



# **Attachment Folder**

**Shoalhaven Sports Board**

**Thursday 19 May 2016**

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### Corporate and Community Services

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## SHOALHAVEN SPORTS BOARD

## RESOLUTIONS / ACTIONS – PROJECTS TO BE COMPLETED – as at May 2016

Item No.	Subject	Council Resolution	Date	Group Unit	Remarks
1.	Future Provision of sports fields for catchment precinct Callala Bay, Callala Beach, Currarong, Myola, Culburra and Orient Point	MIN13.537B	June 2014 September 2014	CCS/S&IP	Action pending completion of Community Infrastructure Strategic Plan Proposed report to Shoalhaven Sports Board once Community Infrastructure Strategic Plan adopted by Council
2.	Future of Thurgate Oval	MIN13.540	September 2014	CCS/S&IP	Action pending completion of Community Infrastructure Strategic Plan and precinct planning of recreation at and surrounding Artie Smith Oval
3.	Future Provision of Sporting Fields for North Nowra / Bomaderry Precinct	Min13.540C	September 2014	CCS/S&IP	Action pending completion of Community Infrastructure Strategic Plan Proposed report to Shoalhaven Sports Board once Community Infrastructure Strategic Plan adopted by Council
4.	Sussex Inlet / Jervis Bay Pony Clubs - Grounds - Location options - Report request	Min14.105	December 2014	CCS/S&IP	Action pending completion of Community Infrastructure Strategic Plan Proposed report to Shoalhaven Sports Board once Community Infrastructure Strategic Plan adopted by Council



## **Shoalhaven Sports Board Review 2015**

### **Final Report and Recommendations**

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**Prepared for Shoalhaven City Council  
By: The Strategic Edge  
Feb 2016**

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<b>Document Control</b>		
<b>Revision</b>	<b>Date</b>	<b>Updated</b>
0	28/02/16	Original draft.
1	8/3/2016	Revision 1.
2	17/0/2016	Revision 2. Add References and Terms of Reference Section

## 1 Introduction

The Shoalhaven Sports Board has been in place for many years and is operating based on a charter that was adopted in March 2000. Since that time there has been no formal review of the board, however there have been significant changes in governance requirements, sport and recreation trends and the manner in which councils engage with the community.

The purpose of this review is to provide recommendations for any improvements to the current Sports Board model which council uses to engage with the local sporting community in order that opportunities for the Council to better serve the sporting community may be realised.

During the review process trends in sport and recreation management and practices for community consultation have been assessed. In addition, surveys of stakeholders were conducted to gauge engagement and understanding of the current Sports Board and its functions. The scope of the Shoalhaven Sports Board Review included the following stages;

**Benchmarking – Council Sporting Bodies.** Benchmark the models used by comparable and neighbouring councils to liaise with the sporting community.

**Review the Sports Board and the community consultative process.** Review how the Sports Board operates in comparison to current community consultation models within Council.

**Community Consultation and Feedback.** Invite community feedback on how Council should consult with its sporting community.

**Final Report and Recommendations.**

Provide a written document which details the review process and proposes strategic directions. Present the Shoalhaven Sports Board Review findings to the Shoalhaven Sports Board.

This document completes the review, being the final report and recommendations.

## 2 Summary

In recent years there has been a groundswell in government planning which recognises the importance of sport with regards to not only the physical and mental health of the population, but also as an integral part of developing connected communities.

*'In short, sport and physical activity not only make people healthier and more productive; they contribute to the nation's economic and social capital.'*

Quote from: 'Sports funding: federal balancing act', Dr Rhonda Jolly, 27 June 2013.

In light of the following key factors;

- Recognition of the positive impact that participation in sport has on a community,
- Changing community expectations with respect to consultation and engagement and
- Changing sporting participation, volunteering and work pattern trends

the planning and management of sport is moving beyond the traditional maintenance of facilities, to goals which look to grow and enhance the grassroots of sport with multiple outcomes. Therefore, to strategically grow sport requires council to partner with the community to continue to foster increased participation.

Key findings of the review process are;

- The community is looking for clearer communication channels with Council.
- Broader representation of all sporting interests is required to strategically inform Council.
- Transparent and comprehensive processes and policies are needed.
- Greater advocacy and support from Council.
- Community Representatives who inform council need to be targeted based on skill sets.
- The responsibilities of councillors, community representatives and council officers which inform Council's strategic sports development are not clearly understood.

Based on these findings and investigation of the latest engagement models it is recommended that the current Sports Board process should be remodelled to meet the needs of the strategic sporting community and council.

The new structure proposed for the community to participate in strategically guiding sports development is an advisory board, which operates at a strategic level and is reported to by various sub-committees with responsibility for specific portfolios or projects. The advisory board would operate to a strategic plan and ensure actions are being conducted in accordance with that plan.



### 3 Review Results

#### 3.1 Demographics of Shoalhaven LGA

Demographics and planning considerations specific to the Shoalhaven need to be considered in the strategic development of sport and in the main include;

- The dispersed village centred nature of the population.
- Projected population growth
- Tourism, both its impact on facility use and the opportunity to attract sporting events which in turn requires improved facilities.

#### 3.2 Benchmark Analysis

During the benchmarking process literature related to the implementation of sporting strategies and community engagement processes was reviewed. In addition, discussions were undertaken with various LGA's and their sporting communities' representatives.

Following is a list of the councils from which data was received and analysed.

Coffs Harbour City Council	City of Moonee Valley
Kiama Municipal Council	Moreton Bay Regional Council
Shellharbour City Council	Parkes Shire Council
Wollongong City Council	Kingsborough Council
Tweed Shire Council	Mitchell Shire Council
Wingecarribee Shire Council	Rockdale City Council
City of Port Phillip	Manly Council

The findings indicate that;

1. The value of sport with regards to the physical and mental health of communities and its importance in contributing to community inclusiveness is increasingly being recognised and prioritised in council planning.
2. There is groundswell towards community engagement in the strategic planning of sport.
3. There are a variety of models used by councils to liaise with the sports community. The models which appear to be producing the best results include as priorities: strategic direction, clear communication, engagement, advocacy and encouragement of skill based leadership.
4. Given many lifestyle factors reducing participation in organised sport there is a growing need to partner with the community to continue to foster increased participation in sport.

### 3.2.1 Sport and Recreation Trends

Key societal changes are causing a shift in the way people engage in sport, communicate, work and therefore the structures required for councils to successfully engage with the sporting community are also changing. These changes include:

1. Changes in the workforce. More part time work and increased weekend work have shifted from the traditional 5-day work week, sport on Saturday and family on Sunday.
2. Single parent households and dual income families mean that recreation time is seen as a scarce resource.
3. Increased diversity in the availability of recreation alternatives, which may not have an organised operating structure means that sporting bodies are competing for attention.
4. Population growth.
5. Communication, social media and engagement tools.
6. Technology has impacted how sport is played and marketed.
7. Funding sources regularly change and require new skills and more time from volunteers.
8. Increasing governance requirements and sports management responsibilities.

Local government is also being pressured to manage and maintain existing infrastructure. and Development and ensure compliance to more stringent governance requirements for volunteers.

These changes have contributed to the following sporting landscape movements:

- Reduced commitment to teams or volunteering roles for a full season in the traditional sense.
- Growing demand for increased informal recreational activity options.
- Modified Rules. A number of traditional sports such as cricket, Rugby League, AFL and tennis have undergone modification to attract more participation.
- Volunteer Engagement. Local sports clubs experience difficulty in attracting new volunteers.
- Policies and grant funding criteria which reward multi use of facilities.
- Safety: Risk management implications regarding the quality of facilities and practices.
- Application of environmental sustainability development principles to public infrastructure is increasingly expected by the community.

In light of these changes the capacity of volunteers to consistently deliver sporting programs is being challenged. The diverse and changing nature of the sporting landscape requires real time engagement of council with the sporting community to enable good decision making and optimum utilisation of resources.

### 3.3 Sports Board and Stakeholder Consultation

Meetings were conducted with the Sports Board and stakeholders with the purpose of gaining an insight into the effectiveness of the existing Sports Board model. Feedback was received from councillors, council officers, Sports Board members and sporting association representatives.

The feedback, summarised in the table below includes some consistent themes, which suggest strongly that change is needed to meet engagement objectives.

<b>SWOT Analysis of Sports Board Feedback</b>	
<b>Strengths</b>	
The number and condition of facilities in considered in the main to be OK.	Decisions made – projects do not always include community representation.
<b>Weakness</b>	
<b>Purpose</b> The board is not strategic and is issue & facility driven. The full scope of the charter is not being successfully implemented.	<b>Communication</b> The community is largely unaware of the board. Communication between the board and council staff is not adequate. Minutes are still delivered by mail and the system is not keeping up with modern communication needs.
<b>Governance</b> Transparency, there is no apparent policy for managing conflicts of interest. Need individual role descriptions Who votes?	<b>Representation</b> Not inclusive and representative, must advocate for all sports. Interaction with – peak bodies, elite programs, NSW S&R Board Member Selection, need a criteria
<b>Implementation Processes</b> Transparent policies need to be available and followed. Who is responsible for what? Resources of Council are not used effectively. The agenda setting process is unclear to all.	Project management needs to improve: <ul style="list-style-type: none"> <li>• Accountability, timelines, budget v actual</li> <li>• Transparent process is needed for project approval</li> <li>• Clear project outcomes</li> </ul> Meetings need to be more focussed on strategic actions.
<b>Opportunities</b>	
Implement policies Conduct meetings based on strategic plan Advertise for members based on skillsets	Teach volunteers & access baby boomers Adopt email and social media communications Consider External project management
<b>Threats</b>	
Increased governance requirements	Other LGA's attracting events
Membership – lose opportunity for qualified board members to better organised groups	

### 3.4 Community Survey

An online survey and three local community meetings were conducted. In all 66 people responded to the online survey and 20 people attended the community meetings.

More than 50% of the community respondents were unaware of the sports board or their role. They felt a need for greater communication with respect to who to contact for their various needs. So, even if the current engagement model could help them they are unaware of it.

The engagement model needs to focus on big picture, strategic issues are the priority and not operational problems.

The community was concerned that the board only represented 'big' sports or big clubs. There is a need to provide real advocacy for all. This requires an intentional strategy to engage with the grass roots sports participants.

The capability of board members to fulfil their role was questioned. This was not aimed at individuals, rather a need to ensure skills are identified and sought.

A desire to support the growth of volunteers and club committees through training was expressed. Again, even if this support is available in any way the community is not aware of it.

Representation and engagement with all sporting communities & bodies was seen as lacking and needs to be planned.

Use of a marketing strategy and the means to encourage participation needs to be developed. Suggested examples included:

- Annual community forums
- A social media strategy
- Rewards in the Council grant application processes for clubs which attend volunteer training.

The roles of community delegates, council officers and councillors in the process was unclear to respondents and needs to be clarified and communicated.

## 4 Recommendations

It is most important to recognise the value of having a community representative role informing Council's sports strategic planning.

The most important factor in establishing an improved model for managing the sporting communities' engagement with council is to create a clear set of values and strategic priorities which align with the Shoalhaven Councils planning instruments.

It is apparent from considering the literature, models used by other councils and community feedback that the existing Sports Board Model needs to change. This report recommends a strategic focus, with a model for representation and the makeup of a new community advisory structure.

### 4.1 Strategic Focus

The big picture is strategic and not operational. Observations of the current board meeting and minutes, and feedback from the consultative process indicate that the existing Sports Board Model tends to get bogged down in operational matters. To alleviate this the new structure will need to be remodelled and run from a Strategic Plan. This plan will need to be aligned with the LGA community plan.

There was a strong sense in the community feedback that there is a need to increase advocacy for all sporting communities & bodies.

Benchmarks for Sport such as participation, growth and retention also need to be monitored.

### 4.2 Advisory Board Model

Based on this review Council has four possible options available for managing engagement with the sports community;

1. Continue with the Existing Sports Board Model.

This option is not recommended given the reasons outlined in this report.

2. Disband the board and manage engagement directly through council officers.

This option is not recommended as the community wants and needs community based advocates.

3. Implement a delegated authority management committee.

A management committee with authority over budget and sports ground management has worked well for some LGA's, however this is not recommended given that these committees seem to focus on the major sports and the Shoalhaven community feedback is requesting advocacy for all.

4. Implement a Skill Based Community Advisory Board.

The option recommended by this review is to implement an Advisory Board which is able to provide advocacy for the sporting community and advise council on policy and direction related to Councils strategic objectives.

The board would be strategic in nature and focus on skill based appointments.

The advisory committee would engage sub committees or interest groups to increase engagement and allow it to focus strategically, yet be well informed on specific situations.

More detail of how this model can be applied is included in Appendix I.

## Appendix I: Advisory Board Details

### 1) Advisory Board Overview

Advisory committees or boards are generally made up of representatives from a particular profession, industry, peak-body, community or interest group who are appointed to provide technical or specific information on often complex or multi-faceted proposal(s) or issue(s). Establishing an advisory committee enables expert and ongoing input into planning and decision-making from a range of groups and agencies that have relevant skills or knowledge.

Advisory committee members have a mandate to provide ongoing, high level policy and planning advice to council.

Membership and terms of reference of the committee, including committee and participant roles and responsibilities, time frames and decision-making processes, need to be clearly articulated and agreed prior to commencement.

It is important to establish whether the committee members are representing a broader group or participating as individuals.

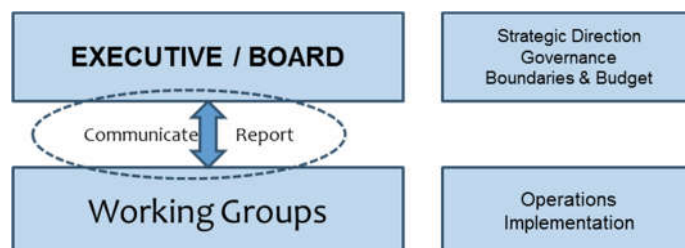
#### Strengths:

- values a wide range of technical and local expertise and knowledge
- provides committee members with an understanding of a range of perspectives, data sets and other knowledge bases in order to develop informed and agreed solutions.
- can support a range of other engagement processes.
- provides opportunities to explore alternative strategies and build on commonalities and alliances and enables information and decisions to be distributed to members of the organisations or community sectors represented on the committee.

#### Weaknesses:

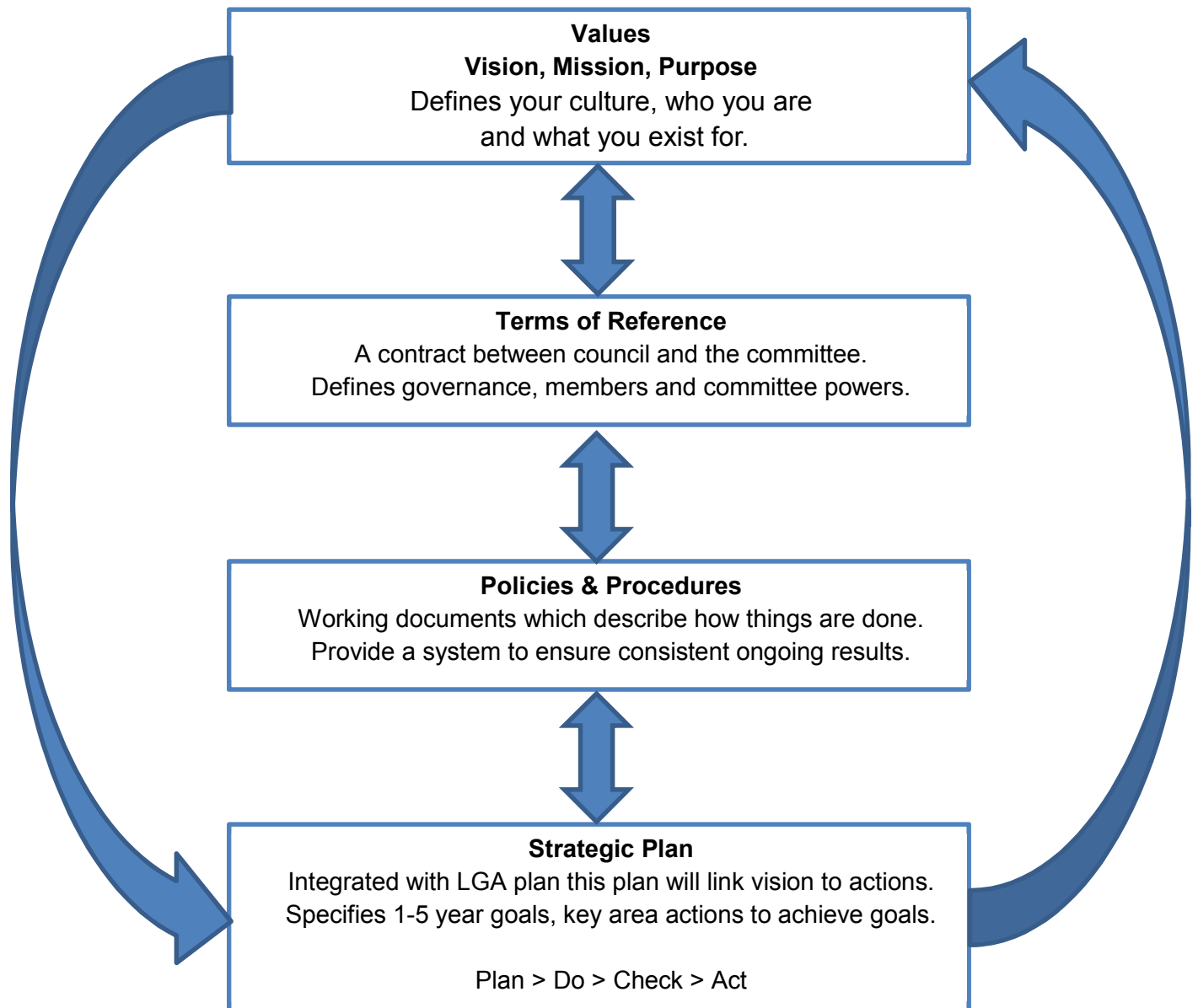
- participants may not be representative of or have relevant knowledge or skills to represent all stakeholders.
- it can be difficult to manage the diversity of opinion, data, frameworks and other information provided via committee members and standing committees may lose impetus or relevance.

The board sets direction and policy. Actions or projects are allocated to working groups. Depending on the size of the activity the group can be large or small and may or may not include board members. The following diagram shows the relationship between the Advisory Board and working/focus groups.



In order to operate functionally and make consistent decisions the Advisory Board will need a good policy framework. This diagram shows an effective model.

- The leadership should always test what is said and done against the values, mission, and purpose.
- The terms of reference, policies, procedures and strategic plan are tools to deliver results.
- The strategy is map for future direction and can be used to review progress.



## 2) Membership

The objective is to develop a skills based board and ensure inclusion in the membership of the board a range of strategic capability, expertise and advice. A possible membership could include;

Community Members: Six skill based members of the local community.

Councillors: Purpose – understand council processes speak to council meetings on behalf of the Advisory Board when proposals are put to council. With transparent policies in place ward based representation should not be needed on an advisory board, it is a waste of councillor resources.

Suggested membership. Council to nominate up to three Councillors to be on the Board.

Advisory Board member should have specific portfolios and report back to the committee on progress in their portfolios. These can be geographical, sport representation or project based.

## 3) Areas of Focus

The Advisory Board operates at a strategic level and other stakeholders interested in specific projects or areas of operation should work in the focus groups.

Following are example areas of focus that should include Sports priorities/future/benchmarks.

### a) Governance

Council's Role in Sport, Recreation and Physical Activity Provision

Implement / propose Policies and Procedures

- Sports Management Training
- Marketing & Advertising
- Induction for members
- governance
- strategic plan
- stakeholders

Revise and simplify the Charter with specific aims/outcomes

### b) Communication and Marketing

- Systems & Processes;
- How to interact with Council

Links with:

- grass roots
- elite sports
- peak bodies
- indigenous
- sports tourism ⇔ link with sports strategy

### c) Grass Roots Club Development

Volunteers educated/supported

Volunteer Succession Planning

Evaluate programs – how are they successful? Can they be improved?



**d) Grants and Funding****e) Sports Tourism, Programs and Events****f) Facility Development.**

Asset development

Feasibility, Management and Business Plans

Facility (Detailed) Planning and Delivery

Criteria for prioritising and selection of projects for funding.

Multipurpose

- integrated } Growth Precincts – no sports
- co located } - population
- rationalized } Users
- shared } Commercial Facilities

**g) Facility Maintenance**

Standards of maintenance. Develop supply agreements with user groups which define who is responsible for each task and to what standard (e.g. lawn mowing, line marking).

**h) Talent Programs**

Align with Regional and State programs

Consider Commercial Activity, e.g. Fitness Trainers

#### 4) Terms of Reference

It is important that The Terms of Reference are established in conjunction with stakeholders. A number of example Terms of Reference documents are cited in the references and recommendations for inclusion are as follows;

##### a) Relationship to Council

The board is an advisory committee to council and as such makes proposals to council.

##### b) Delegated Authorities

The Committee does not have the power to bind the Council.

The Committee may make recommendations to the Council on all relevant business presented before it. Decisions made by the Advisory Committee are recommendations which may or may not be adopted by Council.

The Advisory Board does not have the power to incur expenditure, however Council may allocate a budget for specific projects.

Advisory Committee recommendations which are determined to be purely or substantially 'operational' in nature, will be dealt with by the relevant council officer and any action or lack thereof reported to the Committee on a regular basis.

##### c) Term of Office

Councillors appointed to a Committee shall continue as a member of the Committee until the next ordinary mayoral election.

Terms of office should be defined, with typical examples being 2-4 year periods of representation.

##### d) Nominations and Appointments

Nominations should be advertised throughout the community with specific skill based criteria applied to appointments.

A casual vacancy may be filled by the Committee.

##### e) Focus Groups

As deemed fit the board will establish focus groups to act in specific priority or project areas.

##### f) Meeting Practices and Procedures

The administrative provisions of Council's adopted Code of Meeting shall apply subject to any amendment by this Terms of Reference.

Each meeting shall be properly recorded by the taking of minutes.

The minutes of the Committee will be submitted to the next available Council Meeting.

The quorum for each meeting will be one half plus one of the number of Councillors nominated by Council to be on the Committee.

If a quorum is not present within 30 minutes of the time appointed for the commencement of the meeting, the meeting shall lapse.

In the event of a tied vote, the Chair can exercise a casting vote.

### **g) Code of Conduct**

All members of the Committee are required to observe the provisions of the Council's Code of Conduct.

Committee members should act in a professional and responsible manner with the information they obtain as a Member as Committees require openness and honesty to function well. Committee members should feel free to express their opinions and views without fear of recrimination.

It is essential for committee members to accept collective responsibility, and remain loyal to decisions of the Committee, even where they may not have agreed with the final decision.

### **h) Confidentiality and Privacy**

Members may have contact with confidential or personal information retained by Council. If so, members are required to maintain the security of any confidential or personal information and not access, use or remove any information, unless the member is authorised to do so.

## References:

- 'Sports funding: federal balancing act', Dr Rhonda Jolly, 27 June 2013
- 'Kingsborough Sport and Recreation Facilities Strategy 2013', Kingsborough Council.
- 'Economic contribution of sport to Australia', Australian Sports Commission
- 'Engaging Queenslanders – A guide to community engagement methods and techniques', Queensland Government, Department of Communities.
- 'Shoalhaven Sports Board Review 2015, Stage 1 - Benchmarking: Report', Michael Dobie, June 2015.
- 'Shoalhaven Sports Board Review 2015 Review of Consultative Process: Report', M. Dobie. Oct 2015.
- 'Shoalhaven Sports Board Review 2015, Community Survey Results', M. Dobie. Jan 2016
- 'Terms of Reference – Sports Advisory Committee', Tweed Shire Council, 2014.
- 'Leisure Strategy 2013 – 23', City of Moonee Valley.
- 'Annual Report 2013 -13', Parkes Sports Council.
- 'POL15/56 Shoalhaven Arts Board - Terms of Reference', Shoalhaven City Council.
- 'Sport and Recreation Advisory Committee Terms of Reference', Rockdale City Council. 2012.
- 'Terms of Reference – Sports and Recreation Facilities Committee – October 2012', Manly Council.
- 'Terms of Reference for Shoalhaven Tourism Advisory Group', Shoalhaven City Council.

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**SHOALHAVEN SPORTS BOARD****THURSDAY, 31 MARCH 2016****CORPORATE AND COMMUNITY SERVICES****1. Shoalhaven Sports Board Review - Final Report****File 12623E****SECTION MANAGER: Jane Lewis.****PURPOSE:**

To report the findings of the Shoalhaven Sports Board Review report to Council propose new draft Terms of Reference for a Sport Community Advisory Group.

**RECOMMENDED that:**

- a) Council adopt the Shoalhaven Sports Board Review Report from *The Strategic Edge* and adopt option 4 which involves establishment of a Sports Community Advisory Board.
- b) Council rescind the Shoalhaven Sports Board Charter.
- c) Council thank current members for their commitment and contribution to the Shoalhaven Sports Board.
- d) Council adopt the Draft Sport Community Advisory Group Draft Terms of Reference, POL 16/41.
- e) Council commence the recruitment of community members for the Sports Community Advisory Group.
- f) Council contact the broader Shoalhaven Sports Community to thank them for their contribution to review process, advise outcome and recruitment process for new Shoalhaven Community Advisory Group.
- g) Council implement induction process for new Advisory Board members once appointed.
- h) Council appoint three (3) Councillor representatives to the Sport Community Advisory Group.

**OPTIONS**

1. Adopt the recommendation and continue progressing the Shoalhaven Sports Board Review.
2. Not adopt the recommendation and provide an alternative resolution with direction for staff.

**DETAILS**

# Attached to this report is the *Shoalhaven Sports Board Review* final report (Attachment 1) which has been prepared and will be presented to the meeting by Michael Dobie from *The Strategic Edge*. The Review identifies four possible options available for managing engagement with the sports community, being;

1. Continue with the Existing Sports Board Model.

This option is not recommended given the reasons outlined in this report.

2. Disband the board and manage engagement directly through Council Officers.

This option is not recommended as the community wants and needs community based advocates.

3. Implement a Section 355 Style, Delegated Authority Committee.

A Section 355 Committee has worked in some LGA's, however this is not recommended given that these committees seem to focus on the major sports and the Shoalhaven community feedback is requesting advocacy for all.

4. Implement a Community Advisory Group.

The option recommended by this review is to implement an Advisory Board which is able to provide advocacy for the sporting community and advise Council on policy and direction related to Councils strategic objectives. The advisory committee would engage sub committees or interest groups to increase engagement and allow it to focus strategically.

# Draft Terms of Reference for a Sport Community Advisory Group have been developed and are Attachment "3".

## **PROCESS TO MOVE FORWARD**

To commence achieving transition to a Sports Community Advisory Group the following is recommended:

- a) Council adopt the Shoalhaven Sports Board Review Report from *The Strategic Edge* and adopt option 4 which involves establishment of a Sports Community Advisory Group.
  - b) Council thank current members for their commitment and contribution to the Shoalhaven Sports Board.
  - c) # Council rescind the Shoalhaven Sports Board Charter. (Attachment 2).
  - d) Council adopt the Draft Sport Community Advisory Group Terms of Reference and to be finalised prior to commencement of the new Board. (Attachment 3).
  - e) Council commence the recruitment of community members for the Sports Community Advisory Group.
-

- f) Council implement induction process for new Advisory Group members once appointed.

### **SPORTS COMMUNITY ADVISORY BOARD TERMS OF REFERENCE**

- # Attached are draft Terms of Reference proposed for the Sports Advisory Group.

### **FINANCIAL IMPLICATIONS:**

At this time, no financial implications are foreseen from the establishment of the Sports Community Advisory Group.

### **COMMUNITY ENGAGEMENT:**

As outlined in the attached document, the Sports Board Review has involved feedback from the Board members and the wider community.