TOWARDS A BETTER FUTURE FOR YOUTH SPORT

JAMES MACDOUGALL
THE REPORT

The report is the result of over nine months of research into sport in the UK aimed at recording the current state of play of sport in Britain through both the quantitative analysis of data and qualitative interviews with both those delivering policy and delivering sport.

This report also offers a variety of policy ideas—by far and away the best of which coming from some of the contributors just sharing their best practice.

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sportsthinktank.com is the UK’s leading independent research organisation devoted solely to developing new ideas and extending the boundaries of debate in the world of sport.

The aim of sportsthinktank.com is to bring insight and analysis to issues in sport in order to help stimulate debate, transform perceptions and provide innovative policy solutions. It will do this primarily in the interests of the participating and spectating public.

ACKNOWLEDGEMENTS

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Particular thanks must also be extended to the many charities, organisations, schools, national governing bodies, clubs, coaches, volunteers and individuals who give their life to sport and spared a little extra time to add to this publication.

Particular thanks must also go to Nicola Sheldon for her written contributions and also to Ben Andersen-Tuffnell and Richard Tacon in the final analysis.

Finally, I would like to thank John Nash at Future charity for his support and help in creating this project.
INTRODUCTION

The people of the UK are failing to get the sporting opportunities they deserve because sporting policies are disjointed. They tend to focus on niche areas for political gain rather than creating policies that give everyone access to sport. This is reflected in low overall participation rates and high drop off rates with nearly a third of people leaving sport at the school gates. A nation of increasingly inactive youngsters leaves the stark prediction that two thirds of children will be either obese or overweight by 2050.

The failure to produce a holistic, longitudinal and indeed successful sports policy has resulted in a lack of opportunity and provision. A disjointed structure and a lack of committal funding neglects the many benefits that sport has to bring to the wider community particularly in health, education and crime. Sport may not be the cure for Britain’s social ills, but it may well be part of it and is proven to engage disaffected youngsters.

School sport is hence vital in inspiring youngsters. The Labour Government’s PESSCL (Physical Education and School Sports Club Links) strategy is admirable but needs to be extended towards a more proactive, far reaching policy pathway including further education and disadvantaged areas. Schemes such as the recently ended Panathlon Challenge and cricket’s Chance to Shine are excellent examples of increasing grassroots participation.

The funding of such schemes and indeed sport as a whole is however an issue that needs to be addressed. The raid on the National Lottery by the current Labour government has seen the amount of lottery funding going directly into sport fall from £397m in 1998 to £208m in 2006. This, along with the estimated £540m taken away from grassroots sports to fund the Olympic Games sheds light on a troubled economic picture for sport.

Although sports policy has been a mainly problematic area, Britain should however, cherish the 6.3 million volunteers who give up their time for the love of sport. By using their enthusiasm and providing opportunities at a local level, sport can be revived. International case studies show that well developed policies do have successful outcomes. For example, Australia’s elite sport policy and Finland’s thriving policy to increase participation and equal opportunities in physical activity.

As well as a reform of funding, the organisational structure of sport should change to devolve power away from the complicated and often bureaucratic governmental bodies to the deliverers of sport; the schools, national governing bodies, voluntary school clubs, local authorities and the private sector. A genuine, all encompassing sports plan, supported by the Youth Sport Trust, Sport England, and UK Sport should be enforced. Funding here should be based on a cyclical, comprehensive method that holds sporting bodies accountable.

In conjunction with this ‘bottom up’, localised development of sports policy, local authorities ought to be given the power to implement quality sporting provision. They should be held accountable for increasing levels of participation in their boroughs. Schools and sport clubs should be used as community hubs to provide opportunity for communities throughout the day.
EXECUTIVE SUMMARY

Participation rates in the UK are low, with only 37% of men and 25% of women participating in enough physical activity to benefit their health. Opportunity needs to be provided across all areas of society by supporting the many different bodies, professionals and volunteers that deliver sport in the UK.

SPORTS CLUBS

Sports clubs suffer a lack of investment and are undervalued in the UK. Only 13% of people in England are members of sports clubs, compared to the 20% Western Europe average. In order to attract junior members, clubs need and deserve the investment seen in Germany or indeed in the UK school system. Without this capital, school-club links will remain the weakest area of the PESSCL strategy. Government could also do more to prevent unintended consequences of legislation that impacts volunteers clubs. For example the first year of the Licensing Act cost clubs £2.6m.

NATIONAL GOVERNING BODIES

National Governing Bodies (NGBs) are best placed to deliver and develop their sport. While NGBs should be accountable for Government funding provided to them, plans should be holistic with minimum bureaucracy. It must be remembered that the majority of NGBs run on volunteers. Government should also reassess tax implications for NGBs. For instance, it is incongruous that NGBs pay VAT where other businesses do not.

LOCAL AUTHORITIES

The Government needs to target mass participation and develop enabling policies to achieve this. Local authorities vary hugely and local authorities need to be empowered to deliver local initiatives. Such schemes are most successful when used as part of holistic community plans, using primary care trusts (PCTs), local police and even the brands of professional clubs. However, local authorities often lack the resources to deliver. The provision of sport must be a statutory provision for local authorities and consideration must be given as to how the aging stock of local authority sports facilities can be replaced.

GOVERNMENT POLICY AND NON-DEPARTMENTAL PUBLIC BODIES

The Government needs effective policies in order to enthuse the nation to become more active. However, the Government and the non-departmental public bodies (NDPBs) must be enablers and funders of sport and not micro-managers of sport. NDPBs should provide funding and best practice to the deliverers of sport, but their bureaucracy needs to be minimised to ensure funding is received at grassroots level.

SUMMARY

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TOTAL PARTICIPATING IN ENOUGH PHYSICAL ACTIVITY

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<thead>
<tr>
<th>Age</th>
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<th>Female</th>
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ELITE SPORT

Elite sport has been redefined in the UK and, while there is still some confusion of the roles the individual bodies have, it has been successfully redeveloped under UK Sport in recent years. The Olympics will be a wonderful event to showcase elite sport in the UK, but care must be taken to ensure grassroots funding streams do not suffer.
EXECUTIVE SUMMARY

SECONDARY SCHOOLS

The PESSCL strategy has been successful in creating a framework in which school sport can develop in this country. However, increasing the time spent in school sport to two hours per child per week still lags behind Europe and independent schools, who regularly offer over four hours per week. It is vital that investment in PESSCL is continued and the links with clubs made stronger to meet the latest targets of providing an additional three hours outside the classroom. In particular this challenge must be addressed in inner cities where opportunities and facilities are particularly lacking.

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UK PARTICIPATION RATES BY AGE

- MALE
- FEMALE
- ELITE

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HIGHER/FURTHER EDUCATION

76% of pupils move into further education and then 43% to higher education; but neither are integral to the PESSCL strategy. Sport can also be used to encourage those disenchanted with studying to continue in further education, and colleges are also perfectly positioned to help provide opportunities for students to become sports volunteers.

SECONDARY SCHOOLS

(NGBs) are best placed

many or indeed in the

UK PARTICIPATION RATES BY AGE

- MALE
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- ELITE
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THE ROLE OF SPORT IN SOCIETY

Sport and physical activity can breathe life into communities and individuals alike. For communities, sport can offer cohesion to fragmented societies, encourage active citizenship and offer opportunities for community interaction. For the individual, it can help the development of personal skills such as leadership and teamwork, as well as offering both physical and psychological benefits.

WHAT CAN PHYSICAL ACTIVITY DO FOR US?

PHYSICAL HEALTH

The benefit of sport on people’s health is not in doubt and the range of physical benefits from exercise is huge. Regular physical activity can help prevent obesity, type II diabetes, osteoporosis, haemorrhagic strokes, arthritic problems and cardiovascular disease. Increased activity is proven to help prevent such health issues. For example, Finland’s high participation rate tallies with the fact that the Finns are half as likely to have a heart attack as the British.

Activity for children is also exceptionally important in counteracting obesity and its associated problems, which include hypertension, hyperinsulinaemia, dyslipidaemia and psychosocial dysfunction. It is also proven to be instrumental for the development of bones, with 30% of adult bone mass determined in the three years around the pubertal time period. Bone density is improved by physical activity, with studies suggesting 9% higher total body bone mineral content in active compared to inactive boys, and 17% higher totals for girls. This has a huge impact on the likelihood of fracture in later age and osteoporosis.

MENTAL HEALTH

There is strong evidence that regular activity can improve your mental wellbeing. Exercise releases the ‘happy-hormone’ endorphin into the blood – the reason why people often report feeling happy or satisfied after exercise. Being active can help combat problems such as depression, anxiety, stress, low self-esteem, premenstrual syndrome and body image.

NATIONAL PRIDE

Success in sport fuels national pride. This is easy to see from the fervour created by successes such as the 2003 Rugby World Cup or the Ashes in 2005. Sportmen, sportswomen and teams can also help bridge gaps in communities; for example Amir Khan’s success has been said to have helped understanding between diverse local communities, and likewise encouraging minorities to play sport can engage the community and encourage active citizenship.

SOCIAL SKILLS & EMPLOYMENT PROSPECTS

Sport offers the opportunity to develop leadership skills, teamwork, goal setting, strategic thinking, risk assessment and assertiveness. All of these help develop key life skills and increase an individual’s employability; currently over 50% of employers believe school leavers lack teamwork skills.

Sport has the power to change the world, the power to inspire, the power to unite people in a way that little else can.

-Nelson Mandela
EDUCATION
A seminal study in academic circles was performed in France in the 1950s where replacing 26% of academic curriculum time with physical activities saw no deterioration in academic standards but fewer discipline problems, less absenteeism and greater attentiveness⁸. Modern research has backed these theories, even suggesting an increase in activity can improve academic performance⁹ and offering evidence that physical activity gives short term cognitive benefits¹⁰.

THE ECONOMY
Sport is big business. In the UK, sport accounts for around £20bn of consumer spending per year, provides 2.2% of UK jobs and is worth £14bn per year in volunteer hours¹¹. Sporting events can also boost the economy dramatically. Euro ‘96, for example, is estimated to have added 1% to Britain’s Gross Domestic Product for the year– not to mention a £64m boost to the Exchequer through taxes on tickets, gambling, merchandising and incomes¹². The economic impact on the local area when hosting events is also huge – for example, the Flora London Marathon adds over £25m expenditure in one day alone – with smaller events such as World Indoor Athletics (>£3m), World Cup Triathlon (>£1.5m) and European Show Jumping (>£2m) having also proved successful in generating local sales¹³.

CRIME
Sport can also be used to fight crime and curb anti-social behaviour by reducing boredom, acting as a diversion or as a mechanism for pro-social development¹⁴. In short, crime does not pay, it costs. The total cost of processing a young offender, including a one-night detention, can be £12,000; while the Anti-Social Behaviour Order can cost £2000–£7000¹⁵. The typical cost of crimes committed by a young offender up until 18 in the USA was calculated at between £55,000 and £230,000, clearly showing the financial benefits of society supplying alternatives to a life of crime¹⁶.

BEHAVIOURAL PROBLEMS
Studies have shown that sport and physical activity can help prevent anti-social behaviour in adolescents. Increased sporting activity has been linked to developing the type of personality more resistant to drug and alcohol addiction¹⁷, while girls participating in sport are less likely to be sexually active at a young age and have teenage pregnancies¹⁸. Sport provides a focus for youngsters and a way to organize and apply meaning to their lives, this is particularly important for children who lack role models in their home life.

BENEFITS OF SPORT
• PHYSICAL HEALTH
• MENTAL HEALTH
• NATIONAL PRIDE
• IMPROVES EMPLOYMENT PROSPECTS
• EDUCATIONAL DEVELOPMENT
• THE ECONOMY
• CURBING ANTI-SOCIAL BEHAVIOUR
• SOCIAL INCLUSION
• PREVENTS CRIME
• PROVIDES ROLE MODELS
DO WE DO ENOUGH PHYSICAL ACTIVITY?

Despite the many benefits of being active, the most recent report (Sport England’s Active People Survey, Dec 2006) suggests that less than a quarter of men and less than a fifth of women participate in regular exercise (3 days of at least 30 minutes of moderate intensity sport and recreation per week). While the rigours of a modern lifestyle are often blamed for this lack of activity, many of our peer countries have higher participation levels.

PARTICIPATION DROP OFF

Also prevalent in UK participation rates is the drop off seen throughout the life course. Finland and Australia see consistent participation levels, while Japan’s post-45 year olds are the most active sector of society. French activity levels too, while being lower than the UK’s after school, do not suffer the tailing off that UK rates do, which also include step drops after primary and secondary school. The result is that twice as many post-55 year old French people are active as English people in that age group.

PRIMARY/SECONDARY SCHOOL DROP OUT

Children’s early impressions of sport and physical activity are vital, with perceptions of sport normally formed by the time children leave primary school. For this reason it is important that children leave primary school physically literate and enjoying activity. On moving to secondary school, there is a huge change in environment, with a great deal more competition for places in school teams. While some children will become disinterested in sport because of this, potential elite performers can also be alienated by traditional teaching methods. Students, both talented and unwilling, deserve more than being sent out onto a cold sports field week after week. They deserve quality coaching and real choices of appealing activities that are fun and healthy and will enthuse them with sport for life. These needs will depend very much on the school and its surrounding area, so schools need to be able to adopt different sports suitable to their needs and facilities. Students should also have a say in the decision making process in order to encourage schools to offer different team and individual sports.

In 2006 75% of Finnish and 25% of English people were regularly taking part in physical activity.
**SCHOOL LEAVER DROP OFF**

Nearly 33% of people stop playing sport at school leaving age\(^2\). While sport was provided at school, suddenly young people enter a world where they have to provide activity for themselves. Hopely, by increasing school-sports clubs links, this drop off can be avoided. However, most school leavers go into further education\(^2\) where the focus of sport is diluted and links with sports clubs often broken. Higher education can also break these links, especially as school leavers move further away from the clubs they were once linked with.

**AGE DROP OFF**

The UK has a poor record in continuing sport and physical activity participation into middle and old age compared to countries such as Finland, Australia, Japan and France. It is vital that age is not perceived as a barrier as it is quite possible to participate in quality exercise at any age. In fact only 3% of Finns believe they are too old for sport compared to 11% of British people\(^2\).

This suggests that societal expectations about who should and should not do exercise have a high influence on participation levels. The middle aged may believe they are past their prime, and older people that they should not over exert themselves. However, physical exercise has been proven to benefit all ages in clinical trials, and opportunities and education should be available, starting in schools, to show that activity is not age dependent and can be part of a healthy lifestyle for everyone.

In fact, the health benefits are particularly pronounced for those who have reached retirement age. Trials in Sheffield in the 1990s even suggested that twice weekly exercise for those over 65 would prevent approximately 75 deaths, 230 hospital visits and £600,000 per 10,000 participants per year\(^2\), meanwhile more recent studies\(^2\) suggest that, while hospital visits are not necessarily reduced, quality of life (in quality adjusted life years (QALY\(^2\))) was increased more cheaply by exercise programmes than medical intervention.

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**England’s Drop-off of Participation Rates with Age\(^2\)**

33% of school leavers stop participating in sport as they leave school
OBESITY

The most notable effect of our nation not participating in enough physical activity is that the UK faces an obesity epidemic. In England, two-thirds of adults and a third of children are either overweight or obese. The report “Tackling Obesities: Future Choices” predicts that by 2050, 60% of men, 50% of women and 25% of children will be clinically obese if the trend is not reversed. The Government has set out a strategy to combat this problem; focusing initially on reducing, by 2020, the proportion of overweight and obese children to 2000 levels.

Obesity, in simple terms, is the result of an inequality between calories consumed and calories expended—but is not necessarily a reflection of eating habits as much as our sedentary lifestyle. A common belief is that fatty foods and the fast food industry have caused a rapid increase in the amount of fat and calories consumed in the UK. This, however, is not necessarily true. Calorie intake in the UK is similar, if not lower than 1980 levels, but over the last decade energy expenditure has decreased by 30%, with children burning on average 600kCal per day less than 50 years ago and an adult’s decrease in energy expenditure since the 1950s being equivalent to running a marathon every week.

The reasons for a change towards a sedentary lifestyle are numerous—increased urbanisation, higher use of transport for short journeys, increases in disposable incomes, gaming systems, internet based living and a general movement from active, primary manufacturing jobs to secondary desk based work.

Obesity is now considered a greater health risk than smoking, drinking or poverty and has a huge array of associated diseases. Medical research has shown that, using an index of 17 chronic diseases, morbidity is more likely to occur in obese people than any other section of the community.

‘Sport—like school food— is important to improve children’s lives and reduce childhood obesity’

- Ed Balls 2007

<table>
<thead>
<tr>
<th>COSTS (BILLION £ PER ANNUM)</th>
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<tbody>
<tr>
<td>• COST OF THE NHS</td>
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<tr>
<td>• OBESITY</td>
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<td>• OVERWEIGHT</td>
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<td>• OSTEOPOROSIS</td>
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<tr>
<td>• DRUG ADDICTION</td>
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<td>• CORONARY HEART DISEASE</td>
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UK Levels of Obesity 2003 & 2010

<table>
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<th>Millions of People</th>
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<tbody>
<tr>
<td>Men</td>
<td>4.0</td>
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<tr>
<td>Women</td>
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<td>3.3</td>
<td>3.7</td>
</tr>
<tr>
<td>Girls</td>
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TREATING OBESITY

The cost of treating obesity is staggering, with the NHS spending up to £7.4 billion per year addressing preventable conditions associated with obesity, which are also thought to be responsible for the premature loss of some 9,000 lives every year in the UK\textsuperscript{37}. The overall cost to society is forecast to reach £150 billion over the next 40 years based on current trends\textsuperscript{38}. In January 2008, the Government committed £372 million of extra funding between 2008 and 2011 to finance new obesity policies.

The UK is, however, not the only country afflicted by mounting health costs from obesity. Research in Canada shows that 5\% of their national health budget is taken up with the direct health care costs of physical inactivity\textsuperscript{39}, and for this reason the promise has been made there to correlate sport and health spending. Sport is set to receive a sum equal to 1\% of the health budget every year in an attempt to reduce health costs.

Studies have shown that activity can directly reduce health costs, with research in the US showing that workers who exercise regularly have much lower annual health care costs – by around $200-$300 for the average employee\textsuperscript{40,41} or around $500 per person for those in the obese category, showing that obese people benefit the most from taking regular exercise. The studies showed that increasing activity would likely save 1.5\% of total direct medical costs. This realization that health costs can be cut through promoting activity has led many countries to look more seriously at preventative health care. One example is the German’s Prävention campaign. James Purnell, the former Secretary of State for culture, media and sport, also announced in November 2007 that the Department of Health should become increasingly responsible for fitness and physical recreation. This leaves Sport England to concentrate on increasing sports participation, principally through sports clubs.

<table>
<thead>
<tr>
<th>DISEASES AND LEVEL OF RISK ASSOCIATED WITH OBESITY\textsuperscript{32}</th>
<th>GREAT</th>
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<th>SLIGHT</th>
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<tr>
<td>ASSOCIATED WITH METABOLISM</td>
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<td></td>
<td>DAYTIME SLEEPINESS/ FATIGUE</td>
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Moreover, 90% of juvenile delinquents have conduct disorder when they are 7-8 years old and ‘lifetime persistent’ antisocial behaviour becomes apparent when a child is just 2-3 years old. This means, as it is possible to identify possible problem children at a young age, it is also possible to offer alternative life paths. This should include active participation in sport, provided at an early age through schools.

Inner cities in particular tend to lack space and opportunities for sport and children can also suffer from a lack of role models and guidance. Children in inner cities are most prone to this coming from single-parent families, of which the UK has the highest proportion in Europe. Many studies have shown that whether young people participate often depends on the attitude of their family and role models towards sport. Children are more likely to participate in sport if their parents do, if their parents come from a higher socio-economic group, or if they come from two-parent families.

The individualisation of society over the past few decades has also seen the decreasing influence of community groups, including the weakening of not only family bonds, but also neighbourhoods, religious communities and the role of the school.

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-Buller
The result of these mechanisms is “if social exclusion is prolonged in youth it tends to affect the rest of the life trajectory, and only few determined people break through”⁵⁰.

Where opportunities and support are offered to young people, both children and communities can benefit greatly. For example, research in the US has shown that boys already identified as at risk (low social economic status, disruptive, aggressive, slow learners) are 2.5 times less likely to drop out of school or be in trouble with police if they take part in after school activities, while girls are four times less likely⁶¹.

More needs to be done in inner cities to provide opportunities and one way to do this is through the role models and brands provided by professional sports organizations. Many professional football clubs, for example, are expanding their community programmes and schemes by clubs like Wolverhampton Wanderers, have proved to be an effective way of integrating club and community. The benefits for individual and community are enormous.

CASE STUDY: WOLVERHAMPTON WANDERERS DUSK, TWILIGHT & MIDNIGHT LEAGUES

PROFESSIONAL CLUBS INSPIRING COMMUNITIES

The work done by Wolverhampton Wanderers in the community is a series of exceptional projects sponsored by the Football Foundation and Birmingham Midshires. The club operates 12 full time and 20-25 part time staff to run schemes all over the community, effecting a total of 135,000 youngsters in 2006/7.

Wolves runs programmes in six primary schools per day both free in-curriculum and low cost extra-curricular activities staying at the same schools for half a term, before changing to a new set of schools after the holidays. All coaches can coach core-skills and not just football and therefore provide exactly the type of tuition young kids need. Older children can also be taught football and, in an unusual step for a football club, coaches are earning their badges in other sports too to extend the option available to kids to touch-rugby, short cricket, netball and tennis.

Outside school time the club runs coaching during holidays and runs dusk, twilight and midnight leagues at four venues. The Lodge Farm estate venue is particularly impressive as it shows what can be done with inadequate facilities, but huge enthusiasm. Their involvement using the six-a-side tarmac pitch and the adjacent dilapidated community room has transformed the area. Children have organized activity for four hours three times a week, which is coupled with community presentations such as Wolves’ own healthy lifestyle workshop or talks from the local police and the Primary Care Trust.

The result is a reported drop in crime and drug use on the estate and an overall crime reduction of 36% in the surrounding area thanks not only to this project but the proactive neighbourhood policing strategy which links a series of social cohesion projects in the community.
2. THE STRUCTURE OF SPORT IN THE UK

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SPORT POLICY IN THE UK

The role of the Government should be to provide policies that allow people every opportunity to become involved. Sport policy in the UK has been called "little short of a disorganized shambles."¹

Traditional democratic pluralism encourages free competition of interest groups with the state acting as a ‘value neutral’ arbitrator². However, in sport policy, "the power of the state is less balanced and some interests are more powerful, structurally well connected and hence more influential than others"³. Interest groups cluster around particular governmental organisations, removing the policy process from the communities. In recent times, Government influence over the sport policy community has increased despite claims of an arm’s length relationship². This is not a healthy situation; quangos become reliant on government funding and targets, interest groups gather around rich quangos and the focus of actually delivering sport is lost.

It is in fact schools, local authorities, national governing bodies, local clubs and private enterprise that deliver sport in the UK. The quangos and sporting organisations should only provide support and the funding streams in order for this to happen.

THE STRUCTURE OF SPORT

The structure of sport in the UK is hugely complicated and the last two reviews of sport in the UK—Raising the Bar and the Carter Report (both 2005) fell short of explaining this structure, the possible reason being that it is too complicated to explain. Raising the Bar claimed sport to be ‘unfathomably complex’ and the Carter Report elaborated that “the public and the private sector (and, some argue, the sporting sector itself) have limited understanding of roles and responsibilities”. Unfortunately there is little sign of the restructuring which both reports would like to have seen—neither the wholesale restructuring demanded by the cross-party Raising the Bar, nor the removal of duplicate offices in the Carter Report.

The confusion is not because the Government is unaware of the systematic failures of the structure of sport. In fact, in 2004, Tessa Jowell, the then Secretary of State for Culture, Media and Sport called the structure “a nightmare”⁵. These deficiencies were also apparent to Tony Banks, the former Sports Minister, when he said, "We have 112 recognised sports in Britain. We also have 397 governing bodies, five Sports Councils and four ministers. It’s nonsense… I intend to do something to rationalize this structure. Until that happens sport has its hands tied"⁶.

Simplified Structure of Sport in the UK (2006-7)⁴

The diagram illustrates the complexity of the sport structure in the UK. The different stakeholders such as DCSF, Lottery, DCMS, ODPM (CLG), and the Funding, Enabler, and Deliverer roles are interconnected to highlight the challenges and dependencies within the system.
GOVERNMENTAL STRUCTURE OF SPORT

Sport is nominally the responsibility of the Department for Culture Media and Sport, but the Department for Children Schools and Families (previously the Department for Education and Skills) has responsibility for school sport and, indeed, many different departments have a vested interest in sport.

**Department for Culture, Media & Sport (DCMS)**

DCMS has a resource budget of approximately £5.05bn, out of which they spend £173m on sport. The DCMS also has an administration budget of some £46m, nearly a third of the total sport budget. Responsibility for sport is also devolved to the home nations through the Scottish Executive, National Assembly for Wales and the Northern Ireland Assembly. This leaves the UK with four sports ministers, a DCMS Secretary of State and currently a Minister for the Olympics too, all with varying responsibilities. For example, the UK Government, not the devolved representatives, is responsible for tax policy in sport and allocation of lottery funding.

**Department for Children Schools and Families (DCSF)**

The Department for Children, Schools and Families controls education and also school sport in the UK. They have the largest input into the Physical Education and School Sports Club Links programme, supported by DCMS.

**Communities and Local Government (CLG)**

The Communities and Local Government Office (previously the Office of the Deputy Prime Minister) is responsible for community issues and supporting local authorities. Their brief is wide ranging, including housing, communities and local government, including providing local authorities with funding and support in the provision of local amenities.

HOW GOVERNMENT DEPARTMENTS AFFECT AND ARE AFFECTED BY SPORT

- **Department for Culture, Media and Sport** - aims to improve the quality of life through cultural and sporting activities.
- **Department for Children Schools and Families** - school sport and PESSCL strategy.
- **Treasury** - through taxable income and the value volunteers add to society.
- **Department for Health** - tackling obesity, osteoporosis, diabetes, heart disease, depression and other preventable diseases.
- **Home Office** - prevention of crime and disorder, tackling anti-social behaviour.
- **Communities and Local Government** - encouraging sustainable communities, improving local cohesion.
- **Department for the Environment, Food and Rural Affairs** - improving life and tourism in rural communities.
- **Department of Transport** - encouraging sustainable transport (e.g. cycling).
- **Department for Work and Pensions** - care for the elderly and opportunities and independence for all.
- **Ministry of Defence** - fitness of recruits and team working and leadership skills.
- **Department for International Development** - developing skills and cross cultural awareness through sport.
- **Department for Business Enterprise and Regulatory Reform (BERR)** - using sport to project the images and values of the UK worldwide.
- **Cabinet Office** - cross departmental policy coordination.

The structure of sport in the UK is “a nightmare”

Tessa Jowell, 2004
NON-DEPARTMENTAL PUBLIC BODIES

A Non-Departmental Public Body is a body that, while not being a Government department, has an identified role in the process of Government. They operate at arm’s length from Government, but actually have various levels of autonomy. In essence, two main non-departmental public bodies exist in sport; Sport England (and the Home Nations’ Sport Councils) and UK Sport, looking after mass participation and elite sport respectively. The Youth Sport Trust, while not officially a non-departmental public body, is influenced strongly by government in its role in developing youth sport.

SPORT ENGLAND (& HOME NATIONS’ SPORT COUNCILS)

Sport England is responsible for the promotion of, and investment in sport, helping the Government achieve its objectives and distributing Lottery and Exchequer funds. Sports Scotland, the Sports Council for Northern Ireland and the Sports Council for Wales are the Home Nations equivalents to Sport England.

Devolution of the sporting bodies has caused some confusion, especially when some governing bodies are British and some national, and indeed Northern Ireland can be even more peculiar, with athletes being able to compete for Ireland if so desired. Despite this devolution of powers, some areas do fall under central government control, such as tax, international representation and home nation lottery fund splits. While it would be impossible now to have a single British sports council, Government can still help by having a strong nationwide sport policy.

In December 2007, the then Secretary of State for Culture, Media and Sport, James Purnell, announced a wide-ranging review of Sport England’s policies and strategic priorities. For many in sport, this announcement was long overdue, as the role of the organisation has lacked clear definition and both its targets and ability to deliver them were not well defined by Government.

In January 2008, Andy Burnham replaced James Purnell, providing the Department with its third Secretary of State in approximately eight months, delaying the review. However, it is hoped the review will seek to rectify the deficiencies within the organisation, providing clarity to its role and purpose. In addition, it is hoped a refocused Sport England will be less bureaucratic, having been accused of replicating its bureaucracy in its nine regional offices, incurring large running costs. Operating costs of £29m in 2005/6 were sadly more than the £20m invested in the Community Club Development Programme in the same year and £13.5m paid in wages more than the £12m invested in the Community Sports Coach Scheme or the National Coaching Foundation.

Sport England funding and distribution to deliverers of sport (£ millions):

<table>
<thead>
<tr>
<th>SPORT ENGLAND</th>
<th>LOTTERY</th>
<th>UK SPORTS</th>
<th>HE/FE</th>
<th>SCOTLAND</th>
<th>NGBs</th>
<th>LOCAL AUTHORITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>183</td>
<td>79</td>
<td>63</td>
<td>10</td>
<td>55</td>
<td>55</td>
</tr>
</tbody>
</table>

Source: Sport England
While wages and operating costs are, of course, part of any business, Sport England must be as accountable for them as any business and must ensure costs are not duplicated within their organisation, nor with the Government’s other sporting arms. The review provides an opportunity to deal with this issues.

According to Sport England, £183m of their £262m income is passed on to the deliverers of sports: schools, national governing bodies, local authorities and clubs. This is not to say the remaining £79m is wasted, because Sport England also run and support a whole host of alternative projects at community and national level including Step into Sport, Community Sports Coach Scheme, National Coaching Foundation, Sporting Champions, Sports Aid, Community Club Development Programme and Positive Futures to name but a few. However, in light of the review, the future of these programmes is currently uncertain, causing concern to both current and potentially recipients of these funds.

Sport England’s largest area of value added is matching funds they receive from Government with business and other donations. Currently they match over £2.50 for every £1 they receive. This should be very much applauded and taken forward. However, Sport England has sometimes struggled to add value to NGB schemes. Sport England are often seen as controlling many projects without delivering an overriding direction. Reducing Sport England to a fund matching and distribution agency would probably better serve sport in England. Empowering the deliverers of sport without a middle man may be more cost effective and ensure more funds get to the grassroots.

**YOUTH SPORT TRUST**

The Youth Sport Trust takes on the mantle of bringing sport opportunities to young people and has been successful in promoting youth sport. It is an integral enabler of PESSCL in schools, establishing a solid framework and best practice for schools. By their own admission, there is much work still to be done in youth sport, in particular in strengthening school-club links.

Although it is not officially a non-departmental public body and actually a charitable organisation, it has both substantial and recently increased income from the DfES (now DCSF), having incoming resources increased from £18 to £24 million from 2005/6 to 2006/7.

Youth Sport Trust funding and distribution to deliverers of sport (£ millions):

<table>
<thead>
<tr>
<th>BIG LOTTERY</th>
<th>LOTTERY</th>
<th>DES (now DCSF)</th>
<th>DCMS</th>
<th>OTHERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>117</td>
<td>978</td>
<td>18</td>
<td>2.5</td>
<td>3</td>
</tr>
</tbody>
</table>

Source: Youth Sport Trust 2005/6
UK SPORT & ELITE SPORT

UK Sport coordinates elite sporting policy in the UK. The associated sports clubs are handled by their appropriate governing bodies. The British Olympic Association, British Paralympic Association and Commonwealth Games Associations coordinate team selection, preparation and logistical arrangements for Olympic and Commonwealth Games.

In 2005, UK Sport’s role was redefined to concentrate on elite sport and the restructuring of the organization saw clarification of purpose. It now specializes in providing support and funding for governing bodies at elite level and enabling governing bodies to do what they do best – deliver their sport. The efforts of UK Sport have seen a reinvigorated approach to elite sport in the UK and a much clearer understanding of UK Sport’s role and function. It now provides a positive outlook for the future.

A key part of elite sport in the UK is also the English Institute of Sport which was created in 2002 to promote elite sport throughout the country. It is based at nine regional hubs and was inspired by the Australian Institute of Sport. Originally the EIS was aligned to Sport England, but in 2005 the government switched its father agency to be UK Sport, which now partners and funds the EIS. More can still be done to promote elite sport in the UK and refinement to the structure could still be of benefit. Athletics, for example, is the corner stone of the Olympics ideal and run by UK Athletics. It receives over £17m of funding from sponsorship, but has been criticised for not channeling this money into grassroots athletics. It has been blamed for spending money on international stars to compete in the UK, instead of investing in the development of our own stars. Improvements are still being sought in elite sport with UK Athletics restructuring with a new chairman and new chief executive in 2007 and UK Sport and EIS embarking on a full analysis of the EIS’s role in 2008.

DISABILITY SPORTS

Disability sport in the UK is probably as complicated, if not more so, than non-disability sports and is in urgent need of a full review. Sections in previous sports reviews, as in this one, cannot give the topic enough justice and disability sport requires its own investigation – the last full one being in 1989.

SPECIALIST REPRESENTATIVE BODIES

There are many different organisations representing disability sport in the UK. The English Federation of Disability Sports manages the exchequer grant for disability sport and also acts as an umbrella body for British Amputees and Les Autres Sports Association, British Blind Sport, WheelPower – British Wheelchair Sport, Mencap and UK Deaf Sport. High administration costs and the distribution of funds have been questioned in previous analyses, and fundraising is needed to supplement incomes and events. Cerebral Palsy Sport was also a member of the alliance, but withdrew due to concerns over lack of direction and organisation.
SPORTS EQUITY ALLIANCE

In 2006 the Sports Equity Alliance was formed by Sport England as an umbrella organization representing the English Federation of Disability Sports, Sporting Equals and the Women’s Sport Foundation (now Women’s Sport and Fitness Foundation) as a collaborative organisation to promote equity in sport. The Sports Equity Alliance’s goal is to “sustain and increase participation (playing, administration, coaching, managing and officiating) in sport and physical activity amongst those who are under-represented in sport through changing the culture of sports organisations at a national, regional and local level”.

NATIONAL GOVERNING BODIES

National governing bodies and disability sport have two main inputs– firstly individual disability national governing bodies and secondly the disability arm of the full governing body. This can cause a little confusion and inefficiency, for example Sport England have provided money for Wheelchair Basketball to England Basketball in the past, without consulting the Great Britain Wheelchair Basketball Association who did not receive funds.

DEVOLVED BODIES

Disability sport is also devolved into the four nations of the United Kingdom, with Scottish Disability Sport, Disability Sports for Northern Ireland and the Federation of Disability Sports Wales. The different federations approach disability sport differently and should learn from each others’ best practices; Wales has a particularly impressive record in disability sport, not only increasing participation rates and club membership in recent years, but also winning 30% of Britain’s medals in Athens.

BRITISH PARALYMPICS ASSOCIATION (BPA)

The BPA provides support for the elite Paralympian squads and organises British participation in events. However, despite its success at the games it still has room for development. As the British Olympic Association (BOA) has in non-disability sports, the BPA needs to develop closer bonds with the British Paralympic governing bodies and develop cohesive structures to promote disability sport. A better working relationship with the BOA could help coordinate better investment in sport.

THE SPECIAL OLYMPICS

The Special Olympics represents mentally handicapped people in sport and its games are the third part of the Olympic trilogy. With 1.2 million mentally impaired people in the UK, more should be done to engage them in participation, and participation levels could be improved by providing the Special Olympics with funding for liaison officers to interact with NGBs to raise their profile.

With 1.2 million mentally impaired people in the UK.
Sport in the UK is funded principally through exchequer, local authority and lottery funding, as well as private enterprise. However, even within these constraints there are a plethora of bodies from which to apply for funding. Exchequer funding to non-departmental public bodies is then passed on to NGBs, schools and clubs, but often NGBs have a great deal of work to do in coordinating parallel bids from different pots. This is particularly true of some of Sport England’s schemes and is another reason why they should follow UK Sport and act more as a financial distributor to NGBs providing funding and best practice.

The primary goal for funding must be to get as much funding as possible to the deliverers of sport and make it as easy as possible to deliver at a local level.

SPORTSMATCH AND THE NATIONAL SPORTS FOUNDATION (NSF)

Sportsmatch and the National Sports Foundation (NSF) are two examples of private investor matching schemes where the Exchequer matches the project’s own private investment. They were both set up to fund grassroots and community sport projects. Sportsmatch was started by John Major in 1992 and is currently in financial difficulty with no committed funds from the Exchequer. Previously, Sportsmatch dealt with grants of £50,000 and less, while NSF handled projects above that threshold. The NSF is currently thriving with an available funding pot of £12.5m in 2007/08. These funds are prioritised into three themes for 2006-08; Fit for Sport, 2012 Kids and Women in Sport. In addition, £15m has been distributed to the ‘Big Five’ NGBs. This is specifically to increase participation at community level.

THE NATIONAL LOTTERY

Arguably the most successful funding stream for grassroots sport has been the National Lottery. With its creation in 1995 it supported four areas; sport, arts, heritage and charities. However, the Labour government has diverted these funds, and it is estimated that only £284m of lottery money reached sport in 2005/6, as opposed to £800m that should have been destined for sport given the original structure. The lottery should be returned to the original four pillars created by John Major’s government, and care must be taken to ensure the lottery remains additional and not integral to budgets. For example, while a great deal of money has come through the Big Lottery Fund for the New Opportunities in PE for Schools scheme, there is a persuasive argument that this really should have been core DfES (now DCFS) budget, not taken from good causes.

FUNDING & THE OLYMPICS

The Government originally committed £1.5bn to the Olympics advocating that the Games should be both a magnificent event and an inspiration to a new active generation. In March 2007, the Olympics Minister, Tessa Jowell, set out a new budget of over £9bn that was nearly triple the original budget. To pay for the overspend, money has been diverted away from the national lottery good causes and therefore away from sport. In terms of community sport, this means a loss of £70m in funding as funds to Sport England have been cut. The Big Lottery Fund are contributing £425m to the Olympics. In January 2008, another £675m was committed to the Olympics through the Olympic Lottery Bill. This will cause further cuts on sports funding. However, as proven by other Olympics and sporting events, the main benefits will be to improve the economy, infrastructure and boost tourism so funding should not be taken from sport and good causes to fund it.
HOW DID WE GET HERE?

Sports policy in the UK is indeed a confusing arena. Until the late 1950s and early 1960s it was only of marginal interest to national governments and normally a reaction to specific problems such as health in urban areas or outbreaks of disorder. School sports policy in the 1960s and 1970s was dominated by the debate on comprehensive schools, where the role of PE teachers and games was increasingly questioned and marginalised in the curriculum.

In the 1970s the nature of sports policy in the UK began to change. The government became more involved in sports policy, moving away from a local ‘voluntarist’ approach. This led to the creation of the GB Sports Council in 1972, ostensibly as a buffer between NGBs and Government. However, the government increasingly directed the GB Council to target its resources towards particular areas, and the ‘Sport for All’ campaign was sometimes seen as a ‘Sport for the Disadvantaged’ or a ‘Sport for Inner City Youth’ campaign.

The end of the 1970s heralded the start of the Thatcher era, with her ‘new-right’ politics representing a period of disinvestment in sports and the 1980s were characterised by a ‘continuing fragmentation and disharmony between the various bodies involved’ in sports. Meanwhile, by the end of the 1980s moral panic had set in regarding the fitness of school children and the perennial failure of the top British athletes. PE lobbying groups worked tirelessly but successfully to have PE included in the curriculum for the 1988 Education Reform Act.

The start of the 1990s saw John Major replacing Margaret Thatcher as Prime Minister and his personal interest in sport saw a notable policy shift. Two key changes were the increased role of sport on the political agenda through the establishment of the Department of National Heritage and the establishment of the National Lottery.

1995 saw the Major Government’s “Sport: Raising the Game” initiative which emphasised two key themes: developing elite athletes and training centres along with youth and school sports – GB’s record low medal count in the 1996 Atlanta Olympics reinforced public concern regarding elite athletics. However, with the installation of the Blair government in 1997, the focus changed again and their 2000 “A sporting future for all” policy echoed new Labour’s modernizing, reform agendas and introduced the principle of specialist sports colleges.

These policies were developed in Labour’s 2002 “Game Plan” and emphasised the links between sport, education, health and social inclusion and the need for ‘simplifying the fragmented funding arrangements’ for sports. This coincided with the PESSCL scheme, which has seen a wholesale improvement in the school sport system and improved sport opportunities at school.

The UK has seen a number of different approaches to sport policy since the 1950s.
The system, however, is still bewilderingly complicated and the Government’s simplification of the sports system has not occurred, despite renewed calls for it in the 2005 publications “Raising the Bar” and “The Carter Report”. Indeed, creating the Big Lottery Fund out of the New Opportunities Fund and the National Lottery Charities Board has not dynamically helped with complexity, neither has creating the National Sports Foundation with functions that could have been simply incorporated into an expansion of Sportsmatch.

Sports organisations and bureaucracy still cripple sport in England by creating excessive confusion and red-tape preventing the real deliverers of sport from doing what they do best – and now more than ever Britain needs a sports policy that can help to address escalating obesity rates and help prevent the widening social exclusion gap.

CHANGING FACE OF SPORT

1991 Foundation for Sport and Arts established
1992 Department of National Heritage formed
1992 SportsMatch introduced
1993 National Lottery Act passed
1994 Youth Sport Trust formed
1995 “Raising the Game” policy introduced
1996 Priority Area Initiative and Community Sport Initiative Launched
1997 Sports Councils Reorganised
1997 Department for Culture, Media and Sport formed
1997 UK Sport Founded
1997 Sports Cabinet appointed
1998 New National Lottery Act
1999 UKS1 regional network announced
2000 “A Sporting Future for All” policy introduced
2002 “Game Plan” policy Introduced
2003 NOPES (New Opportunities for Physical Education and Sport)
2004 Big Lottery Fund formed
2005 “Raising the Bar”: Independent Sports Review
2005 The Carter Report
2006 National Sports Foundation formed

Now more than ever, Britain needs a sports policy that can help to address escalating obesity rates and help prevent the widening exclusion gap.
CAN THE GOVERNMENT LEAD BEHAVIOURAL CHANGE?

A switch to preventative medicine and a societal change of attitudes may seem difficult to achieve, but government can, if it so wishes, lead behavioural change in the public by its policies. Good examples in the UK are changes in attitudes towards the use of front seatbelts and drink driving thanks to legislation and public campaigns. This has been done through legislation and longitudinal, nationwide public campaigns, which have been followed by a fall in road deaths. For example deaths attributed to drink driving fell from 1,640 in 1979 to 560 in 2005.

However, despite at least 8,000 more premature deaths through obesity than on the roads, the UK has had no concerted drive to increase sports participation. Some may consider it outside the government’s remit to do so but many countries have successfully changed their people’s activity levels through government policy:

DENMARK

The UK spends £1 per person on cycling compared to Denmark’s £5 per person. Consequently 2% of journeys in the UK and 20% of journeys in Denmark are by bike.

AUSTRALIA

In the 1976 Montreal Olympics Australia won just five medals. This low point started a drive to improve elite performance, and from 32nd in the medals table in 1976, Australia have finished 4th in the last two Olympics.

SINGAPORE

Singapore has implemented a National Healthy Lifestyle Program targeting childhood obesity. This includes testing the weight and fitness of school children as part of a standard test. Those children who fail fitness tests are assigned extra running or aerobics classes – the results being that childhood obesity has fallen in Singapore from 14% to 10%.

FINLAND

Finland made a conscious policy decision to increase sports participation and tackle heart disease. Around 70% of adults in Finland do 30 minutes of moderate exercise five times a week, compared to 32% of people in the UK. The UK’s heart attack rate is nearly double Finland’s at 3.65 per 1000 compared to 1.86.

GERMANY

Following the Second World War, West Germany and East Germany followed two separate sporting patterns – West Germany focused on mass participation and East Germany elite sport only. The resulting policy changes left West Germans 10% more active than East Germans after reunification.

CANADA

Canada ran a very successful “Participation” campaign using strong brand management and strong advertising images such as suggesting a 30 year old Canadian is as fit as a 60 year old Swede. Over 80% of Canadians know the Participaction brand logo and Canada is investing in positive policies to improve the nation’s activity levels, driving participation up at a local level.

Around 75% of Finns of all ages do regular physical activity, compared to 25% of people in the UK.
POLICY RECOMMENDATIONS: THE STRUCTURE OF SPORT

Sport in the UK is exceptionally complicated, but the diversity of provision and enthusiasm is certainly to be encouraged. Britain can, however, learn lessons from other countries in making the structure of their sport simpler and more effective.

The Finish Government’s Ministry for Education leads sport in Finland, advocating the need for sport to be based in one department. Australia has the Australian Sports Commission which oversees the various impacts of sport on the various government departments. Germany has also recently gone through a restructuring of their non-departmental bodies, combining the roles of the National Olympic Committee and the German Sports Confederation (2006) in order to improve efficiency. The new German Olympic Sports Confederation, funded by the lottery, marketing and membership fees represents all manifestations of sport from grassroots to elite. The UK should aim for a governmental structure in which the various departments understand the role of sport and policies compliment each other. Meanwhile, the roles of quangos should be redefined and clarified and every effort made to ensure that money is made directly available to the deliverers of sport and not eaten up by bureaucracy.

Amongst this maelstrom of conflicting ideas the most important thing to remember is that government and non departmental public bodies do not, should not and cannot run sport. The deliverers of sport are schools, NGBs, clubs and volunteers, local authorities and the private sector. The Government’s role must be to empower these areas.

The UK Governmental structure should make every effort to ensure money is made directly available to the deliverers of sport and not eaten up by bureaucracy.

RECOMMENDATIONS

- The Government should reinstate the lottery to its original four pillars – sport, heritage, arts and charities.
- The Government should stop micro-management of the lottery.
- The Government should ensure no more lottery money props up the Olympic budget.
- The Government should work with Sport England, Youth Sport Trust and UK Sport to define their roles and encourage them to work together.
- Non-departmental public bodies should be reduced to what they do best distributing funds and, where applicable matching invested money; they cannot and should not deliver sport.
FINLAND

Finland has one of the most successful sport policies in Europe, with the Ministry for Education responsible for creating policy, setting targets and distributing funds.

Finland’s government is very proactive and has continually supported the development of sport policy, with two sports acts and one government resolution promoting sport for all. New policies are increasingly multisectorial and have seen increased funding for sports organisations, services and sports sites, with three successive five-year plans which have increased education, training, information, research and services to improve the overall sporting infrastructure, empowering local authorities and mandating municipalities to have elected sports boards.

The overall strategy works heavily on subsidiarity, with a performance based state-subsidy system giving local municipalities the responsibility for creating the necessary conditions for sport and physical activity, with the emphasis on providing equal opportunities across the population for participation in physical activity, with the state promoting the maintenance of sites for ordinary people in daily environments – small parks, playgrounds, cycle paths and community land. Legislation included a national sports facility plan and guidelines for sports facilities that they must satisfy large numbers of users. The result is a highly active population, increased sporting provision and very high club membership.
The effects of the sedentary lifestyle in Britain are not unique and have been echoed in many countries across the world—but few are moving to address the issues with positive policies. Canada, however, has realised that their population’s move to a sedentary lifestyle is costing their country dearly in terms of:

- >20,000 premature deaths per year
- Health costs of CN$2-5 bn per year – 5% of total health spending

Research has also shown that these trends can be reversed by increased activity and a 10% increase in physical activity is expected to save CN$150 million in health care costs. Unlike many countries, Canada has produced an aggressive new sport and physical activity policy in order to try and address obesity problems and their related costs. This includes:

- Increasing physical activity in every jurisdiction by 10% by 2010 (from 2000/1 base)
- CN$500 tax rebate for parents to fund their children’s sports projects
- Linking sport spending to 1% of total federal health funding

In the UK, Sport England produce their Active People survey to track participation in the UK. A criticism of this has been that, while the data is excellent, the results are neither used as a policy driver for Government, nor for Sport England to create polices to address the situation. Canada, on the other hand, uses its biennial National Population Health Survey to actually create and check progress towards a 10% increase in physical activity—a goal Canada is moving towards. The tax rebate and spending alignment spending is being analysed, and, as a comparison to policies further enforce Canada’s commitment to sport. These were part of Stephen Harper’s successful 2006 manifesto; the tax rebate being brought in from January 2007.

Canada also uses subsidiarity in its sport policy, with the 14 government jurisdictions responsible for delivering sport and promoting physical activity at a local level. This allows the targeting of specific schemes that benefit individuals areas. All jurisdictions have agreed to the 10% target increase during the 2000/1 National Summit of Sport.

The UK can also learn from Canadian inner city initiatives (e.g. Vancouver Agreement, Toronto Youth Sport Leadership Programme), after school work (e.g. Nova Scotia) and in creating projects for ethnic minorities, in particular the aboriginal minority.
AUSTRALIA

Australia has a world renowned talent development scheme for sports people—producing substantially more medal winners per head of population than any other nation. Without a doubt, the Australian climate does help when it comes to getting people active, but Australian sport policy is the key factor.

In the 1970s the Australian government decided to refine its sports policy, noting the requirement for a more structured, professional and integrated structure. In 1975 an institute for sport was brokered in the Coles report and Australia’s abject performance at the 1976 Olympics (winning a silver and 4 bronze medals) proved the catalyst needed and the Australian Institute for Sport (AIS) was created in 1981. Since its inception, the result on elite sport in Australia has been simply phenomenal.

Not only does the AIS provide first class support for its athletes, it also helps athletes find suited sports, which has been responsible for a further boost to the medals table. By identifying key physical characteristics for each sport (e.g. explosive leg muscle power for sprint cyclists) and using the latest measuring techniques, the AIS is capable of matching promising sportspeople to particular sports, even if it is one that they have never tried before.

Australia also believes in developing all round sporting skills at an early age by providing good coaching and physical literacy at primary school level. This not only develops a pool of skilled sportspeople to choose from, but encourages young people to participate in sport—indeed twice as many Australian school leavers continue to play sport as their English counterparts.

Yet, despite the results and medals, Australia does not fund sport disproportionately—delivering its policies at around £43 per head compared to England’s £36. Both of these figures are dwarfed by other nations—for example France at over £100, Finland at £84 and Canada at £66 per head.

Olympic Medals won by Australia and Great Britain since 1976

<table>
<thead>
<tr>
<th>Year</th>
<th>Australia</th>
<th>Great Britain</th>
</tr>
</thead>
<tbody>
<tr>
<td>Montreal 1976</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Moscow 1980</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Los Angeles 1984</td>
<td>13</td>
<td>10</td>
</tr>
<tr>
<td>Seoul 1988</td>
<td>16</td>
<td>13</td>
</tr>
<tr>
<td>Barcelona 1992</td>
<td>19</td>
<td>15</td>
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<tr>
<td>Atlanta 1996</td>
<td>24</td>
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<tr>
<td>Sydney 2000</td>
<td>31</td>
<td>25</td>
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<tr>
<td>Athens 2004</td>
<td>36</td>
<td>30</td>
</tr>
</tbody>
</table>
Following the Second World War, Germany was split for nearly 45 years, and two separate sports policies evolved. Redeveloping Germany’s shattered sports facilities was a priority in the West, but not the East. The late 50s saw the West develop a broader public policy promoting health and recreation for all, while the East prioritised elite athletes. The 60s saw the West develop a “Golden Plan” providing guidelines for municipalities to develop sports centres, which proved very successful. Meanwhile, East Germany produced ideas for ‘Sport for All’ policies, but failed to translate them from rhetoric into action.

The results of the various policies meant that, ten years after the wall came down, areas of West Germany were 10% more active than East Germany, East Germany had 20% more inactive adults and over 15% more West Germans used sports clubs than East Germans. This shows the effect government policy can have on a nation.

Today, sport policy in Germany has managed to dramatically increases participation rates, grow the number of sports clubs and membership and establish sport and physical activity as a part of a healthy lifestyle. While the German government and German Sports Federation are very proactive in their support, Germany is a federal state, meaning a great deal more responsibility and power lies at a municipal level. Empowering local authorities, while providing support and guidelines, has allowed problems to be addressed locally at grassroots level, while creating multi-sport clubs that offer a variety of activities to interest a large proportion of the community, sport for all has become a reality.

It is also worth noting that Germany has not been afraid to overhaul the structure of sport by combining the roles of the National Olympic Committee and the German Sports Confederation (2006) in order to improve efficiency; the new German Olympic Sports Confederation, funded by the lottery, marketing and membership fees represents all manifestations of sport from grassroots to elite under one roof.
3. SCHOOL SPORT

- PESSCL & PRIMARY SCHOOLS
- PRIMARY SCHOOLS
- TIME & QUALITY OF ACTIVITY
- FACILITIES
- INNER CITIES
- COMPETITION
- CHOICE OF SPORT
- GIRLS AT SCHOOL
- EXTRA-CURRICULAR ACTIVITY
- POST SCHOOL DROP OFF
School sport is of vital importance as, in order to enthuse both individuals and communities and improve participation levels, children need to be inspired by sport at an early age.

Sport in school used to be one of the corner stones of the education system and, as long ago as the 19th century, was admired by our European counterparts. The founder of the modern Olympics, Baron de Coubertin, once said that “The role played by sport is what appears most worthy of notice in the English education”\(^1\).

Today, the UK still has a huge advantage over many countries when it comes to physical education – it is a statutory entitlement, thanks to lobbying ahead of the 1988 Education Reform Act. This is a privilege not afforded to most countries – for example physical education is only statutory in one US state, Illinois, and then only in primary schools.

Despite this, physical education has fallen on hard times in our schools. In the 1960s, the educational philosopher R.S. Peters concluded that ‘games’ was not a ‘serious pursuit’ for the curriculum and its role began to diminish\(^2\). In the 1980s unions encouraged teachers not to help with extra-curricular activities to help their wage-bargaining position and Margaret Thatcher’s era put an emphasis on academic target setting, one that was only re-emphasized under Tony Blair’s leadership which was coupled with a decline in competitive sport.

Research has, however, suggested that increasing physical activity in the timetable does not lead to a deterioration in academic standards, but can address absenteeism and attentiveness\(^3\). Such improvements have perhaps been echoed in the success of specialist sport colleges. Over half of secondary schools in the UK now have a specialism of which specialist sports colleges make up around 15% of the total, with 11 other fields (technology, language, arts, business, maths and computing, science, engineering, humanities, music, combined and special) making up the rest of the specialisms.

However, since sports colleges have developed, they have shown the fastest rate of academic improvement out of all the specialisms\(^4\) and the colleges have shown consistent year on year improvement, meaning the more mature the college becomes the more successful it is academically.

**PESSCL STRATEGY**

The Labour Government’s Physical Education and School Sport Club Links (PESSCL) scheme\(^5\) has aimed to establish a new infrastructure for school sport and physical education, based on creating networks of secondary, primary and special schools.

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\(^{1}\) Baron de Coubertin, 1886

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**Rate of Improvement in attaining 5 GCSEs A*-C: Sports Colleges v National Average\(^6\)**

[Graph showing rate of improvement from 1999-2000 to 2005-2006 for Sports Colleges and National Average.]
around a specialist sports college acting as a coordinating hub. The network is supported by sport coordinators and primary and specialist link teachers, with one specialist sports college linked, on average, with eight secondary schools and around 45 primary schools. Partnerships are supported by a Partnership Development Manager at the specialist college and a School Sports Coordinator at each secondary school who is released from timetabled teaching two days per week to coordinate and develop the links with five primary schools.

Likewise each primary school will have a Primary Link Teacher to develop their primary school’s sport policy. A typical partnership will receive a ring-fenced £270,000 per year. This original plan has been altered slightly by the introduction of competition managers to each system to encourage competitive sport which is currently lacking between schools—the aim being to have a competition manager in each of the 450 partnerships by 2010.

Funding for the project sounds formidable with £978m of exchequer and £581m of lottery money being spent over four years, but with each partnership receiving £270,000 per year, this equates to a spend of only around £15 per pupil per year.

**OUTCOMES OF PESSCL**

The PESSCL strategy has seen an increase in the amount of PE taking place in schools. In the 2006/07 school year 86% of children in partnership schools received two hours of PE per week—an increase of 35% over 2003/4. The aim is to improve this level to 100% by 2012. The Prime Minister, Gordon Brown, affirmed his commitment to school sport by offering an additional £100m to try to offer five hours of sport both inside the curriculum and out of hours.

**PESSCL STRATEGY**

PESSCL runs on eight different work strands:

- Sports Colleges
- School Sports Partnerships
- Professional Development
- Club Links
- Gifted & Talented
- Sporting Playgrounds
- Swimming
- The QCA’s PE & School Sport Investigation

The 2006/07 School Sport Survey found that 86% of children now participate in at least two hours school sport per week.
PRIMARY SCHOOLS

With children already having formed their impressions of sport before they start secondary school, it is important to give them a good, basic physical literacy at primary school. However, at the moment, primary school physical education is undervalued in this country and the standard offered often results in children leaving primary school with a lack of basic sports skills such as coordination, agility, dynamic movement, core movement and awareness. A cause of this is that teachers are rarely sufficiently trained to deliver effective physical education programmes– in fact an estimated 60% of primary school PE teachers have less than six hours of training and their total number is unknown.

The goal, in this instance, must be to provide quality, fun core skills training for primary school children that will enthuse them to participate in sport. This has been successfully achieved in countries such as Australia where primary physical education is bolstered by the not-for-profit Bluearth organisation which help provide such activities. This team brings in specially designed, enjoyable exercises and teaches children and trains staff at the same time, allowing staff to subsequently train colleagues. The result being teachers gain the confidence to teach physical activity and more children participate in value-added activities. Core skill training has also been done successfully in Britain by linking primary schools to sports clubs with a dedicated core-skills coach which has been proven to engage more youngsters in sport and bolster junior ranks at sport clubs. This should be far more widespread, epitomising as it does the school sport club link strategy.

OUTCOMES OF PESSCL

While the success of PESSCL should be recognised, its main achievement is in creating a structure of school sport that works and can be developed, as the job is far from finished in providing two hours of activity for 86% of school children. Much more needs to be done to revitalise school sport, with the PESSCL strategy also showing areas of weakness, with the focus falling squarely on secondary schools and not necessarily providing enough support for primary schools or further education.

However, the strategy has been criticised for lacking an actual delivery mechanism especially due to a lack of trained teachers to supply the sport. PESSCL is often seen as being target driven, which can hamper the good work and intentions of those on the ground. The project should categorically be run by bottom-up programmes which are based on children and not targets. Sports coordinators commented that in trying to get a new project started, its approval can depend on its suitability for the targets, not its suitability for the children. Simply meeting PESSCL targets does not create an effective system. While continuous feedback should be used to assess efficiency and ensure goals are being met it is not wholly integral.

It could also be considered that two hours of in-curriculum sport per week really is not very much, but adding more to the timetable would require a huge investment in PE teacher training– for each school child to do four hours per week a vast increase in the number of PE teachers is needed.

For each school child to do four hours per week a vast increase in the number of PE teachers is needed.
CASE STUDY: GOLBORNE PARKSIDE, SALFORD

CORE SKILLS COACHING THROUGH LOCAL CLUBS

Golborne Parkside is a recently renovated Rugby League Club which, with Community Club Development Programme funding, has developed into a state of the art community sports club. Although the club originally catered for Rugby League and bowls, it now houses a football team, darts leagues and a youth centre to help it fulfill its role at the heart of the community. On top of this the club has two community rooms which are used for other local schemes such as art courses, and the revenue gained from hiring out the facility helps run the club.

It also has its own dedicated skills coach that runs core-skills coaching at local primary schools as well as developing Rugby League basics. As a result local primary children have higher standards of physical literacy and the club has a string of youth teams from under-8’s upwards. The club has found it is easier to both enthuse children and recruit them into the club at an early age.

The coach is full-time and funded by the Coalfields Regeneration Trust, but the practice is so inherent to the PESSCL principle of inspiring children at an early age that it would be hugely beneficial if it was an integral part of the strategy. The structure of School Sport Partnerships is now strong thanks to PESSCL, but in order to expand the scheme, clubs would still need trained coaches, so central funding and training in parallel with work from Sportscoach and NGBs may well be needed to expand this principle further.

Providing children with interesting activity that they will actually learn from, both physically and mentally, is quite a challenge and does require an understanding of what can be offered.

In fact the lack of qualified primary school teachers may be one of the biggest systematic weaknesses in UK schools at the moment. Teachers generally neither lack the ability nor the enthusiasm for teaching young children physical activity, but often lack the confidence, knowledge and experience. PESSCL has allowed provision for some primary school training. For example, head teachers are given 12 days money to cover training. It has, however been reported that limited training actually occurs. This may be due to the fact that there is a massive turnover of primary school PE teachers due to frustration, career progression and the shortage of trained people. Meanwhile such top-up training must always be considered as less effective than university based learning. Primary schools suffer from numerous issues when it comes to physical education provision which include:

- 60% of primary school PE teachers have less than six hours training
- There is no provision for top up training in the CPD (Continuing Professional Development) plan
- 40% of inner city teachers are from the commonwealth and overseas teachers with limited introductory training and a two year placement
- One year Postgraduate Certificate of Education is replacing four year B.Ed training
- Nobody knows how many primary school PE teachers there are!

60% of primary school teachers have less than six hours training.
POLICY RECOMMENDATIONS:

PRIMARY SCHOOLS

By addressing the weaknesses in primary school PE teaching, children are more likely to enjoy sport and be open to new sports at secondary school. Indeed, the effect of good teaching can be seen in professional football clubs who have academies of very young players – Manchester United’s under 9’s have very well developed sports skills, and while only a few may be offered contracts at 16 as footballers, the skills they learn hold them in good stead for other sports. Professional clubs can have an impact on primary school PE teaching, not through academies, but by coming to schools to help provide coaching and, as more and more professional teams develop a community awareness, coaches are becoming better qualified and now often teach important core skills as well as the basics for their particular sport.

- Improve core skills training at primary schools by providing a core skills coach per School Sports Partnership. The coach could then train primary school teachers as well as provide quality lessons. Charging for after school provision and holiday classes could reduce the costs of such a scheme.

- Bluearth, alternatively, could supply core skill training and teacher coaching. The average allotment to a primary school should be around £3,300 per year from PESSCL, substantially more than the cost of Bluearth’s projects.

- Improve basic teacher training; long term planning to increase primary school PE teacher training needs to be developed by government.

CASE STUDY: BLUEARTH

CORE SKILLS COACHING THROUGH NOT-FOR-PROFIT ORGANISATIONS

The Bluearth Institute is an Australian non-profit organisation founded in 2000 designed to promote healthy living and help prevent sedentary diseases through a primary school intervention programme. Students take part in specially designed activities to promote self-discovery and improve each student’s coordination, agility, speed, motor skills, stability, proprioception, flexibility, cardiovascular adaptation and balance – all in a playful and supportive environment. The success of the programme means that Bluearth activities have been aligned with the curriculum in Australian capital territory, New South Wales, Queensland, South Australia, Victoria and Western Australia.

In order to provide skills for teachers, trained Bluearth coaches deliver a best-practice programme in school and mentor teachers. This provides on-the-job training for teachers via demonstration, co-teaching, feedback, workshops and mentoring which leads to Bluearth accreditation, allowing sustainability and longevity by offering the possibility to pass skills on to colleagues.

The principle of the programme is similar to the TOP programme offered by the Youth Sport Trust which promotes physical literacy in primary schools. The Bluearth project, however, is more proactive by sending trained coaches into primary schools to help improve teachers understanding and confidence.

The average allotment to a primary school should be around £3300 per year from PESSCL.
TIME SPENT IN ACTIVITY

Efforts made in improving primary school sport provision will result in having more able and more enthused children at the start of secondary school, and these characteristics must be embraced. Two hours of curriculum sport is arguably not very much for the average child and the UK’s school provision came joint 15th in a 2007 European Parliament review examining the maximum level of timetabled sport. French schools had the highest maximum time allocation for secondary school physical education according to the study; potentially offering twice as much activity as British schools.

While there may be some argument as to whether the levels of sport outlined in the European Parliament report are actually provided, the report did actually single out the English and Scottish governments for sending out ‘mixed messages’ in their commitment to greater time allocations in sport. They argued that, while PE is claimed to have equal status in schools the reality is that PE has a lower hierarchical position in the school timetable than other core subjects. This is true of many European countries, with PE having equal status to other principal subjects in 90% of countries, but being perceived as having a lower status in some 34%.
TIME IN ACTIVITY: STATE & INDEPENDENT SCHOOLS

Ideally, state schools should be able to provide as much opportunity for sport as independent schools, whose provision has outstripped state schools significantly; they regularly achieve four hours of sport per week. The results are clear to see with over 60% of Britain’s medals in the last four Olympics being won by people educated in the private sector, which caters for just 7% of school children. It is, however, not quite as simple as just increasing the time spent in PE. Independent schools often have longer school days to allow more time. This should be considered in the state sector too as a genuine chance to provide more opportunity and also provide a distraction for children who currently have little to do after the school bell rings in the early afternoon. Of course doubling the number of hours of physical education would require twice as many PE teacher-hours too, while many schools simply do not have the facilities in which to offer more sport. For this reason increasing teacher provision and time at school will need to be part of a long term plan, while developing school-club links is continued in parallel.

QUALITY OF ACTIVITY

The time spent in physical activity in school is exceptionally important, but lessons must be spent productively and the quality of provision is therefore a key factor. Academic research in the US has suggested that in some cases as little as 10% of physical education lesson time is actually spent in vigorous activity, with over 60% actually spent in a...
sedentary fashion\(^1\) below). This is not to suggest that PE teachers are doing a bad job, or even that children in the UK are inactive in PE lessons, but UK PE teaching has come under criticism in the past. In 2003, OFSTED reported that a quarter of PE lessons in the UK were not up to standard\(^2\). Providing coaching, training and support for teachers should therefore be of high concern.

In fact quality cannot realistically be assessed using PESSCL’s self assessment evaluations as it is impossible to know whether the recorded timetable time for PE includes travelling and/or changing time and/or the level of instruction. Indeed schools and partnerships alike have questioned the reliability of the figures given schools limited experience in data collection and the vagaries of the self-assessment system.

Providing coaching, training and support for teachers should be far higher on the political agenda in order to offer children quality activity and more should be made of the school-club links so that national governing bodies and clubs can offer their skills and qualified coaches to aid school coaching. Indeed the Government are aware that the quality of coaching for school children still needs improvement, with Gordon Brown announcing further plans to bring more coaches into schools and communities in July 2007.

**POLICY RECOMMENDATIONS: QUALITY & TIME IN ACTIVITY**

- Continue the PESSCL strategy to ensure all children receive two hours of in-curricular activity and three hours opportunities at clubs—aim for state provision to match the private sector. Extending the school day should be considered to accommodate this.
- Ensure better teacher training for PE and increase the number of qualified PE teachers.
- Continue to improve school-club links and include professional clubs too. Club coaches should be encouraged by School Sport Partnerships to develop multi-skill coaches and pass core skills (e.g. YST TOP programme or Bluearth) to teachers. It is possible to subsidise this through school budgets or by part-charging for after school activities and holiday clubs.
- Consensus should be found on providing the correct coaching provision with the exchange of best practices through the YST and sportcoach, e.g. multi-skill coaches for ages 6-14 and individual sport coaches for 12-18.

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**TIME AND QUALITY OF ACTIVITY**

OFSTED reported in 2003 that a quarter of PE lessons were not up to standard.
SCHOOL FACILITIES

Facilities are naturally also a function of delivering quality physical activity to pupils. School facilities in the UK need to be revamped to meet modern day sport standards. While PESSCL and NOPES (New Opportunities for PE & Sport) have helped fund buildings, the new Building Schools for the Future (BSF) programme which aims to ‘rebuild or renew every secondary school in England over a 10-15 year period’ must be accountable for including sport integrally as part of its plan as promised. The £45 billion programme, delivered by the non-departmental public body, Partnerships for Schools (PfS), intends to transform a “school estate fit for the 21st century...[creating] schools relevant and accessible to local communities” and renew all of the 3,500 secondary schools in England.

The project has been evolving since its inception to try to iron out teething problems. It is, of course, a huge undertaking and the work done by local authorities, who are the key exponents in delivering the project, is immense. A great deal of staff and millions of pounds of revenue are required to plan and manage the rebuilds in order to get the most out of the investment and secure neighbourhood renewal, not simply the renewal of school buildings. Redeveloping sports facilities is essential to the build, although local authorities have been criticized in the past for not including BSF development as an integral part of their sports provision strategy; the Audit Commission’s report in 2006 claimed none of their case studies were using BSF as a fundamental part of their plans. PfS are now encouraging local authorities to use a more holistic approach by only granting approval to schemes if local authorities have liaised with the Youth Sport Trust and Sport England.

Another problem encountered by the project is the huge amount of joined up funding, with investment from the Learning and Skills Council, Department of Health, Department for Children, Schools and Families, Department of Culture, Media and Sport, Local Government Office, Primary Care Trust, Big Lottery Fund, the Arts Council, Sport England, national governing bodies, governing offices, the European Social Fund and the private and voluntary sectors. This is also true of the sporting sector, where more integration is needed in particular with NGBs and their charitable arms, such as the Football Foundation, to ensure the best facilities possible are created in the rebuild.

The correct delivery of this project is essential as schools have the opportunity to galvanise communities and offer opportunities to both children, their parents and the entire neighbourhood. This extended services principle should naturally be an integral part of sport. In particular, schools with sports facilities should open their facilities to the community to become a sporting hub. In building new school facilities, it is right that offering sport to the neighbourhood is included either as an extension of the school’s community remit, or as a shared school and community sports facility. In fact, despite tax implications associated with offering school facilities for public use, which should be reviewed by government, the majority of new facilities built are shared by the local authorities and schools.

The new Building Schools for the Future programme aims to ‘rebuild or renew’ every secondary school in England over a 10-15 year period.
POLICY RECOMMENDATIONS: SCHOOL FACILITIES

• Partnerships for Schools must ensure that local authority proposals for new schools develop school sports facilities as part of their strategic planning, do not duplicate local authority or school provision and encourage outside investment to maximize sports funding, e.g. NGBs, sporting charities, such as the Football Foundation, or local business.

• Schools should be encouraged to work with local authorities to use school facilities for community use and vice versa, while Government should ensure associated tax laws do not prevent such use. Charities looking to engage children should be given preferential treatment in such local facilities.

• Partnerships for Schools should ensure a minimum sports facility need for new builds is met and schools with limited space and facilities should be equipped with Multi-Use Games Areas or Astroturf.

CASE STUDY: WOODCHURCH COLLEGE

SCHOOL FACILITIES USED FOR COMMUNITY SPORT

Woodchurch High Specialist Engineering College and Wirral Council used lottery funding to develop a sports complex for both school and community use. The state-of-the-art facility includes a sports hall, fitness suite and aerobics studio hosting dance, judo, kick boxing and yoga courses. The facility is open 9am to 6pm for the school, and then until 10pm for the use of the local community during which time the complex hosts a variety of events such as basketball tournaments, 5-a-side football, cricket, volleyball and badminton.
INNER CITY SCHOOLS

Inner cities suffer most from social exclusion and sport can be used as a tool to help. Such areas are most likely to have single parent families and, with a shortage of role models and opportunities, children can easily drift towards drug abuse, crime, violence, alienation and apathy. Meanwhile inner city schools often suffer from a range of problems such as poor academic performance, high truancy rates, poor discipline and physically threatening behaviour which has recently escalated to include a number of shootings and stabbings, including several murders.

In these circumstances sport can provide a lifeline to communities, offering a chance to change a life direction and refocus young minds. In such cases sport can often have a better chance of engaging children than academia.

The Government's foundation of privately run academies does allow such flexibility of the timetable to provide more sport and different opportunities. Most inner city schools, however, cannot come close to matching the resources of private academies. In particular schools in inner cities tend to have sparse facilities, often being located in the poorest areas in the country. They often simply lack space, for example, while Lambeth Local Education Authority recommends a six acre minimum plot of land for a school, the largest school site in the borough is just 4.5 acres.

However, progress in sporting opportunities has been seen in inner city schools which lack facilities and capacity where sports provision is provided by charities with a track record of providing good quality and efficient provision of services.

Not-for-profit sport providers who are expert in providing sport to inner city schools should be an integral part of school sport when targeting those in specific need. Central Government funding should be considered for schools short on facilities and qualified staff to be able to use volunteer initiatives which have a proven track record of enthusiasm and success as an integral part of PESSCL.

CASE STUDY: GREENHOUSE

PROVIDING SPORT TO INNER CITY SCHOOLS

The Greenhouse Schools Project was set up in 2002 to offer under-privileged children sporting opportunities. Initially it gave deprived children the opportunity to play and do sport using the facilities at a private school during holidays. As the programme developed, the cost of transport proved a hindrance and it became clear that the children would benefit from opportunities throughout the year and not just outside term time, so sport was brought to the pupils instead of the pupils to sport.

Greenhouse has developed a base of schools in London to which they provide sporting aid for small space initiatives, particularly table tennis, but also dance and basketball. The charity pays for full time coaches in schools who take activities before school, during lessons, at lunch time, after hours and also at weekends.

The key elements are not only equipment and coaching, but the type of coaching offered. Greenhouse provides positive role models, not only on a sporting level, but also at a community and personal level, which is especially important in the deprived areas they work in where a positive father figure is often missing from the children’s lives. Coaches are also selected for their patience as well as ability - the coaching role requires working with both beginners and children who have developed into national representatives. It also offers tangible rewards: not only prizes for success (which more often means commitment, not ability) but also the option to develop coaching qualifications in the sports.
ACCESS TO FACILITIES

Schools without their own facilities need greater transport provision and wider access to public facilities and open spaces. The Sutton Trust’s “No More School Run” policy proposes dedicated school buses which would save two million tones of carbon dioxide being emitted (compared to the 750,000 tones expected to be saved by the recent increased airport taxes.) The buses could be used for a whole host of sporting activities during the day and extra-curricular activities after school. The use of multi-use games areas and Astroturf facilities must be provided to allow 100% usage rates throughout the year. Investment for schools lacking sporting facilities should come from Building Schools for the Future.

SCHOOLS & PROFESSIONAL CLUBS

Schools can also benefit greatly from interaction with local professional sports clubs. Many pro-clubs, be it football, rugby union, rugby league, cricket or others are developing a community presence and social responsibility. While many clubs visit schools and provide inner city training, closer links should be encouraged between clubs and communities. Professional club brands are excellent at enthusing children in sport.

CASE STUDY: PENDLETON COLLEGE & SALFORD REDS

ALIGNING SCHOOLS WITH PRO-CLUBS

Pendleton College and Salford Reds Rugby League team have a symbiotic relationship to improve academic performance and the Red’s community presence and fan base. The Reds have offices on site from which they develop their community and school projects through which children are enthused by their local professional team. Sport is used as a vehicle for learning. For example media studies work with the team’s head coach, physiotherapy courses have placements in the Reds’ treatment room and catering courses can use the ground’s hospitality suites and kitchens. The scheme also extends further into the community to help adult learning, for example, where courses are held in the clubs, a more informal and encouraging setting for adult learning than in school.

SMALL SPACE SPORTS

Inner city schools can also benefit from small space initiatives such as table tennis, fives, basketball, climbing, mini-soccer and indoor rowing (overleaf). NGBs have the opportunity to deliver their sports to inner city areas and excellent schemes already exist such as those developed by the Amateur Rowing Association.

Multi-Use Games or Astroturf facilities should be provided as a matter of course to allow 100% usage rates throughout the year.
Since the start of the 1990s, cities with midnight basketball projects have seen larger reductions in violent and property crimes than other US cities.

**INNER CITIES**

Since the start of the 1990s, cities with midnight basketball projects have seen larger reductions in violent and property crimes than other US cities.

**INDOOR ROWING**

Indoor rowing is a huge growth area in Britain, with 4.7 million adults regularly using the equipment due to their popularity in gyms. It is also an excellent opportunity for inner city schools as it is not only proven to engage kids that dislike traditional team games, but also occupy little space. Sport England believe 500 schools have indoor rowing equipment, and the Amateur Rowing Association has created links with 180 state schools themselves.

Help can be found for schools looking to develop rowing. The Steven Redgrave Trust in Birmingham currently works with 20 schools, while London Youth Rowing works with nearly 3,000 children in London. Both schemes bring rowing to schools, offer coaching for children and training for teachers and then bring the children to learn on water.

Despite dry-rowing’s appeal as an individual sport, it is also becoming hugely successful as a competitive sport too. Not only do London Youth Rowing help encourage inter school and inter-borough racing in London, they introduced indoor rowing into the London Youth Games for the first time in 2006 and are organizing the 2007 National Junior Indoor Rowing Championship.

Competition in dry-rowing could also prove to be an innovative leap in school curriculums. It is measured electronically and competitive races are run via computers, meaning e-rowing allows you to row a real time race against anyone in the world. This could be a huge opportunity for schools to mix competitive sport with languages if they are able to tie their efforts into partner schools in different countries in France, Germany, Spain or further afield.

**INNER CITIES AFTER HOURS**

Naturally children in inner-city areas also deserve opportunities after school. The cost of opening sports facilities late at night and providing projects in the community should be compared to the positive social impact such schemes would have. Programmes like these are often dismissed as the net social gain is so very hard to measure as the profits are societal not monetary. Local authorities should consider extending provision and opportunity for youngsters, and central Government should also consider how they could fund such programmes.

**CASE STUDY:**

**MIDNIGHT BASKETBALL**

Midnight basketball was originally implemented in the US in the late 1980s and has expanded to encompass over 40 US cities. The programme aims to improve the self esteem of youths, enhance interpersonal skills, offers positive opportunities and builds bridges in the community. The leagues were initiated to provide safe, constructive activities for young men between 10pm and 2am to keep them occupied. Midnight basketball leagues now exist in Australia, Switzerland and the UK to name a few, but the American project is the largest and where real analytical research has been done. Since the start of the 90s, cities with midnight basketball projects have seen larger reductions in violent and property crimes than other US cities.

Unsurprisingly, initiatives work best in areas that use the leagues as part of a holistic social inclusion plan.
WHAT MAKES A SUCCESSFUL INNER CITY PROJECT?

There are a wide range of benefits that emerge from successful sporting projects. However, we can consider a successful project as one that effectively helps provide a diversion from crime, offers excitement, improved personal fitness leading to improved mental health, increased self esteem and a sense of control over one’s life, the development of cognitive competences, positive role models and enhanced chances of employment.[24]

There are many projects aimed to provide opportunities for young people, but not all well intentioned ideas work, so learning from other schemes is vital. Key requirements are:

- An attractive activity to get participants involved
- The ability to adapt a programme to individual participants needs
- The use of rewards for achievement, which will enhance self esteem
- A good relationship between participants and activity leaders
- Leaders taking a mentoring role, so they develop a relationship of trust
- Ability to offer long term follow-up and viable exit routes with further opportunities
- Sharing activity with pro-social peers
- A clear set of values associated with the activity leaders and the programme

-Geoff Nichols, University of Sheffield[25]

POLICY RECOMMENDATIONS: INNER CITY SCHOOLS

- Develop the use of small space sports such as indoor rowing, table tennis, fives, basketball, climbing and mini-soccer in schools.
- Schools should promote sport in school timetables to help with motivation and discipline. Inner city schools could be fast-tracked with YST and DCSF funding to pilot five hour of sport per week.
- Encourage or provide investment in not-for-profit organisations like Greenhouse or Panathlon to enable schools to use proven sports providers to provide sport in inner city areas.
- Encourage professional club involvement in schools e.g. Salford Reds. This can be symbiotic, engaging children and increasing supporter bases.
- The YST should provide online best practice for small space sport. Funding should be available through School Sport Partnerships and the YST specifically for schools lacking in space.

Inner city schools should develop the use of small space sports such as indoor rowing, table tennis, fives, basketball, climbing and mini-soccer in schools.
COMPETITION

While sport and physical activity has a huge role to play in society, the benefits in particular of competitive sport must not be forgotten. Non-competitive school sport was pioneered in the UK by some London boroughs in the 1980s, the idea being to save children the trauma of not winning. Despite this now being largely discredited, many schools still dispense with competitive activities in favour of sports without winners and losers.

The problem is if children do not learn how to win and lose, they can't possibly be prepared for the real world. Children must be given the opportunity to learn how to cope in both team and competitive environments in order to hone life skills such as leadership, teamwork and desire; indeed 50% of employers believe school leavers lack skills such as teamwork.

The decline in and necessity for competitive sport has finally been recognized in the UK, and it is the National Council for School Sport that has been tasked with overhauling the system—albeit largely with seconded resources from the YST to whom they report monthly progress. To promote competition in school the aim is to introduce Competition Managers into the PESSCL school sports framework to cover all of the 440 school sports partnerships and create annual schedules of competitive calendars by 2010.

However, it is quite possible for schools to produce competitive team sports without competition managers. Sandwell Academy, for example, offers a wide range of sporting activities along with over four hours of sport per week. There is inter-

school, borough and national competition at 'elite' level, but also competition for all through intra-school games and also regular 7-a-side football competitions between schools especially for kids who do not make the better teams. Events are organized by sixth formers who can also take level one coaching qualifications and coach younger kids.

The 2006/07 School Sport Survey does show that competitive sport is on the increase with 98% holding a sports day and 58% other intra-school competitions. Dame Kelly Holmes was particularly enthused by this survey; "these latest results are great news and will act as further inspiration for all those responsible in schools and clubs to keep on delivering their fantastic work."

Competition can also be promoted through NGB schemes bringing their sports to schools, such as Cricket’s Chance to Shine. Here local clubs and facilities can be used where space is short, while staging finals at local sporting venues can also enthuse the kids. This should be an integral part of PESSCL and is particularly important in inner city areas, where not-for-profit providers should also be helped to provide competition. One such example is the Panathlon games, which has been providing inner city competition on a not-for-profit basis since 1996. Sadly the DCMS halted funding for the £250,000 project in 2007 and the expertise and enthusiasm of Panathlon will be hard to replace.

There is also a place for national level competition to encourage potential elite sport. Indeed in July 2007 Gordon Brown announced plans for a National Schools Sports Week championed by Dame Kelly Holmes, along with the confirmation of the place of competition managers in the PESSCL system and the continuation of the School Games started in 2006.
THE SCHOOL GAMES & PANATHLON

The inaugural Games was held in Glasgow, with over 1,000 school children competing in athletics, fencing, gymnastics, swimming and table tennis. For 2007, competitor numbers increased by 300 for the event in Coventry with judo, badminton and volleyball added to the list. The Youth Sport Trust has been chosen to organise the event until 2011 with £2.3m lottery funding, bolstered by sponsorship and LEA help. The introduction of these games have coincided with the hopefully temporary end of the Panathlon Games.

The Panathlon games is a charity that has been running inner-city school sport competition since 1996. At the time, little extra-curricular activity or competition existed, a problem exacerbated in the inner cities where space and resources were, and still are, at a premium. The games were sponsored by Royal and Sun Alliance for seven years and targeted Bristol, Liverpool and Leeds – creating mini-Olympics in the area and national finals. The principle was to organise intra and inter-school competition, followed by local finals and the national competition in the summer. Between competitions, Panathlon provided funding for equipment and coaches in the schools to compete in the nine competitions – athletics, badminton, chess, cycling, football, netball, orienteering and table tennis. Participating schools where chosen by local authorities each year and in London, for example, 32 schools in 32 boroughs competed with around 20,000 pupils nationwide.

In 2000 Sport England withdrew their support, which coincided with the transfer of responsibility of youth participation to the Youth Sport Trust. Three years of government funding followed, but this has also come to an end despite Richard Caborn, the former sports minister, promising to find a new sponsor. This year Panathlon have only been able to run their disability side of their programme for 2,000 children, having been forced to stand down their schools programme for 2007.

The demise of the schools’ programme has come as a great disappointment to many schools as Panathlon is a well respected project. Feedback from the scheme has shown an increase in student motivation in 75% of participating schools and a remarkable 100% school satisfaction rate. Indeed support for the project has been so strong that a 6000 signature petition was delivered to Downing Street to appeal for reinstatement of the schools programme.

What is particularly disappointing is that the funding Panathlon’s required was only £250,000 per year or approximately £15-20 per school child. This pales into insignificance in the DCFS’s total budget, or even the £2.3m needed for the new Youth School Games – which works out at nearly £2,000 per competitor, and, despite its names, draws competitors from local clubs not schools.

POLICY RECOMMENDATIONS: COMPETITION AT SCHOOL

• Help enable/fund not-for-profit organisations who provide competition. e.g. £1.25m would fund the Panathlon Games for five years, in which time a long term plan for sponsorship and expansion could be developed.

• Older pupils and young adults should be engaged to help coach younger children and organise competition for them. Young adult development initiatives should be encouraged to link into sport in this way.

• Professional clubs should be encouraged to help run competitions and hold finals at local sporting venues as motivation for competition.

The demise of the Panathlon schools programme has come as a great disappointment.
CHOICE OF SPORT

While competitive sport should be part and parcel of school sport, including individual sport in the curriculum, extending choice and offering innovative physical opportunity should also be a matter of course in every school. Traditional sports and methods of teaching can alienate both those children developing into elite performers and those who have grown detached from sport. Sending them week after week out to play hockey, football or any sport will simply not develop a taste for sport— they must be offered something else appealing which is fun and healthy that will enthuse them with sport for life.

PESSCL has managed to improve the choice of school sports. The 2006/07 School Sports Survey states that secondary schools now offer an average of 21.7 different sports, many embracing non-traditional sports such as golf and orienteering. School–club links have also improved with schools now having links to seven different sports clubs. In order to enthuse children in activity, it is good to involve them in decision making and proactive programmes in alternative exercise forms. Dance is a particular area that has rightly been encouraged in recent years, but schools should have the opportunity to be innovative and experiment in sport. Murray Park Community School on Mickleover, for example, introduced skateboarding as a timetabled class in 2007.

It is clear that children are more likely to participate in sports in later life if they have the opportunity to play the sport at school. Therefore naturally, sports and their NGBs have a vested interest in encouraging sport at school. Those that have brought their sports to the playground such as the England and Wales Cricket Board with their “Chance to Shine” initiative, have seen positive results and such initiatives should be supported for all sports. Along with individual projects, governing bodies could also offer their sports together, as not-for-profit organisation Access Sport does. As part of its work promoting clubs, it holds a festival of sports. The event, held in Bristol in 2007, aims to boost interest and increase participation by offering a variety of sports to try on the day along with representation from the local clubs they support.

Access Sport helps voluntary clubs at grassroots level to increase the opportunities they give children to get into sport, working with clubs over a two year period to provide sustainable programmes that are both accessible and affordable to youngsters. It is also a focused charity, having been formed on the back of a successful sports marketing firm, which means they are in the perfect place to help align sponsoring businesses to schemes to help them achieve their marketing and commercial aims.

CASE STUDY: ECB’S CHANCE TO SHINE

NGBs BRINGING SPORT TO SCHOOLS

The Chance to Shine has been heralded as one of the most successful projects delivered to schools directly by a national governing body, in this instance through the ECB’s Cricket Foundation.

The first step in delivering your sport to schools is to realise where you actually are. It may have been painful for the ECB to admit that only 13% of children were exposed to a reasonable amount of cricket at school, and only 10% regular competition, but this inspired the project to deliver cricket to 600 state schools and two million children.

The aim of the project was to create a scheme with longevity by supplying equipment and facilities to schools and include coach and teacher training as part of the programme. Series of competitions were also devised and the governing body has been proactive in ensuring cricket facilities are shared between local state and independent schools, clubs and local authorities.
SPORT SEARCH
Likewise, schools should also help children find local clubs and fortunately Sports Search exists to help this. Originally developed in Australia to find the next generation of elite athletes, the British system matches children to local sports clubs. The scheme measures key physical attributes in school PE classes and then uses simple online tools which the children themselves use to suggest sports the child would be good at and where they can go in the local area to find out more.

The British system, however, has something of a chequered history. Sport England originally owned the remit, but lost interest when the Youth Sport Trust became involved in school sport. Working on the principle that they only worked on ideas outside the school gate, they sold their development to a private company called Sports Hub.

In December 2006, Sports Hub reverted this scheme to a not-for-profit product. Despite the lack of a sponsoring body, Sport Search should be part of 450 schools by the end of 2007. As the analysis tool is internet based, it potentially offers a learning link between sport and information technology and is even BECTA approved which allows schools to spend e-credits on it making it quite easy to fund. The Sport Search tool is easy to use and epitomises the idea of school and sports club links. It provides the opportunity for 11 to 17 year olds to take part in over 150 sports and activities.

Sport England, however, do not want to be involved and are only interested in the database of club links Sport Search has developed. The Youth Sport Trust are now developing an interest but it is a shame that the bureaucracy and nature of the structure of sport in the UK has delayed this tool reaching its audience.

POLICY RECOMMENDATIONS: CHOICE
• Sport Search should be integral to schools’ timetables.
• NGB - specific funding should be available to those governing bodies wanting to promote their sport in schools.
• Schools should be encouraged to offer innovative sports at schools.
Girls are more likely to stop participating in sport than boys. A recent report shows that girls at school have lower than average participation in sport with only 65% taking part in two hours of school sport. Girls do enjoy physical activity and sport, but are more prone to dislike sport than boys for many reasons:

**PERSONAL FACTORS**
- Biological: hereditary, age, obesity, fitness level
- Psychological: motivation, perceived barriers, perceived competence, attitudes

**ENVIRONMENTAL FACTORS**
- Environmental: access, activity type, school, mobility
- Social: peer group, family, culture, role models

A way to help may be to encourage physical activity from an early age and provide an environment which disregards, not encourages, the traditional stereotypes. Focusing courses towards girls’ needs and making activities more fun and sociable should increase participation, especially as peer support is a big driver in girls’ participation.

Many of the barriers girls face at school can be addressed relatively simply. For example, bodily embarrassment is a large consideration but easily helped if not remedied by providing comfortable kit, single sex options and female teachers. There are some excellent examples of encouraging girls to participate like a sports college in Warrington which runs evening fitness classes specifically for mothers and daughters.

The type of teaching can also have an effect on girls’ perceptions of sport and schools can help by concentrating on developing core skills at an early age to make sport more enjoyable, ensuring individual needs are met, moving away from command style teaching and offering equal access to pitches and facilities for girls and boys.

Certainly in the current revamp of school facilities, it is also key to design facilities for both boys and girls and to ensure that best practice is followed for provision for female and ethnic minority students in particular by offering privacy, individual showering facilities and comfortable changing rooms.

**CASE STUDY: SEDGEFIELD COMMUNITY COLLEGE**

**INCREASING GIRLS’ PARTICIPATION AT SCHOOLS**

Sedgefield Community College is a dedicated sports college that has also found many ways to encourage sport, particularly amongst girls. In 2001, Sedgefield changed its kit policy so that girls were no longer forced to wear shorts or a skirt and older pupils could choose what to wear.

Three quarter of the girls are now reported to wear tracksuit bottoms and there are vastly improved participation rates, with the number of girls participating in extra-curricular events having risen by over 100% and the number of female sports teams put out rising from four to 25.

The College also promotes many extra-curricular activities, with their sports hall, gym, main hall, fitness suite, Astroturf, tennis courts, outdoor courts and pitches all hosting lunchtime sporting events from everything from tennis coaching to dance. Within these activities there are many activities designed just for girls, such as badminton and dance and also times reserved for girls only to use traditionally male dominated facilities such as the fitness suite.
EXTRA CURRICULAR ACTIVITY

While engrossing children in sports clubs is a huge part of extra-curricular activity, schools should still be at the centre of providing after school options. Proactive schools offer courses and facilities to the local area and are encouraged by charities such as ContinYou (see over) which has the key principle of providing adult learning classes throughout the school day and weekends and initiatives for youngsters after school. In particular, schools with sports facilities should open their facilities to the community to become a sporting hub— and certainly in building new school facilities the wider context of offering sport to the neighbourhood should be included either as an extension of the school’s community remit, or as a shared school and community sports facility.

After-school activities can provide a needed distraction for children. In times past this need was perhaps not so evident, but now with more and more double-working parent or single working parent families, children are more likely to be left to their own devices at the end of the school day and, with less community areas to play in safely, the opportunity for unruly behaviour is increased. After-school activities should be an integral part of a child’s day, be they at school, local facilities or amateur and professional clubs. While many professional clubs do offer work in the community scheme, such as Wolverhampton Wanderers’ midnight football league, local authorities should be more proactive in developing schemes which involve all sectors of the community including the police, primary care trusts, local clubs and schools.

Extra-curricular activities can have overwhelming rewards for society, with studies showing huge benefits to children taking part in terms of reducing anti-social behaviour and a diminished likelihood of them dropping out of school. While historical levels of extra-curricular activity are hard to establish, there is a general perception that activities never regained the standing they had before Unions instructed teachers to stop helping with extra-curricular work as part of their pay bargaining in the 1980s. Indeed some reports have suggested that half as many children take part in extra-curricular activities now than in the 1980s. This has resulted in a sedentary lifestyle which has seen children doubling the amount of television they watch since the 1980s to 17 hours per week or children without direction often causing trouble on the streets.

While teachers in reality are often very generous in giving up time and effort to offer a spread of activities, more could be done to encourage such activities on a regular basis, with provision through schools as an integral part of expanding learning, improving health and tackling social cohesion problems. The main issues, unsurprisingly, are resources— human, financial or capital— and ties with schools, clubs and local authorities can help in pooling resources. Many schemes, however, are run very successfully on limited resources using innovative schemes and a great deal of enthusiasm and the Youth Sport Trust provides an excellent forum to exchange best practices. Local authorities can also aim to engage whole communities by making sport an integral part of social cohesion plans which can further the success of programmes such as ContinYou.
OUTDOOR PURSUITS

Outdoor learning is sadly drifting from the education spectrum. Learning in this way is an opportunity for children to operate outside their comfort zones, analyse and take appropriate risk and learn to learn as oppose to take part in passive learning forms.

But 21 local authorities are looking to reduce their outdoor learning capacity as it is a non-statutory provision, not part of education remits and falling somewhere in between youth, leisure and tourism with random performance indicators. Meanwhile OFSTED has ruled that school trips do not need an educational purpose making outings to theme parks no less important to a school than outdoor learning.

Provision for outdoor learning should be reconsidered to prevent its demise, possibly by creating a trust for all outdoor learning centres such as the Wilderness Trust in Wycombe. In this way the opportunity to experience this different and important way of learning could be saved, and indeed the use of these centres particularly for deprived children should be expanded to afford the children the opportunity to do something new.

Naturally provision is better in certain areas, inner-cities can suffer from a lack of facilities, while fully rural areas can encounter problems such as transportation. Certain sports are also offered more than others – outward bound and eventing have tended to be pushed out due to the complexity of provision and particularly health and safety fears from a few very rare, but high profile, accidents.

EXTRA CURRICULAR ACTIVITY

ContinYou

Extra-curricular activity is epitomised by ContinYou, a community learning charity that aims to provide lifelong access to learning, by extending opportunities at school throughout the day and throughout the community, based on the belief that learning is a crucial factor in achieving social equality.

The charity is funded by a range of institutions, from central Government, the Department of Health and the Department for Children, Schools and Families, to local authorities, with both corporate sponsorship and lottery money also playing a role.

The aim is to develop programmes to aid learning across the spectrum including opportunities for young children and their parents, school children through out of hours activity and study support, young people in the community, school leaver skill training, adult learning schemes and learning projects for elderly members of the community.

The success of the projects lie in being fully inclusive in offering help to communities and by offering opportunities in comfortable, familiar settings such as schools, colleges and community centres.

Participating schools now have improved community focus offering breakfast clubs, daytime adult activities and post school activities for all.

Sport can play a vital role in such initiatives as it can be used as a vehicle to help learning for those who feel alienated or intimidated by traditional classroom settings. In order to increase sport’s role in such schemes facilities must exist to match the desire and indeed BSF does include planning to use schools as part of extended schools days and rejuvenated local sports clubs and schools could act as focal points to expand the role of sport in such community schemes.

21 local authorities are looking to reduce their outdoor learning capacity as it is a non-statutory provision.
To curb school drop out rates, further education should be incorporated in the PESSCL strategy.

**CASE STUDY: HOPWOOD COLLEGE**

**EXTENDED SPORT TIMETABLES**

Hopwood College is a sixth form college in Manchester specialising in rugby league, football and boxing. Sport and lessons share approximately half of the timetable each and first class coaching is provided in each sport. For example, the RFL has offices on campus and link the college with local amateur and professional teams, meanwhile the school rugby league coach is also a fully qualified ex-professional.

By offering innovative courses biased towards sport, school leavers who may otherwise be uninterested in further education are offered a chance to learn and develop key life skills with opportunities to take coaching qualifications and become active members of local society through community development schemes.

**POLICY RECOMMENDATIONS: POST SCHOOL DROP OFF**

- School Sport Partnerships should expand to include further education in the PESSCL strategy.
- Offer all FE pupils the chance to volunteer in the community or gain coaching qualifications to strengthen club ties, this can be done through schools, volunteering organizations or young adult support schemes.
- The role of sport and physical activity at universities and in higher education needs further analysis and support.

**FURTHER EDUCATION & POST SCHOOL DROP OFF**

Around a third of people stop participating in regular sport at school leaving age. While sport was provided at school, suddenly young people enter a world where they have to provide activity for themselves. The school-sport club link theory is that by introducing children to clubs at school they will continue to use them when they leave and this drop off can be reduced. However, 76% of school leavers now go into further education and then 43% to higher education, so while it is vital that both further and higher education also have the infrastructure to encourage sport, further education is not yet involved in the PESSCL scheme. Yet colleges can provide the perfect opportunity to start to train the next wave of sports volunteers and introduce young adults into being part of the community.

For example, some colleges offer high proportions of sport to attract students who would otherwise be disinterested in continuing their education and some also offer community projects. By linking higher education colleges to PESSCL, and then to local professional clubs a more rounded and supportive structure for sport can be developed. This may also help major governing bodies formalise and improve their community goals from club to club.
4. VOLUNTARY SPORTS CLUBS

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VOLUNTARY SPORTS CLUBS

Sport is provided at local level by around 2.7 million volunteers per week in 150,000 clubs up and down the country. 1.8 million hours of sport per week are delivered by volunteers, adding value worth an estimated £14bn to the UK economy every year. These clubs are characterised by variety, enthusiasm and initiative but, despite being a key deliverer of sport, voluntary clubs’ foundations are often on shaky ground. In fact, the Central Council of Physical Recreation (CCPR) has suggested that the number of voluntary clubs is falling and in their last survey only 39% of clubs achieved a surplus with 14 of 21 sports reporting a worsening of financial status of their clubs. Indeed in previous studies, only 8% of clubs believed their financial position was strong, 38% thought it precarious. This uncertain footing for clubs is not one necessarily found in other countries. Germany, for example, has a club membership nearly four times greater than that of the UK and in Finland, unlike Britain, the number of sports clubs is increasing, having doubled since the 1960s.

Clubs are important providers of sports for both children and adults. Unsurprisingly, if children become involved with clubs while at school, they are more likely to be members after leaving school. However, increasing junior participation can be precarious for some voluntary clubs. For example clubs often do not have the facilities, space or personnel to offer comprehensive junior membership. Indeed the cheaper membership rates offered often need to be subsidised by adult fees. With such a small proportion of clubs making a profit, few have been able to redevelop their facilities and rely on charitable organisations, national governing bodies, private investors, government and quangos for financial support.

In recent years small moves have been made to improve the lot of the voluntary sports club. The Community Club Development Programme is funded by DCMS through Sport England and helps to regenerate clubs recommended by NGBs. Funding of £100m has been made available to clubs in the UK since 2002, with awards ranging from £5,000 to £950,000. The strength of the scheme has come from Sport England going through NGBs to identify clubs in need of development—meaning the bodies that know their sport best have been integral parts of the decision making process.

However, with 110,000 clubs in England £100m does not stretch very far, and indeed pales into insignificance compared to the £1.5bn invested into school sport since the start of the PESSCL strategy. The average spend per club is equivalent to around £900 per club and this level of funding cannot be expected to regenerate the entire club structure in the UK. There is no doubt that the funding needed for the regeneration of our voluntary sports clubs would be huge and the appropriate source for this funding should be the National Lottery.

CASE STUDY: SKK JUDO CLUB ST.HELENS

The SKK Judo Club was founded in the late 1960s and has held its classes in many not so salubrious locations since it was formed. Before it settled in an old scout hall, it enjoyed temporary and guest memberships in wide ranging venues from an athletic club to church and school halls. Having bought the scout hall in 1997 the club applied for funding through the British Judo Association to demolish the old building and replace it with a state of the art facility. Identified by the BJA as in a deprived area and one of the top community clubs to invest in, it received nearly £800,000 for redevelopment and now offers a 340m² complex with two 7 x 7m contest areas, weight training, physiotherapy room, male, female and disabled changing rooms and showers.
COMMUNITY AMATEUR SPORTS CLUB
SCHEME

Of great help to voluntary clubs is the CCPR-led Community Amateur Sport Club (CASC) scheme, which differentiates between clubs and businesses for tax and rates to try to help voluntary clubs financially.

Clubs can benefit whether they are property owning or not and so far nearly £23m has been saved by over 4,200 clubs; although as much as £60m could have been saved if all eligible clubs had joined. The main benefits of CASC are:

- 80% mandatory business rate relief, which local authorities can increase to 100% at their discretion.
- Gift Aid, which allows sports clubs to reclaim 25% of donations.
- Exemption from corporation tax on activities below £30,000 per year.
- Exemption from tax on property income of less than £20,000 per year.
- Tax returns are not required if these limits are not exceeded.

The result of this scheme is that clubs benefit to the tune of approximately £4,000 per annum - £2,000 alone from business rates.

The scheme could, however, be improved in certain areas. Gift Aid cannot be claimed on all donations; for example membership fees are not applicable, and clubs may well try to waive these fees in favour of ‘compulsory donations’. Gift Aid to include junior membership would boost clubs' junior income and cost HM Treasury £1-10m. The Government also needs to re-examine rules relating to ‘deemed disposal of assets’, as costs incurred on leaving the scheme are unclear and can stop clubs joining, while VAT relief could be allowed on CASC construction expenditure.

BUREAUCRACY FOR SPORTS CLUBS

Sports clubs are generally run by volunteers, and it should be made as easy as possible for these volunteers to successfully run their clubs. In particular government should guard against unintended consequences of other legislation. For example the Licensing Act 2003 has increased the cost for sports clubs to run a bar; with fees often equivalent to local pubs and clubs despite limited takings. Estimates suggest sports clubs lost out by £2.6m in the first year of the Act.

Criminal Record Bureau checks, while essential to running a junior club, have meant that a volunteer needs to obtain separate disclosures for each sport they coach and each local authority they coach in, passing substantial burdens to the volunteer, sports bodies and local authorities.

New fire risk legislation has meant previous fire certificates have been abolished and new risk assessments must take place regardless of the size of the business. While sports clubs are more than happy to adhere to these regulations, again it as extra burden on volunteers to carry out risk assessments.
opportunity for local community mass participation and centres of excellence in sports villages offer a wonderful opportunity to share resources, particularly coaching.

**CLUBMARK**

The Clubmark initiative is aimed at providing assurance that a club meets cross-sport standards for its junior section. Since its inception in 2002, 2,500 clubs across 25 different sports have achieved the necessary standard – the aim being to accredit 5,000 clubs by 2008. The award aims to provide a quality and safe setting for youth sport that:

- Ensures the well-being of young people while in the care of adults
- Enthuses young people to build an active lifestyle
- Enables young people to use their leisure time creatively
- Allows young people to optimize their talents
- Identifies and develops highly talented young sportspeople

Clubmark is awarded by NGBs and County Sports Partnerships to proven high quality clubs. This means NGBs have a great deal of influence on their clubs and ensuring that standards are met and this, combined with PESSCL, gives them influence over their potential athletes from playground to podium. The more interactive NGBs can, therefore, encourage their member clubs to seek Clubmark accreditation, offer support and be a hub for best practices in their sport.

Since Clubmark began in 2002, over 2300 clubs in 29 different sports have achieved the necessary standard.
CASE STUDY: ECB & HAREFIELD CC
GOVERNING BODIES PROMOTING CLUBMARK

The England and Wales Cricket Board (ECB) has developed and expanded youth participation programmes dramatically over the last few years, and has embraced the Clubmark scheme with particular gusto. Cricket leads the way in producing Clubmark standard clubs, with over 600 accredited clubs already. This dwarfs the numbers produced by other sport, with swimming having the second most affiliated clubs with around 350.

Harefield Cricket Club, for example, had limited junior provision and, was self-reported to have “no real aims or sense of purpose with regard to youth development or good practice”. However, the ECB were proactive when it came to helping Harefield achieve its Clubmark accreditation, by providing best practice guidelines and helping the club develop links with local clubs and achieving UK coaching certificate qualifications.

Harefield CC is now very active in the youth-sports community, having co-founded the Youth Cricket Alliance and having helped provide coaches and opportunity to primary schools throughout the borough to spread cricket throughout the community.

Clubmark has not been embraced by all governing bodies, and unless the scheme does reach across all the sports the idea will be fundamentally flawed. Different NGBs have met the scheme with different levels of enthusiasm, some with none at all. For example football clubs do not use the Clubmark scheme as they have their own accreditation system.

In fact the 2,500 clubs Clubmark accredited, or even the goal of 5,000, barely scratches the surface of the 150,000 clubs in the UK, but this does not mean that non-Clubmark clubs are poor. NGBs often have their own accreditation schemes and indeed many clubs are not affiliated to governing bodies, often being unsure of the benefits of affiliation. Non-membership does, however, mean Clubmark status is out of reach and can also cause difficulties when applying for lottery funding and naturally when central Government funding is handed out by NGBs their affiliated clubs are developed first.

Clubs should, without doubt, adhere to certain standards when providing sport, especially for children and understanding these standards is important to the consumer and, through the National Club Database (overleaf) a broader picture of voluntary clubs is available.
POLICY RECOMMENDATIONS: VOLUNTARY SPORTS CLUBS

- Encourage clubs to take part in the CASC scheme to allow them to benefit from tax relief; automatic CASC membership should be available for clubs approved by NGBs to prevent excessive paperwork.
- Government should examine the tax impact of leaving CASC by clarifying the tax situation around ‘deemed disposal of assets’ to reassure clubs of their future.
- Allow investment in clubs beyond CCDP through lottery funding and return the principle of additionality to the lottery.
- Review all legislation producing unintended consequences (e.g. Licensing Act 2003) with clubs via NGBs and CCPR and amend legislation to favour voluntary, not-for-profit clubs.
- Government policy should encourage youth sport by allowing tax relief for clubs on junior memberships.

THE NATIONAL CLUB DATABASE

The National Club Database is owned by Sports Hub, which has developed the product to use in its Sports Search product and to aid local authorities, community sports partnerships and regional bodies best help the members of their communities to locate sports clubs. When Sport Search was initially developed by Sport England, information for clubs was held on CD-ROM provided to the school. Now the expansion and access to the internet has left such technology obsolete and made it possible to hold databases on-line and allow approved users such as Community Sports Partnerships and clubs themselves to update details of clubs. This is exactly what Sports hub is doing.

The scheme is not-for-profit and the idea is to create a UK wide database of clubs, listing all clubs regardless of NGB affiliation or scheme accreditation that can be updated centrally and locally. By making this available to everyone, it would prevent duplication of efforts across the 49 county sports partnerships and integrated databases will help people find clubs more easily – especially when they live close to the border of two counties.

Government policy should encourage youth sport in clubs by allowing tax relief for clubs on junior memberships.
5. VOLUNTEERING & COACHING

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Clubs, NGBs, major sporting events and, indeed, the whole of sport could not function without the droves of volunteers that help out week after week. Exact figures for the number of volunteers are hard to establish, with estimates ranging from 1.5 to 6.3 million depending on the source.\(^1\)

The structure of volunteering in sport is quite haphazard and is difficult to plan. It is indeed a disingenuous idea given that, by definition, volunteers cannot be coerced to act. Certainly at a local level, clubs, NGBs and County Sport Partnerships are best placed to know how many volunteers they need to run their projects and can then actively seek helpers. The role of government should just be to make it as simple as possible for volunteers by promoting best practices and enabling and empowering the sector. Indeed volunteering has seen some changes in recent years with the Labour Government having introduced Change Up (run by Capacity Builders) to improve capacity in the volunteering sector, and “V” to promote volunteering—particularly for young people.

**CHANGE UP**

Change Up, managed by the Capacity Builders agency, is a programme of infrastructure and capacity building in the voluntary and community sector aiming to modernize the network and improve sustainability, quality and reach.

The concept was born through the Treasury’s 2002 Cross Cutting Review of the Voluntary and Community Sector in Service Delivery. Subsequently, Change Up came into effect, aiming to provide support so that the volunteering sector would, by 2014, be available nationwide, structured for maximum efficiency, offering excellent provision, accessible to all, reflecting and promoting diversity and sustainably funded. These goals are to be addressed through six hubs: Finance, Governance, ICT, Performance, Volunteering and Workforce, with Capacity Builders managing the £70.8m budget awarded the scheme for 2006/7 and 2007/8.

Change Up has come under fire for its original application with the six industry specific hubs lacking clarity of function of purpose, with first funding going to generic volunteering structures such as the National Council for Volunteering Organisations and Volunteering England and not individual businesses—such as sport NGBs. Capacity Builders has recognized its initial shortcomings and is currently in consultation with its six hubs to reevaluate its planning programme up to 2014; which will hopefully recognize sport as integral to the volunteering hub.

**V**

V was created by the Labour Government in light of the Russell Commission’s recommendations to champion youth volunteering in the UK aiming to involve at least one million 16-25 year olds in community action, including more people running sports clubs in the youth sector. Encouraging, supporting and offering the opportunity to young...
people to volunteer is certainly needed in society and should be given the chance to develop and create strong ties with schools, clubs and NGBs in order to be successful in the sport sector.

COMPACT

Compact is an agreement of good practice between the government and the voluntary sector emphasizing accountability for the third sector in funding and procurement, consultation and policy appraisal, Black and Minority Ethnic (BME) organizations, volunteering and community groups. Both volunteering organisations and government departments are held accountable, but government departments have not upheld Compact as well as the voluntary sector; the DCFS being particularly poor and being the subject of 10 Compact Advocacy Programme investigations. Government departments should be held accountable to the same level as volunteer organisations, as should non-departmental public bodies - currently Sport England does not need to be Compact compliant.

RUNNINGSPORTS

runningsports provides support, advice, skills, tactics, tools and tips to volunteers. It was created and is funded by Sport England who have retained influence of this project despite now claiming not to deliver sport. As with Step into Sport, runningsports goals are not integral to governing body or local authority requirements and are not part of an overall volunteering strategies.

Schemes to promote volunteering offer concrete help to those looking to volunteer but unsure of what is needed or whether they have the skills to get involved. They can be of particular help to young adults to get started in a role promoting a sport they already actively enjoy. Projects should certainly tie in with schools, clubs, NGBs and local authorities to create the opportunities for would-be volunteers and the best value from their time.

STEP INTO SPORT

Step into Sport is funded by DCMS and DCSF as part of the PESSCL strategy and led by the Youth Sport Trust. The scheme encourages secondary school students to run festivals of sport and dance in primary schools with the full involvement of development officers and local authorities. Participating students attend a one day leadership conference at a higher education institute and then coordinate and stage their events. This is a positive government initiative that provides real-world learning and leadership development skills and should be encouraged. However, it would benefit from increased awareness of the scheme and tying in such opportunities with local sports clubs and NGBs, which both have limited understanding of the project and limited volunteer strategies (1% of sports clubs and 12% of NGBs). While the scheme is commendable, the throughput of volunteers from this scheme does not really substantially affect volunteer numbers enough to really help NGBs develop their sports.
Volunteers also provide the vast majority of the country’s coaching provision, making up 80-85% of the 1.2 million strong coaching community. The UK’s coaching network and standards have generally been considered under strength by a series of reports; the latest being an analysis by Britain’s coaching provider, sports coach UK.

In 2006, sports coach UK produced an Action Plan for Coaching (now called the UK Coaching Framework). The paper echoed many of the thoughts of the 1999 study “United Kingdom Vision for Coaching”, which was endorsed by all the four home nations and the United Kingdom Sports Council, showing the pace of change in the coaching sector. This is perhaps due to a lack of support from successive governments and indeed funding for sport coach UK is not only limited, but has not increased in line with either the Relative Price Index or the Relative Price Index for Sport and Leisure in recent years; it has actually been reduced in the last 10 years.

Coaching in the UK does need to be examined, and it is certainly important to make sure that volunteers are not forced out due to a lack of qualification or that the cost of the new qualifications is not too much to make them accessible to those giving up their time and wanting to improve.
In 2001, DCMS commissioned the Coaching Task Force (CTF) to give strategic direction. The CTF’s three main recommendations were: to create Coaching Development Officers; to implement the United Kingdom Coaching Certificate (UKCC), a cross-sport national coaching certificate so coaching standards are improved and to implement the Community Sports Coach scheme to increase the number of coaches to 3,000.

The recommendations have failed to transform the coaching landscape. Only 452 of the 3,000 coaches were full time coaches and as of the end of 2006 only 11 sports have UKCC-endorsed qualifications and in fact sports coach UK has no integrated coaching database meaning it doesn’t know where the UK’s coaches are or whether they are still practising.

A coaching structure should be able to support would-be coaches, but it is important to ensure that the rises in costs seen in creating the UKCC do not alienate volunteers who would like to develop their coaching skills.

Who coordinates coaching schemes is also open to debate; NGBs are generally regarded as the controllers of elite coaching, but at grassroots level the picture is blurred and a clarification of roles is needed. Sports coach UK was originally formed (as the National Coaching Foundation) in 1983 as part of the Sports Council (now Sport England), from which it separated in 1989, yet in 2006 Sport England still funded the National Coaching Task Force, the Community Sports Coach Scheme and the National Coaching Foundation even though it is not a deliverer of sport. With numerous schemes in place, a centralised, longitudinal plan for coaching would better serve out prospective stars of tomorrow.
Coaching in Germany has been strongly supported by the government for some time, resulting in a strong network of high quality coaches, a world-respected international coaching team and excellent local sports club and school provision.

The Cologne Trainer Academy (Trainer Akademie Köln) was founded in 1974 at the request of the German Olympic Committee and NGBs and supported by the Ministry for the Interior and Nordrhein-Westfalen in order to strengthen and develop coaching in Germany.

The academy develops coaches with 43 different governing bodies to the highest quality of coaching for each of the sports. Coaching licenses are awarded at different levels (A, B, C) so that coaches' levels are comparable across sports. The academy also develops and researches the latest coaching methods to insure German coaches remain at the highest level of expertise.

The UK Coaching Framework aims to transform coaching in the UK into the world leading system by 2016. The plan is in three sections; three years to build the foundations, seven years to deliver the goals and 11 years to finish transforming the system; the timescale emphasising the low base standard from which Britain’s coaching structures start. The plan aims to develop coaching models to improve quality and numbers through key actions, improving front line coaching, support for coaching, licensing and registration of coaches and improving research and development. The plan aims to achieve this by developing four key resource pillars:

- deployment and employment of coaches
- capacity of governing bodies
- education and continuous professional development
- capacity and alignment of the complementary support agencies.

The plan also investigates the establishment of trainer academies to provide best possible training for prospective coaches.

Many of the UK’s sports simply do not have enough quality coaches, or indeed a high enough quality coaching infrastructure. As a quick fix solution, sport after sport has turned to overseas coaching for the necessary level of expertise—Fabio Capello and Berti Vogts being recent high profile figures in the world of football, while Rugby Union and Rugby League have many antipodean coaches.

Other countries have much higher success rates at developing and keeping top class athletes in coaching, notably Australia. They are not afraid to let their coaches go abroad to gain experience, before returning to Australia better and stronger from their experience abroad. Due to the lack of coaching structure in the UK this is a rare phenomenon here, but an example is Ireland’s Rugby Union coach Eddie O’Sullivan, who has presided over a resurgence of the
Irish team after replacing Kiwi, Warren Gatland. O’Sullivan gained great experience coaching the US rugby squad before returning to Ireland.

The UK is in desperate need of a new generation of trained coaches with a respected position in the community. This can’t happen overnight, and immediate action would need to be taken to have a structure in place for 2012 and provide the best chance to catch the enthusiasm of the nation and provide access to sport at all levels.

**CASE STUDY: WELSH RUGBY UNION ELITE COACHING**

**NATIONAL GOVERNING BODIES DEVELOPING STRONG COACHING STRUCTURES**

Welsh Rugby Union coaching underwent a makeover in 2000 to revitalise its structure. The aim was to improve elite coaches by not only increasing the standard of coaching, but including sport science, psychology and management in their training, while also focusing on players who show the potential for development into good coaches.

The coaching structure has been formalised to improve standards and create top quality elite coaches with post graduate and masters level qualifications. The WRU then channels the coaches into positions with amateur or semi-pro teams, academies or the national setup. It is also possible to get WRU support to learn first hand coaching abroad, as Australia has successfully instigated in the past.

Successful coaches to have gone through the scheme include the likes of Gareth Llewellyn and Paul Jones and the standards achieved well exceed standard UK Coaching Certificate levels.

**POLICY RECOMMENDATIONS: VOLUNTEERING & COACHING**

- Volunteering England, with input from NGBs through CCPR, should be asked to recommend issues that need to be addressed by government legislation to reduce excessive bureaucracy behind risk assessment and other volunteering issues.
- The Office of the Third Sector should track all legislation for unintended consequences and be open to feedback from clubs, NGBs, CCPR and Volunteering England.
- Sports coach UK should be entirely responsible for the coaching budget and a holistic plan which does not include peripheral schemes through other organisations except NGBs empowered by sports coach UK. Elite coaching should remain the provision of the NGBs.
- Provision for coaches from sports coach UK and NGBs should include multi-skill provision, which should be the basis of any individual coach’s development regardless of sport.
- An integral part of UKCC must be to ensure costs of taking qualifications do not price individuals and volunteers out of taking qualifications.
- Sports coach UK should also consider collaboration with universities and private enterprises to create trainer academies to develop the next generation of coaches.

**Sports Coach UK should be entirely responsible for the coaching budget.**
6. NATIONAL GOVERNING BODIES

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NGB PERFORMANCE 77
The first NGBs were founded in the late 19th century (football, rugby union, athletics) and, like all aspects of sport, have changed fundamentally since. Currently the UK has around 100 recognised sports and over 400 governing bodies of varying size, membership and turnover.

The codification of the sports now tends to be controlled at an international level and a governing body’s main function is arguably to promote and develop their sport as oppose to regulate it. Perhaps out of all the elements of the sport in the UK, the role of an NGB is more complex than any other and its interactions more numerous – liaising with local authorities, schools, clubs as well as the government and its institutions.

Given the many sporting bodies, there is often a need to talk in a united voice and share best practices. This is done through umbrella organizations such as the Central Council of Physical Recreation (CCPR) which represents around 270 members, and the British Olympic and Paralympic Associations at the elite end of the spectrum. This is particularly important for smaller sports which do not have the resources – either capital or personnel – to address salient policy issues alone.

**NGB SIZE, UMBRELLAS & BUSINESS LINKS**

In terms of both membership and funds, the size of governing bodies varies dramatically in the UK and the scene is dominated by a few large sports. Naturally this affects the capacity of the NGB to promote its sport – not only in terms of funding but in-house time and expertise available. Similar small governing bodies can pool resources to prevent duplication of tasks. For example, the British Equestrian Federation is made up of 16 separate bodies such as British Eventing, British Equestrian Vaulting and the Association of British Riding Schools and represents over 210,000 people. Other sports have teamed together in specific areas, such as the British Baseball Federation and British Softball Federation that have a joint youth development arm in BaseballSoftballUK. This idea could be extended in the form of events to promote smaller sports in schools and the community by producing sports fairs or such projects to highlight a group of smaller sports. Naturally it is for NGBs to decide whether they would benefit from such arrangements, but CCPR offers the platform from which to arrange such schemes, and pooling resources may help bring less well-known sports affordably to the community.

NGBs can also create alliances with companies to add professional expertise to their ranks. Both the company and NGB can benefit, with business able to align itself with the sport and allowing their employees time from work to volunteer or give expert advice such as help with tax issues or project management. This is not a new idea, for example the Royal Bank of Scotland has had a long and successful symbiotic relationship with Rugby Union for quite some time. Following recommendations in Raising The Bar, however, the British Olympic Association has taken this scheme to another level, having signed up 35 different FTSE100 companies to partner and help with the Olympic sport governing bodies and is an initiative that other governing bodies could explore.
FUNDING GOVERNING BODIES

Because of the variety of sports, governing bodies’ membership and ability to deliver their sports varies considerably. The Football Association is the largest NGB with a turnover in excess of £180m and nearly 1.5m members. Other sports do not have such financial prowess and rely on direct Exchequer funding to develop their sports, which has remained around £6.5m since 2000 and is dwarfed by world class lottery funding of £25m. Smaller sports are often run on a shoestring. This means external funding is so often vital for NGBs to develop their sports, and since the lottery started many NGBs have had substantial windfalls. The Government has prioritised sport into nationwide, England and development priority sports and Sport England distributes funds accordingly. A criticism of this technique is that, while it is necessary to prioritise funding, it is not clear either how the sports were chosen, or how a sport can move into the streams or change stream.

TAX & NATIONAL GOVERNING BODIES

National governing bodies do not receive any corporate tax exemptions and can have a worse tax position than businesses. NGBs, unlike businesses, are often unable to recover all the VAT they incur on the purchase of goods and services. Normally VAT can be reclaimed on purchases that are ‘in furtherance of their business’. However, what government and NGBs believe is in furtherance of their business often differs and grassroots developments costs are not usually tax deductible. The result of this is that the Government gives grants with one hand and takes back irrecoverable VAT with the other hand – in excess of £400,000 for some NGBs.

It is possible, however, to create a charitable foundation, such as the Football Foundation which is non-profit and ensures all its money is spent on charitable and grassroots initiatives. Through this status the Football Foundation benefits from favourable tax treatments.

Given that most NGBs can only run to the levels requested of them through government money, and that the majority are run by volunteers, reducing the regulatory burden and bureaucracy by reassessing tax returns for NGBs seems both sensible and desirable.
WHOLE SPORT PLANS

A Whole Sport Plan (WSP) is a one-stop-plan which describes what each national governing body wants from its sport in a four year cycle and is requested from Sport England in return for central funding. The essence of the plan covers the NGB’s strategic objectives, a structure for delivery including roles, responsibilities and regional structures, data collection and reporting processes for schemes which include school-club links, club development, coaching, volunteers, talent identification and commercial aims. The plan also declares income levels and a request to Sport England to bridge the gap for more funding. The success of the plans is measured by seven key performance indicators:

- Participation
- Clubs
- Membership
- Coaches
- Volunteers
- International success
- English athletes representing GB

Whole Sport Plans, however, do not cater for every aspect of the sport. NGBs must plan for the Youth Sport Trust, coaching, talent development and other aspects of their sport outside Sport England’s remit. Elite sport for example is also part of the planning and does affect mass participation, as shown by surges in participations in sports after the Ashes victory or Rugby World cup win for example. This does mean that coordination between the funding used from UK Sport is also part of planning. At the youth end of the spectrum, funding school projects through the Whole Sport Plan seems incongruous, given that Sport England claim to only support projects outside the school gate.

NGBs also report back on all the sectors on various timescales - for example PESSCL feedback works monthly, bi-monthly, quarterly, half-yearly and annually, which in itself is a huge amount of data to accumulate, regardless of the fact data is also collected for coaching, Step into Sport, Community Club Development and other programmes; often similar data is required for each area meaning repeating similar tasks. Feedback should occur regularly, but to establish the overall effectiveness of the plan.

Because NGBs are autonomous organisations which exist to represent and promote their own sports, no-one is better placed to understand what a particular sport needs in order to develop it from the playground to the podium, be it junior participation, minority participation, coaching or school sports. An NGB should be uniquely placed to identify everything that is needed to bring all these overlapping issues together in order to develop its sport. Currently, however, NGBs are pulled in many directions and are subject to being told how to develop their sports. This can stretch limited resources for organisations run on tight budgets. NGBs should be supported by government and non-departmental public bodies, not dictated to, with central government’s role being to reduce bureaucracy and empower NGBs to deliver their sports.

NGBs should be supported but not dictated by central Government.
PERFORMANCE OF GOVERNING BODIES

NGBs are becoming more organised and more professional in running their sports. However, they require the same commitment to sport from government and Sport England. Budgets must be confirmed in enough time to allow NGBs to plan appropriately, unlike the late approval for the 2009 budgets, and what is asked of the NGBs must not be changed, such as the Talent Development programme which was changed to Coaching and Club Development funding after NGBs had finished initial proposals. NGBs and indeed UK Sport and Sport England must have their budgets guaranteed ahead of the 2012 Olympics, which should be a great opportunity to develop sport in the UK.

Governing bodies deserve an element of trust to develop their sports holistically with one pot of money from government. Naturally NGBs should not be party to an open cheque book policy, but those sports that have been well organised and funded for several years have made huge ground in producing rounded, all-encompassing plans and other NGBs should be supported in developing their sports, not told how to.

AMATEUR ROWING ASSOCIATION

Rowing, for example, has been revolutionized since the 1996 Atlanta Olympics. Rowing achieved the dubious claim to fame of winning Britain’s only gold that year and then invested heavily in grass roots sport aiming to change the face of rowing in Britain. Project Oarsome was founded at a cost of £2.5m, funded through Sport England, clubs and by the Henley Regatta. The project aimed to:

- Establish junior sections within 50 open clubs in four years
- Link 50 clubs with 100 state schools, and provide rowing in the schools
- Increase the pool of qualified coaches
- Increase registered membership of the ARA by 35%
- Retain new rowers

The project, planned over a seven year cycle, started in 2000 and brings coaches to schools for dry rowing in the winter, and schools to clubs in the summer for wet-coaching with the same coaches. It has proved very successful—when audited in 2003 club membership had increased by 34%, youth membership by 106% and the number of qualified coaches had increased by 134%. Following its first successful seven years, the scheme has now been extended to 180 schools.

2012 should be a great opportunity to develop sport in the UK.
Project Oarsome is only a small part of rowing’s holistic plan for their sport which encourages grass-root, mass and elite participation. Rowing also runs a World Class Start project to find the next generation of elite athletes. The aim of this is to find potential champion rowers, not the best already out there. Talent development coaches go into schools and identify 15-16 year old children with the correct physical attributes and, after a series of tests, they are invited through their parents to join the scheme. The ARA provides equipment, coaching and opportunity and monitors their progress. The success of the scheme has lead to an U23 World Champion in Anna Bebington and saw Team UK topping the medals table with six golds, five silvers and one bronze ahead of Australia, New Zealand and China at the Australian Youth Olympic Festival in January 2007.

These projects are intrinsically linked to rowing’s Community Coaching programme and Community Club Development Plan and all of them together are aimed to raise the profile of rowing from the junior to senior ranks.

Rowing has also found success in inner-city areas and is shaking off the elitist tag surrounding the sport. London Youth Rowing helps school kids to learn at school and helps them on to the water, while renovations in deprived areas, such as at Doncaster Rowing Club, has seen a rejuvenated local community and, in this instance, over 3,000 pupils across Doncaster have taken part in the Amateur Rowing Association's National Junior Rowing Programme.

POLICY RECOMMENDATIONS: NATIONAL GOVERNING BODIES

- Empower NGBs to develop their sports by creating an environment that minimises bureaucracy and decreases the number of funding roots.
- NGBs should deliver their own long term plans and should they wish to develop junior participation, school-club links, mass participation, female, BME and disability participation, volunteer levels, coaching levels or quality of clubs they should be supported centrally with minimal interference.
- NGB feedback should be holistic and not individual project feedback as schemes overlap. Feedback should be agreed by NGBs and not duplicated to various non-departmental public bodies.
- NGBs should be given the opportunity to provide feedback themselves and using NDPB consultants should be minimised.
- The Government should reassess NGB’s tax structures, particularly with regard to development expenditure.
7. LOCAL AUTHORITIES

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Local authorities are key deliverers of sport and activity. The needs of the community are best assessed on a local basis and for this reason the structures at local levels are of great importance in trying to provide opportunity to aid mass participation and local authorities should have a duty to provide sport and facilities, which is currently only the case for unitary authorities.

**COUNTY SPORTS PARTNERSHIPS (CSP)**

The key pathway of delivery at local level is through County Sports Partnerships (CSP) and Community Sport Networks (CSN). CSPs are necessary to unite local authorities, governing bodies, school sport partnerships, community development managers, partnership development managers and local clubs to create a CSN. This allows targeted provision of sport, be it for mass participation or youth sport. By providing a real structure and network it is possible to provide sport for all as well as allowing talented prospects to progress along an elite pathway if appropriate.

CSPs have largely been forgotten in the whirlwind of publicity for the PESSCL scheme, with DfES (now DCSF) and DCMS concentrating on the Youth Sport Trust’s efforts. Indeed, School Sport Partnerships owned by the Youth Sport Trust and Sport England led CSPs have not always worked in harmony, but with confused responsibilities. The government and the non-departmental public bodies need to provide clear messages to CSPs and CSNs communicated at a regional level if they are to be made an integral part of creating and improving local authority participation. A working community structure is vital in order to coordinate local opportunities but, with a core budget of £150,000 and a lack of direction, it is arguable if CSPs have the resources to make the splash they could; for example, evaluation of Sport England’s Active People survey which would help local authorities target particular audiences has largely not been possible.

CSPs can be pivotal in increasing participation and developing strong sub-regional partnerships and regional planning, but CSP structures are influenced more by strong individual leadership than a solid sporting structure and the variation in effectiveness across the country is huge. Where CSPs can form strong networks, work is effective, but time is needed to develop a countrywide strategy. It took Australia 15 years to restructure sport and turn the nation into a successful Olympic force with high mass participation levels and the UK may need to commit itself to a long term solution.

**LOCAL AUTHORITIES & PARTICIPATION LEVELS**

Local authorities are ideally placed to enthuse their communities and should be best positioned to know what sorts of activities their communities want. Sport and activity can provide a wonderful opportunity to bind communities and increase social cohesion and where successful schemes have been initiated by councils to include Primary Care Trusts, police, local sports providers and professional teams, positive results in terms of crime reduction and improved community bonding have been seen. However, local authorities often do not have the structures in place to successfully use sport as a tool in this way and integrated community schemes are often achieved by dedicated individuals and organisations approaching local authorities and not vice versa.
Local authorities would benefit from a more proactive involvement in charitable schemes by linking sporting projects with other local cohesion initiatives or helping local charities more, for example by offering reduced rates in local facilities for organisations offering sporting alternatives to children. Charitable schemes can be particularly effective when using the brand power of professional clubs whose community schemes could often benefit from local authority input, but how best for a local authority to integrate its social cohesion, health and sporting projects needs to be decided by the local authorities themselves, and not dictated by government or its quangos.

The organisation of sport at a local level is obviously important in councils getting the most out of their resources, and currently local authorities generally lack the necessary substructures they need to progress their sporting ideas and should not spend their time chasing targets.

The government does have a target of a 1% year on year increase in participation levels for the next 15 years, which is an integral part of the County Sports Partnerships’ remit, but overall accountability for this target is unclear as is the accuracy or best way to measure success. Empowering councils to tackle sporting shortages by creating the right sporting substructures at local levels is likely to have a more positive effect on provision and choice than continually chasing targets and targeting sections of the local community can be beneficial. Targeting specific areas of the community, as shown by the following studies, can have a positive effect.

**CASE STUDY: CLENON VALLEY**
**HELPING THOSE FALLEN OUT OF SPORT**

Torbay County Council have designed a fully integrated associated sports and health facility, combining a leisure facility, purpose built gymnasium, changing rooms, sports pitches and a healthy living centre and surgery. This is all part of South Devon’s wider ‘Integrated Care Network’. Not only will this be a focal point for healthy living in the area, it is also a prime example of sports medicine. It also gives GPs the opportunity to refer patients, not just to a designated health centre, but an on-site one. By being able to target specific needs of patients and provide for them on-site, the patient support and opportunities for them is much increased.

**CASE STUDY: GET MOVING NOTTINGHAM**
**GIVING PEOPLE THE OPPORTUNITY**

People fall out of physical activity as they go through life, but many would participate if they were given a helping hand to get going again. This LEAP pilot in Nottingham aimed to make the 50+ community more active and concluded that the main barriers to participation were the provision of activities, promotion of activities (which was particularly effective in doctor’s surgeries) and information and support to encourage people. The main physical barrier was health related as local facilities were actually underused – a lack of confidence and awareness were the real reasons stopping the 50+s being active.

The Government has a target of 1% year on year increase in participation levels for the next 15 years.
CASE STUDY: MANCHESTER VELODROME
INSPIRING PEOPLE THROUGH SPORT
The Manchester Velodrome was built as part of the 2002 Commonwealth Games and, not only is it the home for the GB cycling team, but is also open to the general public. It offers various opportunities to try out the sport, from taster and skills courses to over 40s and under 16s sessions using fully qualified coaching staff. The Games offered the opportunity to put capital investment into Manchester’s sporting facilities and inspired young and old alike in the region to try new sports.

CASE STUDY: GREENHOUSE BETHWIN FC
PROVIDING FOR THOSE WHO CAN’T PROVIDE FOR THEMSELVES
The Greenhouse football project gives opportunities to people who would otherwise not have the opportunity to play. It requires no specific marketing, but provides coaching and sport to some 400 kids aged 8-21 in Southwalk, including a girls’ team. The club operates in one of London’s most deprived wards and therefore also offers many social inclusion benefits too, instilling teamwork, punctuality and a sense of belonging. The project is not solely a football project, and by asking members what they and their family would like to do they are starting to offer dance and basketball in order to continue to engage the community.

PROFESSIONAL CLUBS IN THE COMMUNITY
Professional clubs should use their brand power in the community as part of social cohesion and health projects. Many clubs are very proactive in the community, for example, each member of Blackpool FC’s first team squad has adopted a primary school in Blackpool and helps there six times a year. Tranmere FC, on the other hand, has a rota for its squad and three or four players go to local schools every Thursday1.

Where schemes are often let down is in a lack of integration with local authorities, which should be proactive in using clubs to help social cohesion plans – asking them to target particular areas, and supporting them through Primary Care Trusts and the police.

Clubs should also do more to allow their players to be used in the community to help engage the kids. Football League players contracts contain three hours of community involvement per week, while Premier League players have a standard six hours in their contracts. These hours are not always achieved, despite 93% of players being willing to work in the community2. The amount of community work is most often decided by how long the manager releases players for; and this varies from manager to manager. Managers and chairmen should fully appreciate the potential their players have to affect community schemes and encourage their release.

The potential for such projects is enormous and they are used in a variety of sports to cover a variety of issues:

Bradford Bulls’ Bullwhip Challenge is a project focusing on health which adds goal setting and discipline into its course with a series of physical challenges championed by players.

Arsenal FC’s Double Club focuses on using football to provide alternative education schemes in a variety of settings from schools to prisons; for example using the 2006 World Cup and interviews with Arsenal’s German international goalkeeper Jens Lehman to help teach German.
LEISURE FACILITIES

Local Authorities, through their facilities, should be able to enjoy a lucrative slice of the leisure market. The sector has grown dramatically in recent times, with demand for health clubs and leisure facilities in the last five years having increased by 16% and the market’s value by 5% to nearly £4bn per year; with estimates expecting the value to rise to nearer £4.5bn by the 2012 Olympics.

Local authorities have a range of facilities to offer and have the ability to encourage all aspects of sport from small space initiatives to playing fields and sports centres. In the UK the stock of local sporting facilities is aging and often considered substandard; each facility receives, on average, a £250,000 subsidy for running costs and maintenance, creating a total UK subsidy of £500m per year. Regenerating aging facilities would require an investment of £4.5bn. Modern facilities can be run in profit, meaning investment will cause a reduction of subsidies, and, indeed, the opportunity to use this investment to save money in the long term.

However, while the private sector has invested heavily to capture the market, Local authorities’ spending on sports provision has only been enough to keep existing poor facilities going, rather than regenerating amenities that are deteriorating quickly - two-thirds of council facilities are over 20 years old, the average facility over a quarter of a century old. Where public leisure facilities have been underfunded and deteriorated, the consumer has turned to the private sector and such household names as Esporta and Fitness First have attracted burgeoning membership. However, this can lead to further socio-economic divides in sport with members of the highest social class twice as likely to use private facilities than other sectors.

The Local Government Act 2000 empowered local authorities to provide for the economic, social and environmental well-being of their residents, but sport has fallen largely by the wayside. At the end of 2005, leisure provision was introduced as a Performance Indicator (PI) in the CPA (Comprehensive Performance Assessment) for local authorities - but only at a unitary level, meaning districts are not accountable for provision and there is no statutory requirement for it. Funding for local authority investment comes from the Local Government and Communities Office (previously the Office of the Deputy Prime Minister) and spending on sporting facilities has not risen noticeably over the last decade, and accounts for less than 1.5% of local authorities net current expenditure.

However, rebuilding sports centres is not the only way to improve local communities. In fact creating large sport hubs can alienate areas of the community due to distance, cost and environment. Small, local facilities such as communal playing fields or all-weather pitches in inner city areas are able to make a huge impact, especially when local authorities can use volunteers’ enthusiasm, and even professional clubs and their brand image to engage children. Here, local authority schemes work best when they combine to include local clubs, professional clubs, police, primary care trusts and other initiatives.

The demand for health clubs and leisure facilities has increased by 16% in the last 5 years.
Some local authorities should also consider doing more to aid local volunteers and charities which help the overall social welfare of communities by engaging children and taking them off the streets. Often the charities cannot afford the cost of local facilities and arguably they should receive special dispensation from local authorities as the net social gain will often be more than the immediate cost.

SPORTS CENTRES:

BUILD IT, BUT THEY WON'T COME...

Build it and they will come? Well, that’s simply not true any more. With so much competition for leisure time local authorities have to provide superior facilities which match the cappuccino generation’s lifestyle aspirations. Local authorities need to provide comfortable, clean, modern facilities, offering good coaching and classes in a warm and welcoming environment. This is not rocket science, and it is obvious to everyone that customers need to be offered what they want. Despite this, 75% of councils do not use local demographic information, planning tools and current participation patterns to plan successfully and target key sectors of the community.

Different local authorities manage leisure facilities in different ways. In the 1980s virtually all sport and leisure provision in local authorities was managed by the councils themselves, but 1988 saw the introduction of compulsory competitive tendering (CCT) and an expansion in the way sports provision could be delivered. The principle management structures are in-house, by an independent non-profit trust or through a private leisure contractor, but services can also be managed by schools and community organizations. While Comprehensive Competitive Tendering (CCT) was repealed in 2000, the same options are still available to councils and they are fully responsible for the services and have a general duty to demonstrate their chosen option is most advantageous.

LOCAL AUTHORITY DELIVERY OPTIONS

SCHOOLS

Using under-utilised school facilities or sharing capital cost between school and public facilities is eminently sensible, and it is a growing sector in public provision. Often facilities are managed during the day by the school, and in the evenings and weekends by a second team. Naturally there will be conflicts of interest in running shared institutions and operational costs can suffer if the schemes are not run by someone with commercial awareness. Currently, school funds are being boosted by Building Schools for the Future, which should allow the creation of good sport facilities. But government and local government can be guilty of failing to create integrated plans by duplicating builds; none of the local authorities analysed by the Audit Commission’s Leisure Facilities review in 2006 where taking BSF initiatives into account for their leisure provision.
PRIVATE PARTNERSHIP
Local authorities can enter into partnerships (5-10 year contracts) with private companies with a management fee paid to underwrite losses or, on profit making sites, a fee going the other way or profit shared. Such private public partnerships (PPP) can offer more capital investment than authorities can afford and bring in experienced management teams. While the goal of many local authorities is to turn a loss-making facility into a profit making one, they still retain influence through the contract set and can still promote specific initiatives aimed at health, social inclusion or crime prevention initiatives.

TRUSTS
21% of all council provided facilities are now trust run, and in the past five years 70% of councils changing their management structures have changed to trusts^5. Trusts operate on a not-for-profit basis and can take advantage of national non-domestic rates (NNDR) and VAT benefits. Setting up a trust, however, can be expensive, typically between £120,000 and £150,000^5– mainly in consultants and legal fees. It may well be more cost effective to partner existing trusts or develop hybrid trusts (£30,000-£50,000)^5, where a private company instead of the council runs the trust, but this can weaken the council's influence.

WHICH MANAGEMENT OPTION WORKS BEST?
Local authorities can retain influence in each option, as they prescribe levels of control in the competitive tender. Some councils can be proactive and set goals for private and trust facilities, others take a back seat. Kingston, for example, have employed a partnership manager, jointly funded by the authority and the private contractor, DC Leisure. Her role is to ensure that the private firm meets council targets in terms of social inclusion, provision for key communities and integrates the work of the council and the contractor. Councils also have the ability to invest in schemes within the private contractor’s realm; Exeter City Council, for example, subsidized swimming for minority groups in their privately run facilities during summers^5. Unfortunately many councils do not have integrated plans of how their facilities should improve local participation.

Each option has its own pros and cons in terms of the control the local authority can have, costs, tax benefits and so on, but there is little evidence to suggest that community participation or target minority rates vary across the different types of provider. There is, however, a difference in terms of the cost of the service provided, with the average in-house subsidy per visit being nearly £1.40, with the private contractor subsidy less than 10p^7. This arguably may depend on the modernity of the facility, but the effect of subsidies and cost also needs to be considered from a more holistic view. The £30m^8 nationwide council gain from using trusts is also a £30m exchequer loss, so is essentially just a central government subsidy and therefore has no net social gain. Using private providers that are forced to pay all taxes in full and run centres more efficiently may be a more sensible overall strategy.
State of the art leisure centres are not the be all and end all of local authority provision, in fact they can intimidate those who are not used to them and can alienate people, particularly the young, due to cost or transportation problems. It is important that people have local space to play and relax in. Many column inches have been given to the demise of playing fields in recent years, and the threat is as large as ever. Fields in Trust (previously the National Playing Fields Association) on average hear of four new playing fields coming under threat every week.

The Trust recommends a “Six Acre Standard” (6AS) for community use, suggesting a minimum of six acres of playing fields is needed per 1000 people, four acres for outdoor sport and two for children’s play. Ideally all local authorities should provide this minimum space for activity, but there is also a great deal of pressure to use this space more profitably, for example, in increasing housing provision and expanding business. Currently D1 and D2 land used for education, health and sport is disappearing, with 10.8km of community land lost since 2000, and, at an average secondary school size of 10,000m² this equates to the loss of the equivalent of over 1,000 school sites! This is principally because, as schools and hospitals shut down, local authorities have a duty to get the best value for land that they sell off and profit from the sale of land for commercial or housing uses is always higher than for D1 use.

The problem is that as the demand for new schools and new sports facilities returns, it is exceptionally difficult to convert land back to ‘D’ category land both because of the financial implications of lowering land value and also due to the fact that housing and jobs are considered high priorities too. In order to support sport, and indeed education, from losing land a review of planning laws is now needed.

The essence of the problem is that, with huge demand for land, local authorities can make money by selling off sites for housing and business to the detriment of sport, activity and education. Serious consideration needs to be given to this problem, and to the issues raised in the Barker Review (December 2006) which recommended building in some green belt areas to prevent cities becoming swamped and inactive.

Councils’ regeneration of land and planning permission in general is an area that needs further consideration and more support could be given to councils wishing to maintain their sporting provision. However, while local councils do have a duty to get the best value for their community when considering the future of council land they need not necessarily sell land; firstly, councils have a duty through the Local Government Act 2000 to ensure the social as well as economic needs of their community, and, secondly, the LGA 1972: General Disposal Consent 2003 removes the requirement for any disposal of land where the unrestricted value of the interest to be disposed of and the consideration accepted is £2m or less.

To help protect local sporting and play areas, Sport England became a statutory consultee on planning permission applications on playing fields in 1996, and, where local authorities go against Sport England direction, then the process is referred to the relevant government office. Meanwhile the Communities and
Local Government Policy Planning Guideline 17 from 2002 stipulates that planning permission should only be accepted if it is for ancillary development which improves the function of the playing field. It can also be accepted if the current land is incapable of forming a playing pitch, that lost fields would be replaced in a different location or that development is for sporting facilities that will outweigh the loss of a playing field.

The result of these actions is that DCMS claims that 62 new playing fields were created in 2004/5 and only two had been lost– neither of which were accessible to the public. However it is rather hard to say how reliable the figures are and in 2004/5 the UK in fact lost 245 playing fields that were “too small or the wrong size”\textsuperscript{11}. This is somewhat of a loose definition, firstly what the wrong size for a child to play in is somewhat hard to quantify and, secondly, the “too small” definition (<0.4ha) is not based on any sporting or activity based fact, but the fact that in the last survey in 1993 it was picked as an easy size to assess. Bizarrely, a playing field for a school is only considered too small below 0.2ha – realistically this needs to be the case for playing fields too.

COMMUNITY ACTION & CORPORATE HELP FOR PLAYING FIELDS

Fields in Trust (FIT) is capable of providing guaranteed legal protection for sites which means that no-one will ever be able to build on the field. This is possible as FIT is bound by Royal Charter never to build on land they own. Recently, FIT has also developed a system of protection by which landowners retain 100% control of their land, but are bound to the Royal Charter through contract with FIT. This means protection remains part of the contract if the land is sold, but owners can still develop the land for recreational purposes and control usage – this is particularly attractive to councils who may worry that a change of government or boundaries could threaten playing fields, but yet want the assurance that the land will remain for recreational use.

Cost for the scheme is minimal, although FIT look to develop land to improve its usability if money is available, with their funding through sponsorship, fundraising and grants (although they only receive government funds in Scotland). Private companies can also help protect land. Last year, for example, FIT formed a partnership with Plastics Europe and the British Plastics Foundation and Wheathampstead became the first site to be protected by the partnership. It is excellent to see corporate investment in this relatively simple scheme that helps so much to ensure communities’ futures.
FIT FOR GOLD
Fields in Trust has developed proposals called “FIT for Gold” to use lottery money and the Olympic legacy to safeguard playing fields. Currently FIT protects 8,000 acres of playing field, and wants to ensure 2,012 more are protected by the start of the Olympics to secure grass routes sites for future generations. Today’s estimates are that 9,000 fields do not have effective protection, and FIT estimate they find out about 5 more threats to fields every week.

ASTROTURF
While providing space for activity is very important the utilisation of the space is also key; in areas with limited space Astroturf should be considered.

In a study sponsored by the Scottish Sport Council, the most likely thing to put already active people off sport was the weather. The fact is, in the UK, the weather is not always conducive to sport and the state of overused pitches deteriorate quickly – rock hard in the summer, a bog in the late autumn and a frozen rutted field in the winter months. Where space is at a premium, as it so often is in the UK, playing fields can become unplayable from over use.

If playing fields become unusable, schools have to make compromises on activities. One way schools could increase sports participation is by using Astroturf. Plastic technology has come a long way since the first synthetic pitches 40 years ago – in fact Arsenal’s Emirates Stadium pitch is 3% interwoven plastic which prevents divots being pulled up by players. The latest developments in Astroturf do not leave you with the plastic burns or sand grazes of the older versions and now have the feel of grass and have been approved for European football competition by FIFA. Local authorities and schools short of space should consider Astroturf as a viable alternative. It is also capable of bringing in out-of-hours revenue.

POLICY RECOMMENDATIONS: LOCAL AUTHORITIES
• Local Authorities and CSPs should strive to increase participation in their area by working closely with NGBs, local authorities, PCT, police, etc.
• Government direction should introduce leisure provision as a key performance indicator for all local authorities.
• Government should invest through the Communities and Local Government Office the £4.5bn needed to regenerate local authorities leisure provision, aiming to save the £500m per year currently spent on subsidies. LGO should assess the best structures (prudential borrowing, trusts etc.) in order to achieve this.
• The use of trusts to provide facilities should be reconsidered by government as local gain is the Exchequer’s loss and hence there is no net societal gain.
• A review of planning laws should also consider whether D1 and D2 land can change category and be used for housing or business use if there is not enough education or sporting provision.
• Local authorities which are short of space or with brown field sites should consider development of multi-use games areas and Astroturf for community use, and such builds should be supported by lottery funds.
The current future of youth sport is an uncertain one. With a growing urgency for a more efficient school sport policy, this report has highlighted a number of key areas.

The recommendations for primary school sport are particularly important as a lifetime’s opinion of sport is formed in the early years of education. Therefore the quality of core skill training and teacher coaching are essential to creating a motivated and qualified teaching base. With this comes the need to continue the PESSCL strategy that ensures 2 hours of physical activity at school and an opportunity for 2-3 hours at local clubs. Together these strategies will provide both quality and time in physical activity.

The link between schools, clubs and indeed the wider community is one which shows huge potential. This report recommends that local authorities develop school sports facilities as a long term plan for the good of schools and other community uses. Partnerships for schools, along with local authorities ought to take responsibility for ensuring sports facilities for every school are; “an estate fit for the 21st century”. The innovation of multi-use games areas or Astroturf for facilities with limited space, twinned with small space sports is recommended particularly in inner city areas or brown field sites.

In terms of funding, outside investment (nation governing bodies, charities, local businesses) is encouraged as a way of maximising sports funding. CASC membership, offering considerable fiscal benefits is crucial to a sustainable policy that supports the nurturing of an active youth population. Professional club involvement is also recommended to enhance competition at school with club players providing expertise and often working as role models to children, especially in disadvantaged areas.

A delegation of power is needed from the Government to the deliverers of sport. This is advised through empowering national governing bodies to develop their own sports with minimal interference. International case studies should act as positive exemplars of the potential for success. As Finland and Canada show, the health benefits on an economic and individual basis are huge. Australia bears witness to a successful and integrated Sports Commission that has nurtured a nation of admirable competitors on all levels; from school to elite.

As we have seen, the benefits of youth sport are considerable. Involving each and every child in a programme of comprehensive school sport, indeed meeting the Prime Minister’s target of five hours of sport within and outside the school gates, will take a substantial commitment. However, real change is possible through a proactive and dedicated policy.

The following policy recommendations outline the final findings of this study:

8. POLICY RECOMMENDATIONS
**PRIMARY SCHOOLS**

1. Improve core skills training at primary schools – a core skills coach per School Sports Partnership would cost around £10m per year. The coach could then train primary school teachers as well as provide quality lessons. Charging for after school provision and holiday classes should reduce the expenditure.

2. Bluearth, alternatively, could supply core skill training and teacher coaching. The average allotment to a primary school should be around £3,300 per year from PESSCL, approximately twice the price of their most expensive training plan in Australia.

3. Improve basic teacher training; long term planning to increase primary school PE teacher training needs to be developed by government.

**QUALITY & TIME IN ACTIVITY**

4. Continue current government PESSCL strategy to ensure all children receive two hours of in-curricular activity and two to three hours opportunities at clubs - aim for state provision to match the private sector. Extending the school day should be considered to accommodate this.

5. Ensure better teacher training for PE and increase the number of qualified PE teachers.

6. Continue to improve school club links and include professional clubs too. Club coaches should be encouraged by School Sport Partnerships to develop multi-skill coaches and pass core skills (e.g. YST TOP programme or Bluearth) to teachers. It is possible to subsidise this through school budgets or by charging for after school activities and holiday clubs.

7. Consensus should be found on providing the correct coaching provision with the exchange of best practices through the YST and Sportscoach, e.g. Multi-skill coaches for ages 6-14 and individual sport coaches for 12-18.

**SCHOOL FACILITIES**

8. Partnerships for Schools must ensure that local authority proposals for new schools develop school sports facilities as part of their strategic planning, do not duplicate local authority or school provision and encourage outside investment to maximize sports funding, e.g. NGBs, sporting charities such as the Football Foundation or local business.

9. Schools should be encouraged to work with local authorities to use school facilities for community use and vice versa, while government should ensure associated tax laws do not prevent such use. Charities looking to engage children should be given preferential treatment in such local facilities.

10. Partnerships for Schools should ensure a minimum sports facility need for new builds is met and schools with limited space and facilities should be equipped with multi-use games areas or Astroturf.

**INNER CITY SCHOOLS**

11. Develop the use of small space sports such as indoor rowing, table tennis, fives, basketball, climbing and mini-soccer in schools.

12. Schools should promote sport in school timetables to help with motivation and discipline. Inner city schools could be fast-tracked with YST and DfES funding to pilot four hour per week sport.
13. Encourage or provide investment in not-for-profit organizations like Greenhouse or Panathlon to enable schools to use proven sport providers to provide sport in inner city areas.

14. Encourage professional club involvement in schools e.g. Salford Reds. This can be symbiotic, engaging children and increasing supporter bases.

15. The YST should provide online best practice for small space sport. Funding should be available through School Sport Partnerships and the YST specifically for schools lacking in space.

**COMPETITION AT SCHOOL**

16. Help enable/fund not-for-profit organisations who provide competition. e.g. £1.25m would fund the Panathlon Games for 5 years, in which time a long term plan for sponsorship and expansion could be developed.

17. Older pupils and young adults should be engaged to help coach younger kids and organize competition for them. Young adult development initiatives should be encouraged to link into sport in this way.

18. Professional clubs should be encouraged to help run competitions and hold finals at local sporting venues as motivation for competition.

**CHOICE AT SCHOOL**

19. Sport search should be integral to schools’ timetables.

20. NGB funding should be available to those wanting to promote their sport in schools.

21. Schools should be encouraged to offer innovative sports at schools.

**POST SCHOOL DROP OFF**

22. School Sport Partnerships should expand to include further education in the PESSCL strategy.

23. Offer all FE pupils the chance to volunteer in the community or gain coaching qualifications to strengthen club ties, this can be done through schools, volunteering organizations or young adult support schemes.

24. The role of sport and physical activity at universities and in higher education needs further analysis and support.

**VOLUNTARY SPORTS CLUBS**

25. Government policy should encourage youth sport in clubs by allowing tax relief for clubs on junior membership and following the Canadian example of offering tax credits to parents to cover the cost of children joining sports clubs.

26. Encourage clubs to take part in the CASC scheme to allow them to benefit from tax relief.

27. Government should examine the tax impact of leaving CASC by clarifying the tax situation around ‘deemed disposal of assets’ to reassure clubs of their future.

28. Allow Invest in clubs beyond CCDP through lottery funding and return the principle of additionality to the lottery.

29. Review all legislation producing unintended consequences (e.g. licensing act) with clubs via NGBs and CCPR and amend legislation to favour voluntary clubs.
VOLUNTEERING & COACHING
31. Volunteering England, with input from NGBs through the CCPR, should be asked to recommend issues that need to be addressed by government legislation to reduce excessive bureaucracy behind risk assessment and other volunteering issues.

32. The Office of the Third Sector should track all legislation for unintended consequences and be open to feedback from clubs, NGBs, CCPR and Volunteering England.

33. Sports Coach UK should be entirely responsible for the coaching budget and a holistic plan will not include peripheral schemes through other organizations except NGBs empowered by sports coach UK. Elite coaching should remain the provision of the NGBs.

34. Provision for coaches from sports coach UK and NGBs should include multi-skill provision, which should be the basis of any individual coach’s development regardless of sport.

35. An integral part of UKCC must be to ensure costs of taking qualifications do not price individuals and volunteers out of taking qualifications.

36. Sports Coach UK should consider collaboration with universities and private enterprises to create trainer academies to develop the next generation of coaches.

LOCAL AUTHORITIES
40. Local authorities and County Sport Partnerships should strive to increase participation in their area by working closely with NGBs, local authorities, PCTs, police, etc.

41. Government direction should introduce leisure provision as a key performance indicator for all local authorities.

42. Government should invest through the Communities and Local Government Office the £4.5bn needed to regenerate local authorities leisure provision, aiming to save the £500m per year currently spent on subsidies. LGO should assess the best structures (prudential borrowing, trusts etc.) in order to achieve this.

43. The use of trusts to provide facilities should be reconsidered by government as local gain is the Exchequer’s loss and hence there is no net societal gain.

44. A review of planning laws should also consider whether D1 and D2 land can change category and be used for housing or business if there is not enough education or sporting provision.

45. Local authorities which are short of space or with brown field sites should consider development of multi-use games areas and Astroturf for community use, and such builds should be supported by lottery funds.
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1. **SPORT IN THE UK**


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<tr>
<th>Acronym</th>
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<tr>
<td>6AS</td>
<td>Six Acre Standard</td>
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<td>AIS</td>
<td>Australian Institute of Sport</td>
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<td>British Baseball Federation</td>
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<td>Black, Minority and Ethnic</td>
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<td>British Olympic Organisation</td>
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<td>National Non-Domestic Rates</td>
</tr>
<tr>
<td>NPFA</td>
<td>National Playing Fields Association</td>
</tr>
<tr>
<td>NSF</td>
<td>National Sports Foundation</td>
</tr>
<tr>
<td>OFSTED</td>
<td>Office for Standards in Education</td>
</tr>
<tr>
<td>ODPM</td>
<td>Office of the Deputy Prime Minister (now Communities and Local Governments Office)</td>
</tr>
<tr>
<td>PCT</td>
<td>Primary Care Trusts</td>
</tr>
<tr>
<td>PDM</td>
<td>Partnership Development Manager</td>
</tr>
<tr>
<td>PI</td>
<td>Performance Indicator</td>
</tr>
<tr>
<td>PE</td>
<td>Physical Education</td>
</tr>
<tr>
<td>PESSCL</td>
<td>Physical Education and School Sport Club Links</td>
</tr>
<tr>
<td>PPP</td>
<td>Private Public Partnerships</td>
</tr>
<tr>
<td>PFS</td>
<td>Partnership for Schools</td>
</tr>
<tr>
<td>QALY</td>
<td>Quality Adjusted Life Year</td>
</tr>
<tr>
<td>QCA</td>
<td>Qualifications and Curriculum Authority</td>
</tr>
<tr>
<td>RFL</td>
<td>Rugby Football League</td>
</tr>
<tr>
<td>RPI</td>
<td>Relative Price Index</td>
</tr>
<tr>
<td>RTF</td>
<td>Regulation Task Force</td>
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<tr>
<td>SSP</td>
<td>School Sport Partnership</td>
</tr>
<tr>
<td>TOP</td>
<td>Top (not an acronym, just uppercase)</td>
</tr>
<tr>
<td>UKAPC</td>
<td>United Kingdom Action Plan for Coaching (now UK Coaching Framework)</td>
</tr>
<tr>
<td>UKCC</td>
<td>United Kingdom Coaching Certificate</td>
</tr>
<tr>
<td>VAT</td>
<td>Value Added Tax</td>
</tr>
<tr>
<td>WSP</td>
<td>Whole Sport Plan</td>
</tr>
<tr>
<td>YST</td>
<td>Youth Sport Trust</td>
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