

# Awarding of sports grants

Report 6: 2020-21



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The Honourable C Pitt MP
Speaker of the Legislative Assembly
Parliament House
BRISBANE QLD 4000

29 September 2020

This report is prepared under Part 3 Division 3 of the Auditor-General Act 2009.

Brendan Worrall Auditor-General

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### In brief

This information brief presents facts relating to the awarding of sports grants by the Department of Housing and Public Works, and the Minister for Housing and Public Works, Minister for Digital Technology and Minister for Sport, in the period 1 July 2017 to 29 February 2020. It focuses on whether the awarding of sports grants was in accordance with documented processes that were appropriate and resulted in the impartial awarding of grants.

We prepared this information brief after it was reported that Commonwealth sports grants were awarded to applicants who were not assessed as the most meritorious according to published program guidelines. We have not performed a full audit, but have gathered facts through our interviews, observation of processes, analysis of data, and review of grant approvals and other documentation.

### Design of sports grant processes

Merit-based processes should be used to award grants, and ministers should rely on these departmental processes for the delivery of grant outcomes. This is similar to good procurement or recruitment practices, which rely on an appointed panel to recommend the successful applicant. The assessment and selection processes should be transparent, demonstrating the equitable awarding of grants.

From 1 July 2017 to February 2020, departmental processes had the minister as the decision maker for the awarding of sports grants. The design of these processes lacked clarity in defining the roles of the department and the minister. Under these processes, the minister made changes to around one per cent of departmental recommendations, relating to two grant programs.

It is important that all grant documentation clearly articulates responsibility for the two outcomes—final selection and approval of grant recipients, and financial approval of expenditure. The decision-making roles must align with financial accountability obligations set by Queensland Treasury. Further clarity on roles and responsibilities in the final selection and approval of grant recipients, as well as financial accountability, could be provided by Queensland Treasury in the Financial Accountability Handbook.

### Awarding of sports grants

Between 1 July 2017 and 29 February 2020, the Queensland Government awarded \$197 million in sports grants.

Applications for competitive grants—those that are assessed against criteria and require judgement to determine those with merit—were successful at a mostly consistent rate across electorates for the three political parties that represent 96 per cent of state electorates.

Between 1 July 2017 and 29 February 2020, in accordance with their own procedures, the department asked the minister to approve almost all of the competitive grants. Of the 2,900 competitive grants approved by the minister, the minister made 33 changes to the department's recommendations for two grant programs—representing a change to around one per cent of all grants recommended for approval.

Additionally, the minister selected 46 recipients for consideration by the government to support the commencement of the implementation of the *Activate! Queensland* strategy.



# Improved record keeping required for interactions with the minister

Various briefing notes provided to the minister did not clearly state what was being requested and did not distinguish between approval of the grant recipient and financial approval of the grant expenditure.

In those instances where decisions have been made by the minister that were not based on the department's recommendations, the department did not produce adequate records relating to the awarding of grants. The department has not met the Queensland Government requirements for record keeping of decision-making in its interactions with the minister.

### Departmental processes have been revised

The department finalised the changes to its sports grant processes in February 2020 to reflect that the director-general is the decision maker for grants. Grants are now approved by the director-general and noted by the minister. For this reason, we have not made any specific recommendations to the department in this information brief.

### Recommendations

We have identified the following recommendations:

Financial accountability					
QT1	Queensland Treasury should update the Financial Accountability Handbook to provide clarity on the role of a minister in the selection and approval of grant recipients. This could include practical guidance on the provision of advice and recording of decisions.				
<u>D1</u>	Departments should ensure their processes are designed to achieve compliance with the <i>Financial Accountability Act 2009</i> and the Financial Accountability Handbook—such that complete records are kept to support all decisions made in awarding grants, there is clear responsibility for approval of grant recipients, and financial authority rests with the director-general.				
DPC1	Department of the Premier and Cabinet should support ministers and ministerial staff through training to ensure an understanding of ministerial and departmental responsibilities, including those included in the Financial Accountability Handbook.				
Ongoing compliance					
<u>D2</u>	When a machinery-of-government change occurs and functions move between departments, departments should promptly conduct a review to ensure consistency of fundamental processes (such as approvals) and compliance with the <i>Financial Accountability Act 2009</i> and the Financial Accountability Handbook.				

### 1. About this information brief

Grants are a mechanism through which governments achieve their objectives for the communities they serve. Sports grants are investments in community facilities and sporting clubs to enable Queenslanders to enjoy an active lifestyle.

On 15 January 2020, the Australian National Audit Office tabled a performance audit on Commonwealth sports grants. It found that the Australian Government had disregarded the outcome of the formal assessment process and awarded grants to applicants who were not the most meritorious according to published program guidelines.

We have prepared this information brief to share key facts about sports grants in Queensland between 1 July 2017 and 29 February 2020. This period includes a state election—a time when political parties often make commitments regarding community and sporting facilities—up to the month we started working on the brief.

In preparing this information brief we have considered:

- how much money the government has spent on sports grants
- the process for awarding sports grants and whether the department has demonstrated financial accountability
- the minister's role in awarding sports grants.

We interviewed Department of Housing and Public Works employees and the minister and his staff, reviewed documents, and analysed grant information. We focused on the eight grant programs outlined in Appendix B.

#### What this information brief is not

We have not re-performed the department's assessment processes or reviewed their grant management processes subsequent to the awarding of grants. The purpose of this brief is to analyse information and present the facts, not to undertake a full evaluative audit that examines the efficiency and effectiveness of the department's sports grant management. As a result, we have not provided a conclusion under the auditing standards.



# 2. What is the process for awarding sports grants under a competitive program?

### The process for all grant programs

Sports grants are awarded in three ways:

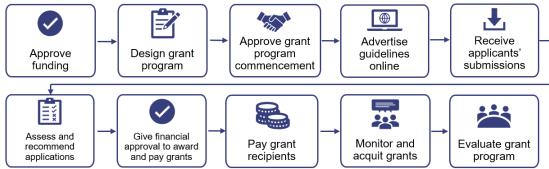
- demand driven—all applications are approved if criteria are met
- · competitive—applications are assessed according to criteria set by the department
- · direct payment—without application.

All grant programs have similar (but not identical) phases, as shown in Figure 2A. There are differences in the way they are advertised to applicants, the degree of subjectivity involved in the assessment processes, and the extent of the requirements for monitoring and reporting.

By their nature, competitive grant applications involve subjectivity in their assessment against pre-determined criteria. The Department of Housing and Public Works assesses and recommends sport grant applications for approval. Until February 2020, the department made recommendations to the minister to award grants. From February 2020, these recommendations have been made to the director-general for approval.

Given the subjectivity involved in assessing competitive grant applications, any changes to recommendations for approval should be documented to demonstrate impartiality and transparency in decision-making.

Figure 2A
Phases of the grant process



Source: Queensland Audit Office.

### The minister's role in the grant process

Cabinet is responsible for the development and coordination of the policies of the Queensland Government. A policy is an authoritative statement about the course of action the government plans to take and what it is seeking to achieve in its objectives for the community.



The policy for sports is part of the *Activate! Queensland* strategy, which is in turn an action under 'Keep Queenslanders Healthy' in the Queensland Government's *Our Future State: Advancing Queensland's Priorities*.

Ministers are legally accountable to parliament for the administration of their departments. The director-general of a department is responsible for its day-to-day management and for ensuring the efficient and effective delivery of department services to achieve government policy.

Grants administration should include clear accountability for all parties involved, including defining the respective roles of ministers and the public service. This should be reflected in grant guidelines, policies and procedures. The role of the minister may need to be defined at the beginning of each grant program.

The minister may be involved in the grant process, to provide approval to commence a grant program, or give feedback on the design of the grant program, including the establishment of criteria for assessment of the applications. The purpose of the minister's involvement is to ensure the department's operations are aligned with government policy.

The minister should rely on departmental processes for the delivery of grant outcomes—similar to good procurement or recruitment practices, which rely on an appointed panel to recommend the successful applicant. The minister may be advised of the outcome of the assessment process and the successful grant applicants, and can provide feedback to the department on the assessment outcomes. Any feedback from the minister would need to be appropriately documented by the department, particularly where it has resulted in any changes to the department's assessment outcomes.

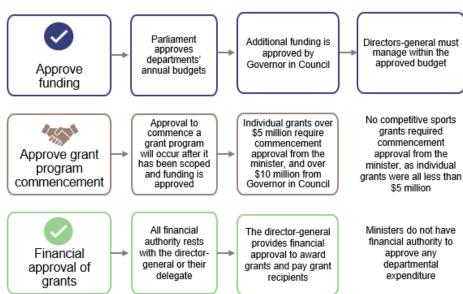
The *Financial Accountability Act 2009* and the Financial Accountability Handbook require financial approval to rest with the director-general but do not provide guidance on the approval of successful grant recipients.

The Financial Accountability Handbook should be improved to provide clarity on the role of a minister in approving grants, including how feedback is obtained, actioned and documented.

### Approvals required in a grant process

There are multiple approvals required in a grant process, each with a different purpose. These are summarised in Figure 2B.

Figure 2B
Approvals in the grant process



Source: Queensland Audit Office.

We reviewed five competitive grant programs (outlined in Appendix B), making up 92 per cent of the \$84 million in competitive funding awarded during the period.

For three of these programs, the department, in accordance with its then sports grant procedures, provided the minister with briefs for approval of grants.

These documents had inconsistent and interchangeable requests for funding and approval, so that it was unclear whether the department was seeking approval of the grant recipients alone, or was also seeking funding or financial approval.

In February 2020, the department finalised the revision of its processes and clarified its delegations. For this reason, we have not made any specific recommendations to the department in this information brief.

# Competitive programs were assessed against published criteria

The department uses two types of competitive funding—open application processes and expressions of interest. Both processes require applicants to submit an application to be assessed against set criteria.

Different assessment criteria and scoring methods were applied by the department for different grant programs and funding rounds during the period from 1 July 2017 to 29 February 2020. Some criteria were common, as shown in Figure 2C.

Figure 2C
Common assessment criteria used by the department in determining assessment scores

Ability to deliver	What is the applicant's ability to deliver the proposed project?		
Community need	What is the community need for the proposed project?		
Strategic priority (separated from community need late 2018)	How does the project contribute to strategic priorities, for example, by supporting lower socio-economic areas, areas of cultural and linguistic diversity, and Aboriginal and Torres Strait Islander peoples?		

Source: Queensland Audit Office.

Historically, assessments of sports grants placed greater emphasis on an applicant's ability to deliver a capital project. From July 2019, under the *Activate! Queensland* strategy, the department changed the way it managed and assessed sports grants. The strategic priorities of government became the focus.

We observed that the department used the published criteria to assess applications and recommend grants for approval, but we have not tested the effectiveness of the department's assessment process to confirm the recommendations made from the assessment process.



# 3. Is the process for awarding competitive sports grants impartial?

Competitive grants, which are largely for capital projects, are assessed against criteria and awarded to those applicants that best satisfy the criteria.

Decisions about competitive grants can be subjective. For this reason, the processes must be seen to be clear, consistent, and complied with—to demonstrate impartial and transparent decision-making about the awarding of competitive sports grants.

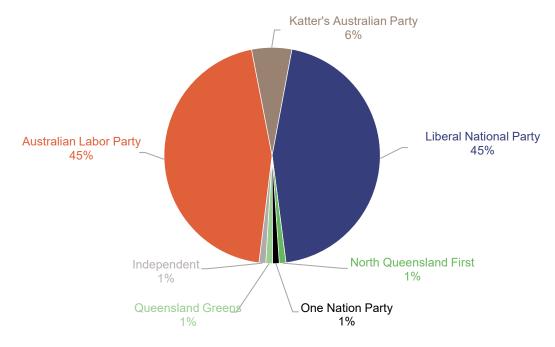
### Awarding of sports grants analysed by electorate

Approximately 2,900 competitive sport grants, with a value of \$84 million, were awarded from 1 July 2017 to 29 February 2020. Of the competitive grant applications during the period, 59 per cent were successful.

Figure 3A shows the proportion of competitive grants awarded to electorates by political party between the 2017 state election on 25 November 2017 and 29 February 2020.

Figure 3A

Proportion of competitive grants awarded to electorates—by political party—between the 2017 state election and 29 February 2020



Source: Queensland Audit Office.



Overall, applications for competitive grants were successful at a mostly consistent rate across electorates for the political parties that represent 96 per cent of the state's electorates: the Australian Labor Party, Liberal National Party, and Katter's Australian Party. In these electorates, the success rate ranged between 65 per cent and 68 per cent, with the average of all electorates being 66 per cent.

### Awarding of sports grants over time

Until February 2020, the Department of Housing and Public Works' documented processes provided for the minister to accept, modify, or reject its recommendations. The department retained these processes when it took responsibility for sport and recreation in December 2017 following the state election. They were previously in place in the Department of National Parks, Sport and Racing.

In line with these processes, the minister made changes to the department's recommendations for grant recipients in the *Get Playing Places and Spaces* and *Female Facilities Program* (see Appendix B). He was also responsible for selecting applicants to receive grants under *Active Community Infrastructure Kickstart* as part of the government's *Activate! Queensland* strategy. Overall, the minister made changes to one per cent of the department's recommendations.

In February 2020, the department finalised the revision of its processes and clarification of its delegations. Grants are now approved by the director-general and noted by the minister.

#### Figure 3B Timeline 2017 to 2020





### Changes made by the minister to the department's recommendations in 2017 and 2018

Between 1 July 2017 and 29 February 2020, the department recommended approximately 2,900 competitive grant recipients. Under the departmental processes, the minister exercised his ability to modify departmental recommendations for 33 grant recipients, or one per cent of recommendations, mostly in relation to the *Female Facilities Program*.

#### Get Playing Places and Spaces round six (September 2017)

One modification was made by the minister to the grants awarded under *Get Playing Places* and *Spaces* round six, to award an additional \$150,000 grant to a state sporting organisation. The minister was aware of the needs of the organisation and assessed the request as appropriate. The department had not recommended awarding the grant, as the organisation had not adequately demonstrated the need for the project.

The minister does not have any declared conflicts of interests relating to this organisation, and it is not within his electorate, but it is in a neighbouring electorate held by the Australian Labor Party.

#### Female Facilities Program (March 2018)

The minister made 32 changes to the department's recommendations to award grants under this program. All of the changes made by the minister were considered eligible by the department. The minister approved 18 eligible grants that were not recommended by the department and rejected 14 eligible grants that the department had recommended. While the department summarised the decisions of the minister in a subsequent briefing note, there was no documentation of the reasons for the changes.

The department assessed the eligible applications against the grant applicant's ability to deliver and community need for the project. The department prioritised applicants that had already undertaken the necessary planning, and had current female participants. The department gave a rating of high, moderate or low for each criteria, and used this to decide if an application should be recommended for approval or not—no applications assessed to have a low community need or low ability to deliver were recommended for approval. However, an overall project score or numerical order of merit was not established.

The briefing notes to the minister provided a description of the individual projects and whether they were recommended, not recommended, or ineligible, but not the individual assessment ratings for each applicant.

When the minister questioned the departmental recommendations, he was not satisfied that the department's process contained appropriate investment logic, particularly relating to the assessment of community need. Communication between the minister and department in relation to this grant program is outlined in Figure 3C.



# Figure 3C Communication between the minister and department in relation to the Female Facilities Program

Date	Nature of information provided
9 February 2018	The department endorsed a brief to the minister requesting approval of 41 recommended projects. One of the attachments to the brief described the department's criteria and ratings, and provided an analysis of grant applications received and recommended by region, sport and socio-economic ratings.
14 February 2018	A meeting occurred between the minister and the department to discuss the program.
	The department advised that after this meeting the minister requested an updated attachment to the original briefing note, with information on individual projects and why they were recommended or not.
1 March 2018	The original briefing note was updated to include a description of each project, the anticipated benefits, and why it was recommended for approval, had been assessed as ineligible or had not been recommended—but consistent and measurable information was not provided to support the department's assessment.
22 March 2018	The minister requested changes to the department's recommendations by writing on the brief dated 1 March 2018. The reason for the changes was not documented.
27 March 2018	The department summarised the minister's requested changes in a subsequent briefing note, requesting the minister confirm approval of the revised projects. This included information on applicants receiving other sports grants, and resulted in the minister deciding to remove one application he had previously added.

Source: Queensland Audit Office.

As a result of the changes made by the minister under this program, the profile of grants changed as outlined in Figures 3D and 3E.

# Figure 3D Observations on recommended and approved grants under the Female Facilities Program

Information analysed	Grants recommended by the department	Grants approved by the minister		
Socio-economic  Areas are rated 1–10, with a lower rating indicating the area	64 per cent of eligible grants had a socio-economic rating of 5 or less	57 per cent of eligible grants had a socio-economic rating of 5 or less		
is relatively disadvantaged compared to an area with a higher rating	10 per cent of eligible grants were for areas with a socio- economic rating of 10, generally in Brisbane	3 per cent of eligible grants were for areas with a socio- economic rating of 10, generally in Brisbane		
	The average socio-economic rating was 4.2	The average socio-economic rating was 4.6		
Sports	Over 20 sports recommended for funding	Over 20 sports funded under awarded grants		
	Various football codes—AFL, football, league, union, touch—accounted for 37 per cent of recommended grants	Various football codes—AFL, football, league, union, touch—accounted for 41 per cent of awarded grants		
Regions	Funding recommended for each region ranged between 10–31 per cent of total funding, with North Coast (including North Brisbane and Sunshine Coast) recommended for the most funding			
Electorates by political party	The change in recommended grants resulted in grants awarded to Australian Labor Party electorates increasing from 44 to 68 per cent, while Liberal National Party electorates' share of awarded grants decreased from 43 to 28 per cent.			

Source: Queensland Audit Office.

Figure 3E
Changes made by the minister to the Female Facilities Program—by electorate held by political party—number and value of grants



- Recommended by the department and approved by the minister
- Recommended by the department but not approved by the minister
- Not recommended by the department but approved by the minister

Note: ALP—Australian Labor Party. LNP—Liberal National Party.

Source: Queensland Audit Office.

Two of the grant recipients approved by the minister but not recommended by the department were in his electorate, representing six per cent of *Female Facilities Program* grants. The minister had declared these sporting organisations on his Register of Members' Interests because they were in his electorate, but he had no personal interest in them—he was not a patron or member of the organisations. The Clerk of Parliament advised in March 2017 that these interests did not need to be declared. The Integrity Commissioner advised in January 2020 that given the nature of these particular interests, they were unlikely to give rise in a fair-minded observer to a conflict of interest, and no specific action was required to manage these interests.

## The minister selected from the department's list of eligible applications in June 2019

In mid-2019, while developing funding for the *Activate! Queensland* strategy, the minister requested the department provide a list of eligible grants to be considered for funding by the government under *Active Community Infrastructure Kickstart*. The department provided the minister with a list of 136 applications that had been through previous processes and assessed as eligible but not previously funded.

The minister selected 46 applications to fit within available funding. Neither his reasons for selecting these applications nor the assessment criteria used were documented. The department was unable to provide any official record between the department and minister to evidence this selection. The department has relied on an email provided by the minister's office as confirmation of his intention to award grants as part of the new strategy.

The list of 46 contained three new projects that were not on the list of 136 eligible grants provided by the department. The department considered two of the three projects to be eligible and added them to the final list.

Minor revisions brought the final list of grants to 42, with a total value of \$12.5 million.



The final list was proportionately the same as the department's longer list for electorates held by each political party. The minister did not have any declared conflicts of interests relating to the final list and none of the grant applicants on it were in his electorate.

### The application and assessment process changed from June 2019

The *Activate!* Queensland ten-year strategy provided a strategic framework for grants programs and expenditure on sport and active recreation in Queensland. Grant application and assessment processes changed from June 2019 with the new strategy. The approval process changed in February 2020.

The Active Community Infrastructure program, which is part of this strategy, uses an expressions of interest process rather than requiring a full application up-front. The program is advertised, and all interested applicants are asked to contact the department to discuss their project. The department then invites eligible applicants to apply to the grant program, providing them with a link to the application with a unique identifier.

Until February 2020, the department made recommendations to the minister to award grants. From February 2020, these recommendations have been made to the director-general for approval.

#### Members of parliament were advised of the program

For the *Active Community Infrastructure* program, the department prepared a letter and explanatory support material for the minister to share with other members of parliament. All members of parliament received a common letter containing a recommendation to contact their local Sport and Recreation Office. Local Sport and Recreation Offices provided advice to potential applicants, and they requested a central departmental office to provide the applicant with a unique identifier to support the processing of the application.

In addition to the letter sent to all members of parliament, an email was sent by ministerial staff to government members with information on the expression of interest process.

The email to government members contained the same email address used by local Sport and Recreation Offices to obtain the unique identifier for potential applicants.

The process of providing the unique identifier was the same for requests received from local Sport and Recreation Offices and directly from members of parliament.

#### Grants awarded under the new process

The department received over 450 enquiries from potential applicants, and 183 expressions of interest. Of these, 21 were approved, 22 are considered pipeline (possible future) projects, and 140 require further work by the applicant. While applicants for pipeline projects are not guaranteed future funding, they do not need to reapply under future funding rounds. The department has the opportunity to work with these applicants to develop the projects.

Figure 3F compares the applications received, approved grants, and pipeline projects for electorates held by each political party.



70%
60%
50%
40%
30%
20%
10%
Percentage of applications received

Australian Labor Party
North Queensland First
One Nation Party

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Figure 3F
Comparison of applications received, approved grants, and pipeline projects—by electorate held by political party

Source: Queensland Audit Office.

The share of approved grants and pipeline projects is expected to change over time, depending on the extent of recent investment in community sport facilities.

# Record keeping of decision-making processes needs to improve

Various briefing notes provided to the minister did not clearly distinguish between approval of the grant recipient and financial approval of grant expenditure.

Decision makers should document the reasons for decisions in awarding or not awarding grants to ensure decisions are transparent and defensible, and manage any perception of inequitable awarding of grants. The Financial Accountability Handbook states that if there is an absence of documentation, it has the potential to open the minister to accusations of bias or favouritism.

The department did not document why the minister awarded grants that were different from those it recommended under the *Get Playing Places and Spaces* and *Female Facilities Program*, or his justification for selecting grants under *Active Community Infrastructure Kickstart*.

The Financial Accountability Handbook has been designed by Queensland Treasury to assist departments in meeting their financial management requirements. Departments must comply with the handbook when it applies to their circumstances. Information Sheet 1.6 *Obtaining and Documenting Ministerial Decisions* from the handbook provides specific guidance on interactions between the department and minister.



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### A. Entity responses

We gave a copy of this report with a request for comments to the Premier and Minister for Trade; Treasurer and Minister for Infrastructure and Planning; Minister for Housing and Public Works, Minister for Digital Technology, and Minister for Sport; Under Treasurer, Queensland Treasury; Director-General, Department of the Premier and Cabinet; Director-General, Department of Housing and Public Works. This appendix contains their detailed responses.

The head of each agency is responsible for the accuracy, fairness and balance of its comments.

This appendix contains each detailed response.



# Comments received from Minister for Housing and Public Works, Minister for Digital Technology and Minister for Sport



Minister for Housing and Public Works Minister for Digital Technology Minister for Sport

Your ref: 12248

2 4 SEP 2020

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Mr Brendan Worrall Auditor-General Queensland Audit Office CITY EAST QLD 4002

Dear Mr Worrall

#### RE: Information brief on awarding of sports grants

I refer to correspondence dated 3 September 2020 from Ms Karen Johnson, Acting Auditor-General regarding the proposed report to Parliament. Thank you for providing the in-confidence report and recommendations for comment.

I would like to take the opportunity to thank you and the audit team for your efforts and professionalism in the preparation of this information brief.

I acknowledge the objective of the Audit Office in preparing this information brief was to focus on whether the awarding of sports grants was in accordance with documented processes that were appropriate and resulted in the impartial awarding of grants.

I welcome the proposed information brief and recommendations it contains. Whilst I am assured by my Director-General that the areas for improvement outlined in the report have been implemented, it remains that ongoing vigilance is required by the Minister to monitor this

As acknowledged in the brief, it is my responsibility to ensure that the department's operations are aligned with government policy. I exercised my Ministerial discretion where the department's recommendations did not adequately consider program guidelines or government priorities, and I was therefore not satisfied that the department's investment logic was sound.

In relation to the instances where I exercised my Ministerial discretion, I note that the information brief finds that this was mainly for the Female Facilities Program, awarded in early 2018, and in limited circumstances - being approximately 1 per cent of the 2,900 recommendations for competitive grants provided by the department. I note the brief also acknowledges my delegated authority and responsibility to respond in this way.

It is my view that the community's expectation is that in circumstances where departmental advice is inadequate or incorrect, I take action to remediate, and on a limited number of occasions as identified in the brief this is what I have done.

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I am confident that the government has already taken significant steps to deliver a more sophisticated, modern and transparent approach to the awarding of competitive sport grants in Queensland, and we did so under our *Activate! Queensland* strategy released in 2019.

Finally, I appreciate that you acknowledge that the process to support applications to the Active Community Infrastructure (ACI) competitive grant program provided the same access to all members of Parliament. The assertions made by the opposition in relation to access to the ACI program are identified by this brief to be of no basis.

If you require any further information or assistance with this matter please contact or email Ms Melissa Hallam, Chief of Staff in my office on

Yours sincerely

Mick de Brenni MP

Minister for Housing and Public Works Minister for Digital Technology Minister for Sport

### Comments received from Director-General, Department of Housing and Public Works



2 2 SFP 2020

Department of Housing and Public Works

Mr Brendan Worrall Auditor-General Queensland Audit Office

Dear Mr Worrall

Thank you for Ms Johnson, Acting Auditor-General's letter of 3 September 2020 providing the proposed report to Parliament on awarding sports grants and informing me of the Queensland Audit Office's intention to table the report in September 2020.

I have considered the proposed report and its findings and note the Queensland Audit Office's acknowledgement that the department has addressed the areas outlined in the report for improvement through the implementation of a revised Operational Policy and Procedure – Sport and Recreation Grant Management and improved record keeping practices.

The department welcomes the opportunity to continue its work with the Queensland Audit Office on improvements to grants administration through the annual audit program. This commitment to continuous improvement builds upon a long history of strong practices in grants administration by Sport and Recreation staff within this department and in a range of other government agencies which previously housed these responsibilities. Key to this function has been a focus on the detailed assessment of proposals for funding combined with a local operational knowledge of sport and recreation services and community need. The department ensures assessments of proposals are made against published guidelines and in line with government policy and community expectations.

Thank you again for your letter and your ongoing work with the department.

Yours sincerely

Liza Carroll

Director-General

La Groll

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# Comments received from Under Treasurer, Queensland Treasury



**Queensland Treasury** 

Our Ref: 04494-2020 Your Ref: 12248

Mr Brendan Worrall Auditor-General of Queensland Queensland Audit Office PO Box 15396 CITY EAST QLD 4002

Email: qao@qao.qld.gov.au

Dear Mr Worrall

I refer to the letter of 3 September 2020 from the Acting Auditor-General about the information brief on awarding of sports grants (information brief).

I acknowledge the information brief's conclusions and the recommendations in relation to financial accountability and ongoing compliance in the awarding of sports grants in Queensland. Treasury's detailed response is enclosed and addresses the recommendation you have identified for consideration.

Yours sincerely

Rachel Hunter Under Treasurer

17 / 9 /2020

Encl.

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### Response to recommendations

### QueenslandAudit Office

Better public services

#### **Queensland Treasury**

Awarding of sports grants

Response to recommendations provided by the Under Treasurer, Queensland Treasury on 23 September 2020.

Recommendation	Agree/ Disagree	Timeframe for implementation (Quarter and year)	Additional comments
Queensland Treasury should update the Financial Accountability Handbook to provide clarity on the role of a minister in the selection and approval of grant recipients. This could include practical guidance on the provision of advice and recording of decisions.	Agree	Q4, 2021	Queensland Treasury agrees that the Financial Accountability Handbook (Handbook) could provide further clarity on the role of the minister, particularly in the selection and approval of grant recipients. As part of updating the handbook for the above, practical guidance on the provision of advice and recording of decisions will also be included.

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# Comments received from Director-General, Department of the Premier and Cabinet

For reply please quote: ECP/TG - TF/20/21298 - DOC/20/194718 Your reference: 12248



Department of the **Premier and Cabinet** 

Mr Brendan Worrall Auditor-General Queensland Audit Office qao@qao.qld.gov.au

Dear Mr Worrall

Thank you for the letter of 3 September 2020, signed by Ms Karen Johnson, Acting Auditor-General, regarding the information brief on awarding of sports grants.

I note the information brief on awarding sports grants is nearing completion and due for tabling in September 2020. A copy of the draft report was most appreciated.

I note the draft report includes one recommendation for the Department of the Premier and Cabinet. I can advise that Ministers, Assistant Ministers, and their staff are provided induction training on requirements under the *Public Records Act 2002* and in relation to 'right to information and information privacy matters'.

The Department of the Premier and Cabinet will work with Queensland Treasury to understand the additional information needed in relation to ministerial responsibilities under the Financial Accountability Handbook and how this can be incorporated into training.

Again, thank you for a copy of the draft report.

Yours sincerely

Dave Stewart

Director-General

25/09/2020

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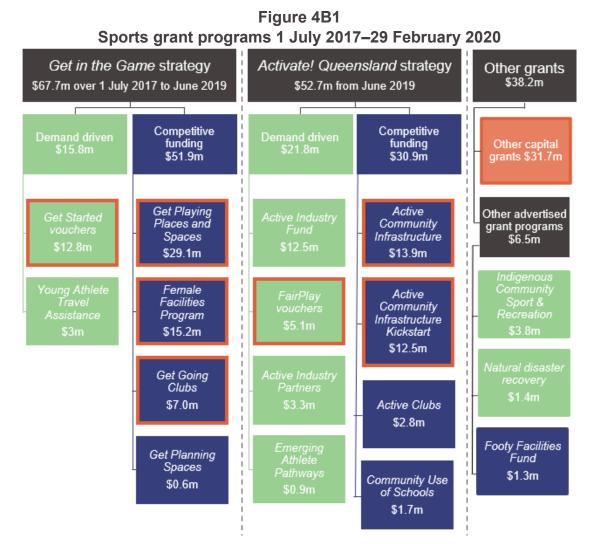
### **B.** Sports grants by strategy

During the period from 1 July 2017–29 February 2020, sports grants were delivered under two strategies—*Get in the Game* and *Activate! Queensland*.

The department awards funding in two ways:

- It awards demand driven funding to applicants who meet eligibility criteria. There is no subjectivity in assessing these grants, or opportunity to exercise discretion.
- It awards competitive funding, largely for infrastructure projects, to eligible applicants who best satisfy the grant criteria, within the approved budget.

Figure 4B1 shows the different programs under both strategies, classified as demand driven or competitive funding, as well as other grants delivered outside these strategies. The values included in Figure 4B1 represent those grants awarded, but not necessarily paid, during the period.



Note: The eight programs outlined in orange were included in our analysis for this information brief, although not all have been commented on specifically within the report. We chose these programs because they were higher value and provided examples of different strategies and grant types.

Source: Queensland Audit Office.

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In addition to the programs in Figure 4B1, election commitments of \$38 million made by the Australian Labor Party when campaigning for the 2017 state election were delivered through sports grants over the following three years. The Department of the Premier and Cabinet publishes election commitments made by the government and their status.

Grants administered by the department, including grants paid to Stadiums Queensland or on behalf of the Queensland Reconstruction Authority for disaster recovery, have not been included in this report. The department is responsible for payment but not for assessment or management of these grants.

Figure 4B2 provides a description of the eight programs analysed for this report.

Figure 4B2
Description of sports grant programs analysed for this report

Grant program	Grant description
	Competitive grants
Get Playing Places and Spaces—rounds 6 and 7	This program aimed to assist local sport and recreation organisations with the development of places and spaces, so Queenslanders would be encouraged to become involved in sport and active recreation.
	Eligible organisations could apply for funding of up to \$150,000 over an 18-month construction period. The program also required a minimum applicant contribution to the project of 20 per cent.
Female Facilities Program— round 1	This program aimed to develop functional and inclusive female change rooms and amenities, with grants of up to \$500,000.
Get Going Clubs—rounds 6 and 7	This program supported local and regional sport and active recreation organisations by improving club capabilities to better deliver activities in Queensland communities.
	Eligible organisations could apply for funding of up to \$7,500. An organisation could request any combination of education, training, and participation equipment.
Active Community Infrastructure—round 1	This program aims to provide infrastructure to communities that need it the most, focusing on community collaboration, supporting diverse and inclusive needs, and encouraging active Queenslanders. Grants were awarded up to \$1 million.
Active Community Infrastructure KickStart	This program was used to launch the Activate! Queensland strategy.  Rather than opening a new application process, the department largely relied on existing eligible applications that had not been funded under previous grant rounds, including from the Get Playing Places and Spaces and Female Facilities Program.



Grant program	Grant description			
Demand driven grants				
FairPlay vouchers Get Started vouchers (renamed to FairPlay vouchers)	This program provides parents, carers, or guardians with vouchers redeemable up to \$150 to go towards sport and recreation memberships for children aged between 5 and 17 years.			
Grants pro	ovided outside an advertised program			
Other capital grants	These are targeted grants for developing community infrastructure. Typically, there is no competitive assessment process involved.			
	Nine capital grants valued at \$32 million were awarded by the government outside of a demand driven or competitive assessment process. Three provided funding to match contributions from other levels of government or sporting organisations for significant projects (three grants worth \$29 million).			
	The largest awarded amount of \$15 million is for the construction of a new stadium and training facility for the Brisbane Lions AFL club. The new facility is under construction in the suburb of Springfield and the new stadium will be the home of women's AFL matches in Brisbane. At a total cost of \$70 million, it is jointly funded by:			
	<ul> <li>the Queensland Government (\$15 million)</li> </ul>			
	<ul> <li>the Australian Government (\$15 million)</li> </ul>			
	Ipswich City Council (\$12 million)			
	<ul> <li>the Brisbane Lions and AFL (\$10 million)</li> </ul>			
	a privately owned development company (\$18 million).			

Source: Queensland Audit Office.

### C. Sports grants by region and sport

We have presented the sports grants data gathered for this information brief on an interactive map of Queensland on our <u>website</u>. This allows a reader to explore and compare regional information on sports grants, as well as demographic and health information we consider relevant to understanding the local context.

While similar information may be used by the department in their assessment process, particularly with the recent focus on strategic priorities associated with health, we have sourced the demographic and health information independently of the department, from information published by the Australian Bureau of Statistics and Queensland Health.

The department uses two grants management systems for all grants—one system for *Get Started* and *FairPlay vouchers*, and the second system for all other grants. We sourced the raw data on grant applications received and awarded from these systems.

We classified grants as demand driven or competitive funding, other capital grants, and those relating to election commitments (refer to Appendix B).

We have not included in this presentation:

- grants administered by the department (including grants paid to Stadiums Queensland or
  on behalf of the Queensland Reconstruction Authority for disaster recovery), as the
  department is responsible for payment but not assessment or management of these grants
- Get Started or FairPlay vouchers by region, as this information was not available.

All applications recorded in the grants management systems include the sports undertaken at that location. Where multiple sports are listed on an application, we have allocated the awarded funding evenly between the sports (for example, football (soccer) and rugby union could both be listed on an application, and we have then allocated 50 per cent of awarded funding to each sport). We have presented information on the top 10 sports that were awarded grant funding.

Figure 4C1

		Far North	Outback—North	Outback—South
	Population	34,762	30,139	17,410
ABS region data	Median age	32	32	41
	Speaks a language other than English at home	37%	7%	3%
ABS	Aboriginal or Torres Strait Islander Peoples	58%	29%	13%
	Median total income (2016 census)	\$42,147	\$59,539	\$45,738
	Competitive grants	\$2,302,287	\$2,930,121	\$2,289,397
	Demand driven grants	\$1,187,800	\$482,111	\$109,955
	Other grants	\$553,033	\$ -	\$ -
	Election commitments	\$ -	\$ -	\$ -
	Total amount awarded	\$4,043,120	\$3,412,232	\$2,399,352
	Amount awarded per person	\$116	\$113	\$138
	Number of awarded grants (all grant categories)	60	2.94	124
	Number of grant applications (all categories)	97	204	175
nts	Number of awarded competitive grants	30	51	58
Grants	Number of not awarded competitive grants	29	32	40
	Number of competitive grant applications	59	83	98
	Percentage of competitive grant applications which were awarded	51%	61%	59%
	Number of demand driven grants	29	112	66
	Number of other grants	1	0	0
	Number of grants awarded—election commitments	0	0	0
	AFL	\$ -	\$18,467	\$7,143
	Multisport/Active recreation	\$644,628	\$1,202,496	\$24,679
	Football (soccer)	\$800	\$56,506	\$7,543
	Netball	\$6,792	\$5,200	\$909,943
ort	Rugby league	\$604,133	\$1,029,875	\$262,745
Grants by sport	Cricket	\$14,691	\$37,350	\$14,787
ints t	Basketball	\$793,724	\$36,143	\$52,043
Gra	Hockey	\$ -	\$129,995	\$7,143
	Golf	\$7,000	\$27,000	\$14,389
	Rugby union	\$200	\$4,400	\$7,343
	Other sports	\$1,971,152	\$864,800	\$1,091,595
	Total awarded sports grants	\$4,043,120	\$3,412,232	\$2,399,352

		Far North	Outback—North	Outback—South
Health data	Percentage of adults—overweight or obese	61.7%	67.5%	67.9%
	Percentage of adults—insufficient physical activity	35.5%	45.3%	40.7%
	Percentage of children—overweight or obese	N/A	36.1%	30.0%

		Brisbane— East	Brisbane— North	Brisbane— South	Brisbane— West	Brisbane Inner City
	Population	237,681	222,270	370,055	191,399	282,593
<u>a</u>	Median age	40	37	34	36	33
jion dat	Speaks a language other than English at home	8%	16%	33%	17%	18%
ABS region data	Aboriginal or Torres Strait Islander Peoples	3%	2%	1%	1%	1%
1	Median total income (2016 census)	\$51,597	\$53,230	\$48,023	\$55,001	\$55,992
	Competitive grants	\$2,006,630	\$2,443,202	\$3,287,134	\$1,067,061	\$3,540,629
	Demand driven grants	\$3,236,634	\$586,950	\$3,718,950	\$555,400	\$7,649,150
	Other grants	\$ -	\$ -	\$ -	\$ -	\$7,000,000
	Election commitments	\$150,000	\$6,550,000	\$352,000	\$1,075,000	\$1,720,000
	Total amount awarded	\$5,393,264	\$9,580,152	\$7,358,084	\$2,697,461	\$19,909,779
	Amount awarded per person	\$23	\$43	\$20	\$14	\$70
	Number of awarded grants (all grant categories)	780	560	762	596	611
(0	Number of grant applications (all categories)	948	683	910	716	732
Grants	Number of awarded competitive grants	106	78	145	75	90
	Number of not awarded competitive grants	70	63	68	61	70
	Number of competitive grant applications	176	141	213	136	160
	Percentage of competitive grant applications which were awarded	60%	55%	68%	55%	56%
	Number of demand driven grants	673	479	613	516	516
	Number of other grants	0	0	0	0	1
	Number of grants awarded— election commitments	1	3	4	5	4
	AFL	\$169,986	\$651,354	\$1,310,331	\$951,680	\$240,274
	Multisport/Active recreation	\$167,846	\$5,844	\$189,250	\$39,215	\$754,000
	Football (soccer)	\$198,766	\$690,836	\$757,592	\$343,389	\$1,900,850
	Netball	\$34,557	\$183,307	\$1,015,619	\$258,577	\$52,539
oort	Rugby league	\$181,777	\$9,800	\$339,278	\$14,060	\$1,546,718
oy sp	Cricket	\$120,756	\$26,570	\$194,478	\$23,473	\$7,968,414 <sup>1</sup>
Grants by sport	Basketball	\$460,600	\$5,507,400 <sup>2</sup>	\$115,548	\$5,768	\$6,195
Gra	Hockey	\$43,684	\$633,915	\$64,824	\$19,200	\$883,032
	Golf	\$9,500	\$400	\$10,500	\$12,100	\$495,000
	Rugby union	\$17,600	\$12,900	\$135,098	\$12,900	\$417,089
	Other sports	\$3,988,192	\$1,857,826	\$3,225,566	\$1,017,099	\$5,645,669
	Total awarded sports grants	\$5,393,264	\$9,580,152	\$7,358,084	\$2,697,461	\$19,909,779

		Brisbane— East	Brisbane— North	Brisbane— South	Brisbane— West	Brisbane Inner City
Health data	Percentage of adults— overweight or obese	57.9%	57.3%	57.9%	57.3%	57.3%
	Percentage of adults—insufficient physical activity	38.7%	38.2%	38.7%	38.2%	38.2%
	Percentage of children— overweight or obese	25.8%	24.3%	25.8%	24.3%	24.3%

<sup>&</sup>lt;sup>1</sup> One \$7 million grant was awarded for the construction of the National Cricket Campus in the suburbs of Kalinga and Albion. Once completed, the venue will be a world-class playing and training facility.

<sup>2</sup> One \$5.5 million grant was awarded to develop a new five-court basketball stadium and playing

		Cairns	Central Queensland	Darling Downs— Maranoa	Mackay— Isaac— Whitsunday
ABS region data	Population	252,037	225,561	128,781	172,523
	Median age	39	37	41	37
	Speaks a language other than English at home	12%	4%	5%	6%
	Aboriginal or Torres Strait Islander Peoples	12%	7%	6%	6%
	Median total income (2016 census)	\$43,965	\$41,561	\$51,173	51,836
	Competitive grants	\$8,957,262	\$7,168,544	\$2,201,413	\$4,745,658
	Demand driven grants	\$816,717	\$539,400	\$299,900	\$635,166
	Other grants	\$1,000,000	\$30,000	\$ -	\$ -
	Election commitments	\$955,000	\$250,000	\$ -	\$3,720,000
	Total amount awarded	\$11,728,979	\$7,987,944	\$2,501,313	\$9,100,824
	Amount awarded per person	\$47	\$35	\$19	\$53
	Number of awarded grants (all grant categories)	1,406	1,497	487	994
Grants	Number of grant applications (all categories)	1,756	1,879	648	1,322
Gra	Number of awarded competitive grants	271	206	135	181
	Number of not awarded competitive grants	152	163	110	177
	Number of competitive grant applications	423	369	245	358
	Percentage of competitive grant applications which were awarded	64%	56%	55%	51%
	Number of demand driven grants	1,130	1,287	352	807
	Number of other grants	1	1	0	0
	Number of grants awarded—election commitments	4	3	0	6
	AFL	\$211,472	\$352,610	\$1,400	\$152,820
	Multisport/Active recreation	\$2,168,288	\$910,471	\$320,316	\$2,225,211
	Football (soccer)	\$1,693,869	\$434,618	\$223,912	\$668,918
	Netball	\$1,812,735	\$1,217,568	\$102,596	\$640,810
Grants by sport	Rugby league	\$474,596	\$530,942	\$203,178	\$562,441
oy s	Cricket	\$604,729	\$28,751	\$113,081	\$341,700
nts k	Basketball	\$140,761	\$150,646	\$30,826	\$85,306
Grai	Hockey	\$196,278	\$34,145	\$12,700	\$244,925
	Golf	\$173,356	\$301,773	\$107,242	\$360,514
	Rugby union	\$245,699	\$25,774	\$97,736	\$117,312
	Other sports	\$4,007,197	\$4,000,646	\$1,288,326	\$3,700,868
	Total awarded sports grants	\$11,728,979	\$7,987,944	\$2,501,313	\$9,100,824
ıta	Percentage of adults—overweight or obese	58.4%	65.7%	65.7%	64.4%
Health data	Percentage of adults—insufficient physical activity	38.8%	44.5%	45.9%	41.6%
	Percentage of children—overweight or obese	26.0%	30.7%	29.0%	29.4%

		Gold Coast	lpswich	Logan— Beaudesert	Moreton Bay— North	Moreton Bay—South
ABS region data	Population	622,048	351,793	341,405	251,575	213,866
	Median age	38	34	34	41	35
	Speaks a language other than English at home	12%	16%	15%	6%	8%
	Aboriginal or Torres Strait Islander Peoples	2%	5%	4%	4%	2%
	Median total income (2016 census)	\$44,450	\$48,019	\$47,162	\$44,579	\$51,994
	Competitive grants	\$6,805,824	\$3,930,045	\$7,096,111	\$2,134,438	\$2,379,024
	Demand driven grants	\$1,048,849	\$629,615	\$732,462	\$225,100	\$333,400
	Other grants	\$ -	\$15,000,000	\$8,115,650	\$ -	\$ -
	Election commitments	\$365,000	\$105,000	\$11,665,000	\$530,000	\$100,000
	Total amount awarded	\$8,219,673	\$19,664,660	\$27,609,223	\$2,889,538	\$2,812,424
	Amount awarded per person	\$13	\$56	\$81	\$11	\$13
	Number of awarded grants (all grant categories)	1,771	744	597	509	643
10	Number of grant applications (all categories)	2,238	944	744	638	770
Grants	Number of awarded competitive grants	255	123	133	109	58
	Number of not awarded competitive grants	174	69	61	65	50
	Number of competitive grant applications	429	192	194	174	108
	Percentage of competitive grant applications which were awarded	59%	64%	69%	63%	54%
	Number of demand driven grants	1,513	619	453	396	584
	Number of other grants	0	1	4	0	0
	Number of grants awarded— election commitments	3	1	7	4	1

		Gold Coast	Ipswich	Logan— Beaudesert	Moreton Bay— North	Moreton Bay—South
	AFL	\$1,150,265	\$15,009,176 <sup>3</sup>	\$449,881	\$170,256	\$5,000
	Multisport/ Active recreation	\$83,073	\$894,727	\$17,012,679 <sup>4</sup>	\$93,878	\$5,938
	Football (soccer)	\$517,903	\$850,955	\$2,328,588	\$569,711	\$1,306,740
	Netball	\$129,958	\$467,340	\$714,919	\$185,707	\$21,412
oort	Rugby league	\$489,510	\$110,613	\$1,930,945	\$290,208	\$451,709
y sk	Cricket	\$809,885	\$163,787	\$461,277	\$191,751	\$151,000
Grants by sport	Basketball	\$102,103	\$45,973	\$1,550,850	\$14,700	\$7,600
Grai	Hockey	\$36,971	\$62,800	\$6,757	\$77,200	\$13,970
	Golf	\$39,668	\$105,382	\$331,144	\$247,400	\$7,728
	Rugby union	\$982,530	\$18,000	\$650,134	\$150,400	\$10,065
	Other sports	\$3,877,807	\$1,935,907	\$2,172,049	\$898,327	\$831,262
	Total awarded sports grants	\$8,219,673	\$19,664,660	\$27,609,223	\$2,889,538	\$2,812,424
Health data	Percentage of adults— overweight or obese	52.8%	64.5%	57.9%	57.3%	57.3%
	Percentage of adults— insufficient physical activity	36.7%	49.8%	38.7%	38.2%	38.2%
	Percentage of children— overweight or obese	23.4%	29.9%	25.8%	24.3%	24.3%

In addition, one \$6.6 million grant was awarded for the construction of a new PCYC multisport facility at Cronulla Park in the suburb of Slacks Creek.



<sup>&</sup>lt;sup>3</sup> One \$15 million grant was awarded for the construction of a new stadium and training facility for the Brisbane Lions AFL club. The new facility is under construction in the suburb of Springfield and the new stadium will be the home of women's AFL matches in Brisbane.

<sup>&</sup>lt;sup>4</sup> One \$9.1 million grant was awarded for the redevelopment of Underwood Park. The multisport facility is under construction in the suburb of Priestdale and will support a range of sports including soccer, netball and BMX riding. This was funded as an election commitment.

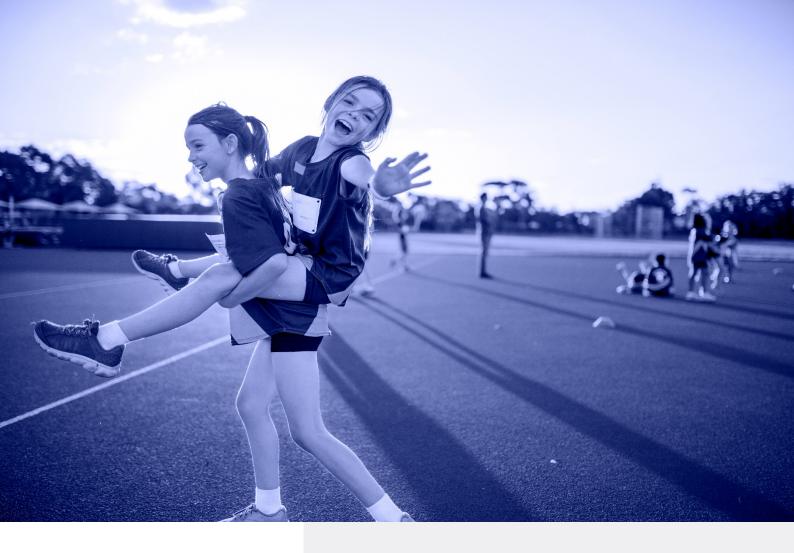
		Sunshine Coast	Toowoomba	Townsville	Wide Bay
ABS region data	Population	375,271	156,757	236,441	296,849
	Median age	44	37	36	47
	Speaks a language other than English at home	5%	8%	7%	4%
	Aboriginal or Torres Strait Islander Peoples	2%	4%	9%	5%
	Median total income (2016 census)	\$41,719	\$46,624	\$51,384	\$38,497
	Competitive grants	\$5,356,758	\$2,695,179	\$6,467,714	\$4,246,038
	Demand driven grants	\$384,250	\$331,800	\$1,148,732	\$501,331
	Other grants	\$ -	\$ -	\$ -	\$ -
	Election commitments	\$9,050,000	\$285,000	\$365,000	\$765,000
	Total amount awarded	\$14,791,008	\$3,311,979	\$7,981,446	\$5,512,369
	Amount awarded per person	\$39	\$21	\$34	\$19
nts	Number of awarded grants (all grant categories)	1,202	524	1,450	1,313
	Number of grant applications (all categories)	1,530	649	1,838	1,689
Grants	Number of awarded competitive grants	233	85	192	313
	Number of not awarded competitive grants	166	69	130	202
	Number of competitive grant applications	399	154	322	515
	Percentage of competitive grant applications which were awarded	58%	55%	60%	61%
	Number of demand driven grants	968	437	1,255	997
	Number of other grants	0	0	0	0
	Number of grants awarded—election commitments	1	2	3	3

		Sunshine Coast	Toowoomba	Townsville	Wide Bay
	AFL	\$80,846	\$518,096	\$1,631,991	\$145,204
	Multisport/Active recreation	\$9,298,568 <sup>5</sup>	\$174,738	\$12,000	\$348,648
	Football (soccer)	\$381,664	\$591,300	\$309,206	\$630,074
	Netball	\$766,724	\$149,954	\$689,765	\$133,740
oort	Rugby league	\$1,334,984	\$769,100	\$758,105	\$650,742
Grants by sport	Cricket	\$170,296	\$162,032	\$47,584	\$432,296
nts k	Basketball	\$23,750	\$4,400	\$108,126	\$47,772
Graf	Hockey	\$127,253	\$18,800	\$490,364	\$280,416
Ü	Golf	\$109,732	\$2,000	\$344,852	\$162,438
	Rugby union	\$119,161	\$10,800	\$1,026,993	\$83,430
	Other sports	\$2,378,030	\$910,760	\$2,562,461	\$2,597,610
	Total awarded sports grants	\$14,791,008	\$3,311,979	\$7,981,446	\$5,512,369
Health data	Percentage of adults—overweight or obese	55.7%	65.7%	62.8%	68.4%
	Percentage of adults—insufficient physical activity	37.6%	45.9%	38.5%	46.5%
	Percentage of children—overweight or obese	25.6%	29.0%	25.9%	25.6%

Source: Queensland Audit Office from sports grants data provided by the Department of Housing and Public Works, and published information from the Australian Bureau of Statistics and Queensland Health.

<sup>&</sup>lt;sup>5</sup>One \$9.1 million grant was awarded for the redevelopment of the University of Sunshine Coast's indoor sport stadium. The stadium is located in the suburb of Sippy Downs and is the home of the Sunshine Coast Lightning netball team. This was funded as an election commitment.





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