery of Scottish sport.	146,000 volunteers. (2004-06)
Target 11: By 2007, every local authority's community planning process to have contributed to the targets of Sport 21 2003-07.	In January 2005, a sportscotland review of community plans in January 2005 showed little mention of sport. Audit Scotland's analysis of council sport strategies in November 2007 found that 16 councils had publicly available sport strategies but only four included performance measures that were aligned with national objectives.

30 Year of latest data is shown in brackets.

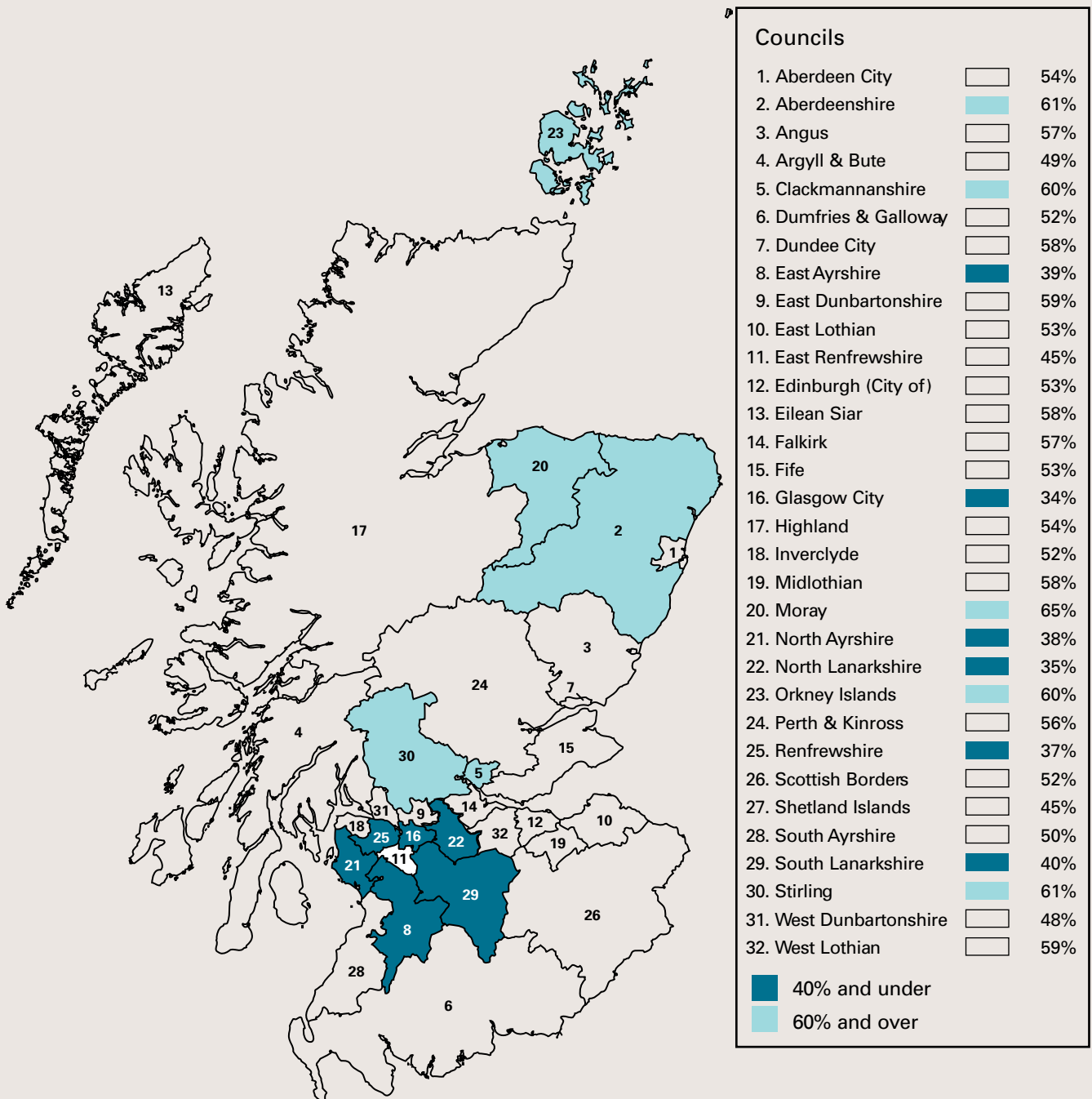
31 The annual Scottish Omnibus Survey is the data source for adult participation rates. sportscotland uses annual data to produce three-year average figures which it considers is more reliable given the relatively small numbers of people surveyed.

32 The World-Class Performance Programme is designed to give the best olympic and paralympics athletes tailored support to compete and win at the highest level.

Exhibit 11

Sport participation rates across Scotland

In 2003/04, six councils had weekly participation rates of 40 per cent or less.



sport is generally lower than men's. Over the period 2004-06, 55 per cent of women participated in sport monthly, compared to 66 per cent of men.³³ Variations exist across Scotland. Research commissioned by sportscotland indicates that women participate as much as men in some council areas, but in other areas their participation is around a third less.³⁴

67. In 2003/04, weekly participation rates were over 50 per cent in most council areas; five councils had weekly participation rates of 60 per cent or more, while six councils had weekly participation rates of 40 per cent or less. The councils with low participation rates are all in the West of Scotland and cover around 30 per cent of the Scottish population (Exhibit 11, page 23).³⁵

68. In 2006, sportscotland reported that there were large differences in participation across Scotland but that no single reason, such as deprivation or access to facilities, explained the variation.³⁶

69. Information about the frequency of use of sports facilities comes from the local authority statutory performance indicators collected by Audit Scotland for the Accounts Commission. These provide a mixed picture.³⁷ There is a slight downward trend in the use of swimming pools across Scotland, from 3,684 attendances per 1,000 population in 2004/05 to 3,476 in 2006/07. This is balanced by a slight rise in the number of attendances at indoor facilities, from 3,889 per 1,000 population to 4,085 over the same time period. There are wide variations among councils.

Scotland's adult participation level compares favourably with other European countries

70. Although Scotland appears to be performing poorly against national performance targets for adult participation, it compares favourably with other European countries. The Eurobarometer 2004 collated data on adult weekly participation rates from 15 European countries, including the United Kingdom which ranked sixth. Scotland's performance is similar to the United Kingdom as a whole (Exhibit 12). But comparisons are complicated because countries use different survey methodologies and definitions of sport. Higher participation rates may be due to more participation by older people and women, and greater participation in recreational activities such as walking, cycling and swimming. This suggests that programmes such as Paths for Health, which is funded by the Scottish Government Health Directorate to promote walking, may make an important contribution to increasing adult participation.

Targets for young people's participation and school physical education provision are not likely to be met

71. Targets for school pupils' participation in physical activity, school-based physical education and sport are not likely to be met.³⁸

- In the 5 to 10 age group, about 75 per cent of boys and girls were physically active for at least 60 minutes a day in 2003/04. The target was that, by 2007, at least 80 per cent of schoolchildren are physically active.

- By 2007, all schoolchildren should receive two hours of physical education each week. In 2005, only five per cent of primary schools provided a minimum of two hours physical education each week. Seven per cent of secondary schools provided the minimum two hours for pupils in the first four years, but none met the target for older pupils. This is poor compared with England where on average, over 70 per cent of pupils under 14 and one third of pupils aged 14 to 16 received at least two hours of physical education in 2007.^{39, 40}
- In 2005, 69 per cent of 13 to 17-year-olds took part in sport more than once a week outside the school curriculum, against a target of 85 per cent by 2007. Participation rates for this age group have been declining steadily over time, from 77 per cent in 2001.
- 39 per cent of those aged over 14 years old in Social Inclusion Partnerships took part in sport at least once a week in 2005, against a target of 49 per cent by 2007.

It is too early to assess if programmes to increase young people's participation have been successful

72. sportscotland has three main programmes which are designed to encourage young people's participation in the longer term – Active Schools, the Club Golf Programme and the Youth Football Action Plan. These programmes are delivered by a range of partners including councils and SGBs. The largest programme is the Active Schools programme with expenditure of £57 million over the four years 2006/07.⁴¹

33 *sportscotland Research Update: Participation in Sport in Scotland – Adults Overview*, sportscotland, November 2006.

34 Male and female participation levels are broadly equivalent in Aberdeenshire, Clackmannanshire, Stirling, Highland, Edinburgh, Dumfries & Galloway, and West Dunbartonshire. *An analysis of regional variations in sports participation in Scotland*, *sportscotland Research Report 105*, sportscotland, 2006.

35 The six councils are: South Lanarkshire, North Lanarkshire, North Ayrshire, East Ayrshire, Renfrewshire, Glasgow.

36 *sportscotland research update: Participation in sport in Scotland*, sportscotland, 2007.

37 *Statutory Performance Indicator Number 2*, Accounts Commission, 2007.

38 *sportscotland research update: Participation in sport in Scotland*, sportscotland, 2007.

39 *2006/07 School Sport Survey*, Department for Children, Schools and Families, 2007.

40 Department for Children, Schools and Families target is for each child in England to have access to five hours of sport per week, including two hours within the school day by 2012.

41 *sportscotland Annual Reviews 2003/04 to 2006/07*, sportscotland.

Exhibit 12**Adult weekly sport participation rates across Europe**

Scotland appears to compare favourably with other European countries (2004).



Source: Eurobarometer 2004 and sportscotland data derived from the Scottish Opinion Survey

73. Evaluation of the early stages of the programmes has focused on inputs and indicates progress against milestones. But it is too early to establish whether the planned outcome of increased participation in sport in the longer term will be achieved. Further evaluation arrangements are in place to monitor longer-term progress.

74. A similar position exists for the UK-wide New Opportunities in Physical Education and Sport (NOPES) programme for young people, which was funded by the Big Lottery.⁴² Evaluation of NOPES in Scotland indicates some success in increasing young people's participation levels but it is too early to assess if increased participation in the longer term will be achieved.

Good progress has been made in elite athlete performance

75. Good progress has been made in elite athlete performance:

- Scottish representation on the World-Class Performance Programme reached 9.1 per cent in 2007, against the 2005-08 Spending Review target of 8.4 per cent.
- 283 Scots were medallists in international competitions by 2007, against a target of 250.

76. Scotland had a particularly successful Commonwealth Games in 2006, finishing sixth in the medal table rankings compared to tenth in 2002. This improvement means Scotland is the second most improved Commonwealth nation after Jamaica.⁴³ Scotland's

performance exceeded that of Wales and Northern Ireland but was less than that of England.⁴⁴ The 2014 Glasgow Commonwealth Games will be an important test of Scotland's achievements at this level.

77. Scotland's disabled athletes have had recent international success.⁴⁵ In 2002, Scotland won a gold medal in the men's triples Elite Athletes with a Disability (EAD) Games, but won no medals in EAD events in 2006. At the 2004 Paralympics Games, Scottish athletes won 15 medals including eight gold. Both the men's and women's Scottish wheelchair curling teams won the World Championships in 2004 and in 2005. In cycling, Scotland won gold medals in the 1km time trial in the 2005 Paralympic World Cup, in the 2005 Open European Championships and in the 2006 Paralympic World Cup.

⁴² *Evaluation of the New Opportunities for PE and Sport Initiative*, The Loughborough Partnership Year Four Report, 2007.

⁴³ *An analysis of Scotland's performance in the Commonwealth Games 1950-2006*, sportscotland, June 2006.

⁴⁴ Scotland performed better than expected on the basis of macro-economic indicators such as population, GDP (gross domestic product), and GDP per capita.

⁴⁵ *An Analysis of Scotland's Performance in the Commonwealth Games 1950-2006*, sportscotland, June 2006.

Appendix 1.

Examples of sport's contribution to wider policy objectives

Consumer expenditure and employment

Excluding gambling, sport-related expenditure by Scottish consumers in 2004 was £1.3 billion, an increase in real terms of 12 per cent since 2001. This represents 2.7 per cent of total consumer expenditure in Scotland. Sport-related employment in Scotland in 2004 was estimated at around 45,000 jobs; an increase of eight per cent since 2001. This accounts for 1.8 per cent of total employment in Scotland.

Sporting events and sport tourism

The Enterprise, Energy and Tourism Directorate funds Event Scotland to coordinate the delivery of the Scottish Government's Major Events Strategy, including attracting, creating and developing sporting events throughout Scotland. Event Scotland invested over £1 million in international and regional sporting events held in Scotland in 2006/07. Event Scotland reported that the 2005 Heineken Cup at Murrayfield generated an economic impact of some £12 million; the Open Golf Championship at St Andrews generated some £72 million for the Scottish economy; the Mountain Bike World Cup which was first held in Scotland, near Fort William in 2002 attracted around 80,000 visitors, and around £600,000 was spent in the local area and an additional £60,000 by the visitors extending their trip outside the area. Key sports which attract visitors are golf and those involving the natural environment. In 2002, around 300,000 UK visitors took holidays in Scotland specifically to play golf. This generated around £105 million in tourism spend. There were around another one million visits where golf was part of the trip and this generated an additional £240 million. Scotland also attracts approximately 100,000 golfing visitors from overseas, bringing an additional £100 million annually into the economy.

Education and lifelong learning

Sport may contribute to educational attainment. Research indicates it may have direct or indirect impacts on cognitive, emotional or motivational development which may lead to improved academic performance. Sport can also provide a hook to encourage under-achieving pupils to attend educational programmes.

Health

The health benefits of physical activity for both children and adults – of which sport is a key component – include reducing the risk or onset of a number of conditions including heart disease, stroke, obesity, diabetes, osteoporosis and cancer. Physical activity is also effective in the treatment of clinical depression and may help people with generalised anxiety disorders, phobias, panic attacks and stress disorders and has a positive effect on psychological well-being in people with schizophrenia. The Public Health and Well-being Directorate funds a range of sport-based projects including the Paths to Health programme which promotes walking for health; the National Youth Dance Agency for Scotland; and Jog Scotland.

Transport

The Transport Directorate seeks to develop sustainable transport. It funds councils to develop Cycling, Walking and Safer Streets projects (£8.87 million, 2006/07); provides funds to Cycling Scotland (£400,000 annually); and provides funding to sustrans to develop and maintain the national cycle network (£4 million annually).

Communities

Sport forms part of all Scottish communities through a network of some 13,000 sports clubs. The Scottish Government supports the use of sport projects in local communities, eg the Justice Directorate's Twilight Basketball programme is delivered in the 12 council areas in Scotland worst affected by violent crime and drug dealing and aims to encourage young people towards positive lifestyle decisions. The Justice Directorate also funds a football programme targeted at disengaged young people in disadvantaged communities (£4 million, 2008-11).

Outdoor environment

Scottish Natural Heritage aims to improve opportunities to enjoy the outdoors including participation in outdoor recreation. The Forestry Commission Scotland spent over £6 million on recreation in the national forest estate in 2006/07, for example, on the provision of mountain-bike trails and walking tracks.

A performance overview of sport in Scotland

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