A new era for sport in England

2004 sees the start of a new era for sport in England. The start of a journey to increase and widen the base of participation in sport, and to achieve unprecedented levels of success on the international sporting stage. In short, to make England the most active and successful sporting nation in the world.

During the past 12 months, we at Sport England have been doing a lot of listening to our customers – the people who lead sport, and our partners working in health, education, community and economic development.

A clear vision for sport is now in place and we are ready to take the first steps towards making that vision a reality.

Leadership

In 2003, we transformed our organisation so that we are focused on providing strategic leadership. In 2004 we intend to do just that, working with our partners to help people start, stay and succeed in sport at every level.

Together we have developed a balanced strategy, the core components of which are 20 Whole Sport Plans, nine Regional Plans and the building of a robust evidence base to provide the strategic context in which greater investment can be attracted into sport.

Working in partnership

The Framework for sport in England sets out our approach and priorities developed in response to the huge consultation exercise we undertook in 2003. Hence we can justifiably claim it to be a ‘framework’ for all of sport in England. To make our shared vision a reality we must speak with one voice in making the case for sport. And we must share a common commitment to deliver.

I believe we now have a platform to achieve our aspirations for sport. I look forward to the journey and to ensuring that together we grasp the opportunity.

Patrick Carter
Chair of Sport England

What do we mean by sport?

Sport embraces much more than traditional team games and competition: “Sport means all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental wellbeing, forming social relationships or obtaining results in competition at all levels”

COUNCIL OF EUROPE EUROPEAN SPORTS CHARTER 1993
The Framework for sport – a dynamic process
The Framework for sport signals a new way of working through partnership to deliver our shared vision for sport.
Past strategies have often failed to have a lasting and measurable impact. Once published they have become little more than reference documents that sit on the shelf to quickly become outdated. In contrast, the Framework for sport is seen more as a process than a product. Our commitment is to refine and review our priorities on a regular basis. This will ensure we keep step with, and wherever possible anticipate, the changes in the social, institutional and environmental context that will impact on our ability to achieve our objectives for and through sport.

A vision for sport
This Framework sets out a vision for sport in England – to be the most active and the most successful sporting nation in the world. It is a vision shared by all of sport.

What do we mean by ‘sport’?
Sport embraces much more than traditional team games and competition. The description established by the Council of Europe Sports Charter in 1993 is what we mean by sport in the context of the Framework:
“Sport means all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental wellbeing, forming social relationships or obtaining results in competition at all levels”

Where does the vision come from?
It all started on 19 December 2002, when the Government published “Game Plan, a strategy for delivering Government’s sport and physical activity objectives”. Game Plan set the agenda – an agenda to increase and widen the base of participation in sport, an agenda for success on the international sporting stage, and an agenda for reform in order to create effective delivery structures. Game Plan is accessible via www.pm.gov.uk (click on Strategy Unit icon).

It’s time to make it happen
One year on, and it’s time to make it happen. Sport England has been transformed to provide strategic leadership for sport in this country, with a renewed clarity of purpose and a focused approach to working with our partners to make a difference for and through sport. The whole of sport has demonstrated a commitment and readiness for change. This Framework sets out the agenda to make that change happen over the next 16 years.

Everyone’s talking about it!
It’s a vision developed by talking and listening to all the key stakeholders in sport, and through a series of cutting edge, interactive workout events during the second half of 2003. Everyone who has a role to play in driving the vision forward has been involved, including Government, local government, the private sector, the voluntary sector, a wide range of public agencies in health, education, regeneration, social inclusion and economic development, the national governing bodies of sport and many more.

The Government’s ‘Game Plan’ document

“Government set the ambitious objective of “increasing significantly levels of sport and physical activity within the target of achieving 70% of the population as reasonably active - defined as participating in 30 minutes of moderate exercise five times a week - by 2020”

GAME PLAN DEC 2002

“Our target is for British and English teams and individuals to sustain rankings within the top 5, particularly in more popular sports”

GAME PLAN DEC 2002
A VISION FOR 2020

STRATEGIC LEADERSHIP FOR SPORT

The time to deliver is now!
The conditions for success are in place:

- A new, modernised Sport England ready to provide strategic leadership for sport in England – a new Board, a new clarity of purpose, and a commitment to bust bureaucracy, which will translate £40m in ‘back office’ savings for investment into ‘front line’ sport over the next five years.

- Nine new Regional Sports Boards, focused on delivery, with a remit to prepare Regional Plans for Sport, develop partnerships with everyone who has a role to play, and securing and targeting investment to make the greatest impact in local communities.

- A long term Government commitment through Game Plan to ‘join up’ policy making, investment and delivery through the newly-established Activity Co-ordination Team (ACT), co-ordinating activity through nine Government departments and key national agencies. Sport England is leading the sport and active recreation strand of the ACT delivery plan and will be working closely with the departments and agencies within ACT to ‘join up’ sports policy and delivery across Government.

- A clear direction with a simple focus to help people to start, stay and succeed in sport at every level, with priorities based on evidence built-up in partnership with 1,500 leaders of sport across the country over the past year.

- A commitment to invest in innovation. Based upon recent analysis of what works best around the world, Sport England will be encouraging local innovation through Active England – an 18 month, £100m investment by Sport England and the New Opportunities Fund to find out what works best to achieve our vision for sport.

- A new Sport England operating model, reducing 75 programmes to just two funding streams – a national stream working in partnership with 20 priority sports; and a community stream delivered through nine Regional Sports Boards.

Delivering the vision - inspiring the nation to get active and succeed

There has never been a better time to make it happen – sport is driving forward a balanced approach with three strands:

- **Making England active**: helping people to start and stay in sport, providing the solutions to increase and widen the base of participation for everyone regardless of age, gender, ethnic origin or disability; developing a dynamic network of clubs, coaches, and volunteers; to create a sustainable infrastructure for retaining people in sport.

- **Making England successful**: building on the success of the England Rugby Union team at the 2003 Rugby World Cup in Australia, our aspiration is to be the best sporting nation in the world. Our task is to help people with talent to excel at the highest level.

- **Backing the bid to host the 2012 Olympic and Paralympic Games** in London, to enhance the national sporting infrastructure, create a sustainable legacy for sport, and deliver impact on economic and social issues within London.

“We have a clear direction: to help people to start, stay and succeed in sport at every level.”
National planning for sport
From 2004, Sport England will be working with sport’s governing bodies to develop a co-ordinated approach to national planning for sport – one vision, one voice, and one Framework. As recommended in Game Plan, 20 priority sports have been identified (Figure 2), and plans will be developed with each sport in 2004 to provide a co-ordinated platform for delivery, establishing a framework for sport for partners at all levels – local, regional and national.

In addition, a further ten development sports have been identified, with a particular focus on helping people to start and stay in sport, and develop active lifestyles. Sport England is looking to work with other sports which are currently less structured, but offer significant growth potential, e.g. extreme sports.

In November 2003, a seminar with key English sports took place at Twickenham (full report available on request from Sport England). The event has created momentum for a ‘joined up’ approach to helping people to start, stay and succeed in sport. Sports governing bodies called for a focus on increasing and widening the base of participation, developing sustainable and accessible clubs, improving coaching and volunteering structures, and creating the conditions for success at the highest level.

New investment in performance sport is creating the infrastructure to achieve and sustain success. A network of new state of the art facilities including those at Loughborough University, Bath University, Manchester, Sheffield and Bisham Abbey is now in place. The English Institute of Sport, a wholly owned subsidiary of Sport England, has been established to help sport to achieve success at the highest level as part of this joined up approach to helping people to start, stay and succeed in sport.

The Framework is based upon evidence
The Framework has been developed through independent analysis of the facts and the figures underpinning sport, and through research and impact evaluation – finding out what works best to make England an active and successful sporting nation.

In the Summer of 2003, The Henley Centre was commissioned to analyse the key trends and issues which need to be addressed if the vision is to become a reality, and to co-ordinate the stakeholder engagement process. 50 ‘drivers’ were identified as impacting on the trends and issues determining the overall number of sports participants. The subsequent stakeholder engagement process was described by The Henley Centre team as the most extensive it had seen at this early stage of strategy formulation, as over 350 people were involved in one to one interviews and nine regional seminars in June/July 2003.

Sport England and a newly established research network of leading academics has undertaken further reviews of research to underpin the Framework – research into sports participation, physical activity and health, economic impact and volunteering in sport.

The best of the evidence for sport is available at www.sportengland.org.
To test our thinking, and emerging policy priorities, a robust conceptual framework was developed.

“Increasing significantly levels of sport and physical activity with the target of achieving 70% of the population as reasonably active – defined as participating in 30 minutes of moderate exercise five times a week – by 2020”.

“Our target is for British and English teams and individuals to sustain rankings within the top 5, particularly in more popular sports”.

Analysis: where are we now?
Sport England will be working with priority and development sports to analyse the ‘success’ target and put into place plans to become the best sporting nation in the world.

The starting point for the ‘activity’ target was to analyse where we are now in relation to sports participation, and the contribution that sport makes towards physical activity.

How many people play sport?
Figure 4 shows the region by region analysis of sports participation. The evidence shows that 32% of people play sport at least four times in the last four weeks, and that there is variation across the English regions.

Intention: the aim for sport
Game Plan established two broad targets, related to activity and success.

“Increasing significantly levels of sport and physical activity with the target of achieving 70% of the population as reasonably active – defined as participating in 30 minutes of moderate exercise five times a week – by 2020”.

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The ageing population

The population is ageing steadily. Almost half of adults in the UK will be over 50 by 2020. There has been a consistent trend, that the older you are, the less you participate. If the pattern continues to hold, this would significantly affect overall sports participation rates. Sport needs to address the significant drop off in participation, post-school (particularly for girls), and in the early 30’s (particularly for men) and to engage people aged over 50 in sport. The challenge is to encourage people to stay in sport, creating a culture of lifelong participation.

Analysis: driving participation

Working with The Henley Centre, 50 key drivers of change were identified - the principal trends in society that may have an impact on our ability to increase participation and retain people in sport.

Through a series of workshops in June 2003, with 350 key people from sport and partners in health, education, community development, and other sectors, seven drivers were identified as the key ones to address.

Three of the drivers are demand side or consumer trends - related to the age profile of the population, the way we use our time, and our approach to health including the growing problems surrounding obesity.

Three of the drivers are supply side issues - related to variations in access for different sections of society, capacity issues related to the workforce (professionals and volunteers) within the sports sector, and the utilisation of sports facilities within the education sector.

The final driver relates to investment - how existing resources are used, and the need for additional resource.

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What is sport's contribution to physical activity?

The Game Plan analysis was based upon achieving participation in sport and physical activity (including non-sporting related physical activity) at a level of intensity and duration to derive a health benefit - 30 minutes of moderate intensity physical activity at least five times a week (moderate intensity means activity that leaves people feeling warm, sweaty and slightly out of breath).

Figure 5 shows that 30.4% of people are physically active, meeting the Government’s target of five times a week for 30 minutes of moderate intensity – two thirds through the nature of their occupation.

Excluding occupation, 22% achieve the target through sport, 36% through walking, and 42% through housework, DIY and gardening (Figure 6).

What is the target for sport?

In summary, the Game Plan challenge for sport is to increase the headline rate of sports participation and to increase the duration and intensity of participation to achieve healthy active lifestyles through sport - 30 minutes a day of at least moderate intensity sport and physical activity.

Sport England has been leading the debate to identify and analyse the key trends and issues which must be addressed if we are to achieve a culture change in participation rates. In short, we need to address the question ‘what drives participation in sport?’
The majority of people face time pressures. The reasons for this include working hours (the UK has the longest working hours in Europe with an increasing trend towards weekend working), and the increasing diversity of family life. Trends suggest that pressures of time will continue to have a detrimental impact on our ability to increase participation.

The challenge is to develop new ways of connecting sport with everyday life, alleviating time pressure by creating opportunities where people already spend their time – in the workplace, where people shop, alongside other community facilities.

Well-being and obesity

The level of obesity in England has tripled in the past 20 years. One adult in five is clinically obese, and more than half are overweight. Sedentary lifestyles and inactivity are resulting in poor health, and increasing health care costs. Trends suggest that the situation is likely to get worse unless action is taken. The challenge is to create a culture of physical activity and facilitate connection of sport with everyday life, alleviating time pressure by creating opportunities where people already spend their time – in the workplace, where people shop, alongside other community facilities.

<table>
<thead>
<tr>
<th>%BMI&gt;30</th>
<th>men</th>
<th>women</th>
</tr>
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<tbody>
<tr>
<td>1980</td>
<td>5%</td>
<td>3%</td>
</tr>
<tr>
<td>1986</td>
<td>7%</td>
<td>5%</td>
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<td>1993</td>
<td>9%</td>
<td>7%</td>
</tr>
<tr>
<td>1996</td>
<td>12%</td>
<td>9%</td>
</tr>
<tr>
<td>2005</td>
<td>15%</td>
<td>12%</td>
</tr>
<tr>
<td>2010</td>
<td>18%</td>
<td>15%</td>
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</table>


Figure 10: Trend in obesity amongst men and women

Volunteers and professionals

Sport relies heavily on its volunteers. A recent study by Sport England (Sports Volunteering in England, 2002) estimated that there are 5.8m volunteers in sport, undertaking coaching, administration, and numerous roles in clubs, communities and other walks of life.

Sport is the single biggest contributor to the voluntary sector. 26% of all volunteers are involved in sport. Motivations for getting involved vary, with some people volunteering primarily in order to support their preferred sport, and some using sport to support community-based activities.

However, the same research study suggests that there are increasing barriers on volunteers relating to bureaucracy, concerns around litigation, and time pressures from other areas of life. In addition, there are relatively few volunteers from ethnic minorities and people with disabilities.

The sporting career structure remains “undersold”. Young people do not often realise the range of career opportunities in sport. The sporting career structure remains “undersold”. Young people do not often realise the range of career opportunities in sport.

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Utilising education

Current commitments to create Specialist Sports Colleges and a network of School Sports Partnerships, together with the drive to ensure that 75% of pupils aged 5–16 years have access to two hours PE and school sport a week, will make a tremendous difference, creating the foundation stone for life-long participation.

However, whilst some schools have an excellent track record in making connections with their community, there is wide variation across the country. Schools can be a major contributor to alleviating time pressure on family life, and in creating the bridge to participation after school, reducing the drop out with age.

Facilities in further and higher education can provide similar opportunities. More students are entering higher education than ever before – from 100,000 in the 1950s to 1.7 million in 2000. Research suggests that those who participate in higher education are more likely to participate in sport, both in student life and in adult life.

The challenge is to ensure that community capacity and infrastructure is put in place to provide opportunities for post-school, and that school facilities and clubs work closely with the community. Extending current initiatives with primary schools will also help to strengthen sport and PE at Key Stage 2 (children aged 7-11 years), a critical age for developing patterns for life-long participation.
Levels of investment in sport

The resource available to effect a change in participation will be a key determinant of the sports sector’s ability to achieve the Game Plan target. Expenditure on sport by local authorities has barely kept up with inflation since 1998. In addition, the public sector facilities stock is ageing, with a high proportion built in the 1970s (Figure 12).

Sport England commissioned research, published in 2003, confirms that £550m is needed over the next five years to keep the stock in working order.

Comprehensive Performance Assessment, which governs the allocation of resources in local government, often works against sport as local government allocates resources to high priority areas that have a greater weighting. Furthermore, income from the Lottery is declining steadily, with a projected fall in real terms of 63% between 1995 when it was first launched and the estimated figure for 2009.

The planning system can assist with the identification of suitable sites for private sector development and the use of Section 106 planning agreements to develop facilities in new communities.

Action: from ‘drivers’ to setting priorities

Having identified the seven key drivers of change, the next stage was to identify priorities for action. Research undertaken by Sport England, and through the cross Government Activity Co-ordination Team, has explored experience around the world to identify what works best.

We have reviewed what happens in Europe, the USA, Canada, Australia and New Zealand. The best performing nations are achieving a 1% annual growth in participation, and the factors critical to success are summarised in Figure 13.

In September and October 2003, Sport England hosted a second series of regional seminars, with 1,500 representatives of partners and stakeholders within and beyond sport attending to explore priorities for action in a range of different settings or places where sport takes place – the home, community, the workplace, primary and secondary schools and further and higher education.

Analysis of the feedback revealed consensus views on the priority areas for change are:
Here is a brief summary of the feedback and priorities for action identified through Sport England regional seminars in September/ October 2003.

Promotion and marketing
The Henley Centre analysis for Sport England confirmed that promotion and marketing of the benefits of sport is generally unco-ordinated, largely ‘invisible’, and that it fails to communicate effectively the benefits of a healthy lifestyle through sport. The need for a long term, sustained social marketing campaign to raise awareness of the benefits of sport and exercise was top priority from feedback from sports stakeholders at the 2003 regional seminars, as part of a balanced framework for increasing and widening the base of participation.

Legislation and regulatory change
Feedback from the seminars focused on the need to create the environment within which sport can make a difference. The top priorities identified relate less to direct legislation, and more to fiscal measures, the planning system, and removing ‘red tape’ for sporting organisations.

Quality accreditation and improvement
There was a widespread view from sports stakeholders that there should be a clear priority for improving the way we do things, making sure that investment and resources are targeted in a co-ordinated fashion, and focused on what works best to achieve the goal. Feedback focused on the need for standardisation of performance indicators, consistent and co-ordinated collection of data on sports participation, and self-assessment to create a culture of improvement across the sports sector. Typical of the feedback received were comments such as “rewarding achievement and encouraging risk taking” and “withdraw funds from those who don’t achieve”.

Structures and partnerships
Game Plan called for reform, and for sport to get its act together, from the reform of Sport England, to effective delivery through priority sports and local communities, and the creation of effective partnerships at every level to deliver for and through sport.

There is an emerging structure for sport, creating partnerships for strategy development, delivery and ‘joined up’ working with health, education and other sectors. The top priority from regional seminar feedback is to ensure that the structure is implemented effectively and resourced appropriately, helping people to start, stay and succeed in sport at every level.

The starting point is illustrated below in Figure 15 – a single focus for strategic leadership in sport, providing a co-ordinated strategy for delivery and investment in the sports sector. It provides a co-ordinated approach to national planning for sport through the 20 priority sports, based on the new concept of ‘long term athlete or player development’ now embraced by most national governing bodies of sport, and a coherent approach to community planning for sport as part of an integrated strategy with service delivery through local government and local strategic partnerships.

Too often in the past, sport has failed to make the connections between strategic thinking, national planning and community delivery. Not any more.

Sport is now putting into place the structures that will bridge the gap between national and local, through partnership (Figure 16)

- **School Sports Partnerships** provide the focus for delivery of the PE, School Sport and Club Links project (PESSCL), including the establishment of 400 Specialist Sports Colleges, and the creation of the School Sport Co-ordinators network. They are a key focus for helping people to start in sport and take the first step on the road to life-long participation.
- **County Sports Partnerships** have a particular focus on helping people to stay in sport, working to build up and sustain a dynamic network of clubs, coaches, volunteers and competitive opportunities. The partnerships have committed funding from Sport England to 2009, and will seek to add value and make the connections between national planning and local delivery.
- **Regional Sports Boards** are the focus for developing partnerships in each region, developing Regional Plans for Sport, securing investment, and working with local partners to deliver for sport. The Boards will be the focus for Sport England investment decisions. The Boards are sub-committees of the Sport England Main Board, and they bring together people with skills from the worlds of business, community work, health, education, economic development, as well as sport.
- **Higher Education Talented Athlete Scholarship Scheme Consortia** provide a focus for those who participate in structured sport to succeed.
- **The English Institute of Sport** provides a service to sport at the highest level, helping people to succeed on the international stage.

There are many other ‘players’ in sport and Sport England will be seeking to ensure that the structure works effectively, and that connections are made with everyone who has a positive role to play in making England an active and successful sporting nation - government departments, key agencies in health, education, economic and community development at national, regional and local level.

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**Figure 15:** A co-ordinated approach for delivery and investment

**Figure 16:** Bridging the gap between national and local
Evidence from around the world suggests that local innovation is fundamental to increasing and widening the base of participation. A key priority from the regional seminar feedback was the creation of a network of multi-activity/multi-sport ‘hubs’, an environment for sport with strong marketing and image promotion.

Other emerging priorities were the need for a new ‘look’ to sport, development of web based booking and enquiry technology, access schemes and family-oriented facilities with a strong brand identity. Other messages included the need for a community-oriented approach in line with much of the thinking behind ‘community development’.

Sport Action Zones and other community-based sports projects are at the leading edge of this new approach, creating a working environment that listens to local partners and gets to know its customers’ needs. Sport needs to develop this approach, becoming more ‘customer facing’, painting new scenarios for the future and keeping track of its customers to offer special targeted offers. It is a picture of a modern ‘product’, with a social and health ethos that fits comfortably alongside other modern leisure provision and exploits joint marketing opportunities.

To achieve this will require a long-term culture shift, in the development and operation of sports facilities, in the development of multi-sport and activity environments, in the use of new technology, and in the focus on customer need.

Priorities for action: promotion and marketing

Sport England is taking the lead in co-ordinating an ‘activity-based’ social marketing campaign to raise awareness and promote a ‘30 minutes a day’ message, with a focus on traditional sport, non-traditional activities (e.g. roller blading), countryside-based exercise and healthy lifestyles through activity which ‘connects’ with everyday life. The aim is to develop a long-term campaign co-ordinated with all key partners and Government.

Plans are now being advanced for a pilot as the first stage in developing a co-ordinated sustained campaign to get the nation active.

Priorities for action: communication

Sport England is taking the lead to develop partnerships to explore mutual benefit from the promotion of, and provision for, sport.

PRIORITIES FOR ACTION

The pages that follow summarise the top priorities for action in each of these six policy areas.

Where action is already being progressed by Sport England, this has been noted. Other priorities identified are being carefully evaluated to assess feasibility and potential impact. More detailed action plans identifying the roles and responsibilities of different partners will be identified in partnership through Whole Sport Plans and Regional Plans for Sport. The full feedback report from the 2003 regional seminars can be accessed at www.sportengland.org

Priorities for action: promotion and marketing

<table>
<thead>
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Priorities for action: co-ordination

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<th>Co-ordination – a single identity</th>
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<tr>
<td>Sport England is taking the lead to promote the benefits of sport and physical activity to policy makers outside the leisure profession, such as strategic regional planners and Local Strategic Partnerships. The importance of physical activity needs to be high on the agenda of the key influencers, including school governing bodies, primary care trusts, and community safety partnerships. Existing participants need to have the health benefits of sport confirmed and current non-participants need a targeted message, appropriate to their circumstances. This will require a combination of research into constituencies of interest, and ‘opting in’ behaviour, and segmentation of actual and potential participants. Mobile and Internet technology may well represent an innovation opportunity in this respect, as do leisure ‘smart’ cards or ‘reduction cards’.</td>
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Priorities for action: making the case

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<th>Making the case</th>
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<tr>
<td>Sport England’s web based ‘Value of Sport Monitor’ site was launched in 2004. Priorities for 2004/5 will include research on non-participants to better understand the barriers and motivations for participation. Brochures and local advertising media (for example in shops, on buses, and in information centres and local libraries) need to bring together all the available examples of physical activity opportunities, such as sports centres, gyms and parks.</td>
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Priorities for action: localising

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<th>‘Localise’ communication</th>
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<td>Sport England is taking the lead to develop partnerships to explore mutual benefit from the promotion of, and provision for, sport.</td>
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Priorities for action: media focus

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<td>Television and other media producers need to be encouraged to make TV programmes or include story lines focusing around community sport. The sport and physical activity sector needs to talk to lifestyle, social, women’s, environmental and health editors, and not just the sports editors.</td>
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Priorities for action: commercial partners

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<th>Commercial partners</th>
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<tbody>
<tr>
<td>Stronger partnerships are required with the commercial sector and Sport England is taking the lead to develop partnerships to explore mutual benefit from the promotion of, and provision for, sport.</td>
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### Priorities for action: legislation and regulatory change

| **Comprehensive Performance Assessment** | A target linked to ‘increasing participation’ and ‘widening access’ would be instrumental in ensuring that local authorities recognise the importance of sport to the well-being of their communities. Following consultation with the local government sector in Autumn 2003, Sport England is working with DCMS, ODPM, and the local government sector to develop guidance on Local Public Service Agreement targets relating to sport for use in future rounds of the Comprehensive Performance Assessment for publication in April 2004. |
| **Community sports clubs** | Community Amateur Sports Clubs should be given greater incentives to get charitable status or other tax breaks (e.g. VAT-free status) against delivering participation and volunteering opportunities. |
| **Access to advice** | Assistance should be provided with the ‘bureaucracy’ required for sports clubs and other organisations offering sport opportunities to gain from tax and other potential benefits. |
| **Tax breaks** | Sport England will review with Government the ‘tax framework’ related to the sport and physical activity sector to explore the potential for tax-based incentives for employers who are willing to release employees involved in coaching and the administration of sports organisations. This would offer many benefits to the employees in giving them time to enhance their contribution to local sport (e.g. in terms of personal or skills development, access to volunteering programmes, support services and so on), it will also provide benefits to employers by increasing the motivation and skill base of their workforce. |
| **Insurance** | There is potential to explore options for changing the rules on insurance for volunteers. One option is for sports officials and coaches to have the required insurance cover provided through the Government at a low rate. |
| **Planning frameworks** | Improvements should be made to planning frameworks to ensure that provision for sport is included. The new planning system should recognise the importance of sport in helping to deliver sustainable communities and in particular ensure that money is secured from new housing developments for investment in sport. The Private Finance Initiative (PFI) investment in schools refurbishment is a golden opportunity for improving ‘sport’ in schools. |

### Priorities for action: quality accreditation and improvement

| **Towards an Excellent Service in local government** | The Excellence Framework for Sport and Recreation Services within local government is a key tool for self-assessment, and the drive for continuous improvement and effective delivery. It offers an opportunity for local government (local authorities and local sports partnerships) to be measured and accredited against agreed industry criteria. Sport England and stakeholders within central and local government are leading the development of the self-assessment tool during 2004. |
| **OFSTED and school inspection regimes** | Feedback suggests that there is a need for discussion with OFSTED to raise the profile of sport and PE in the schools inspection regime. PE currently has a low status within the overall school inspection regime, which does not encourage schools to work towards quality PE programmes and extra-curricular sporting opportunities. |
| **Primary Care Trusts** | There is a need to include ‘physical activity’ criteria within the inspection regimes of primary care trusts, together with criteria for the proportion of resources applied to health improvement. Current criteria do not encourage PCT’s to give priority to promoting physical activity or health improvement measures, both of which could have a major influence on levels of involvement. |
| **Resource centres** | Stakeholders suggested that local ‘resource centres’ should be created to help clubs and other public venues implement quality practices around participation. Models for administrative and management support could be developed, but research needs to be carried out to identify whether clubs that are weak administratively are likely to help deliver the participation agenda or whether this also reflects a lack of engagement with their communities. |
| **Performance targets linked to participation** | Performance related funding should be introduced for sports clubs and public venues linked to participation by target groups. Marks or grades could be given for projects applying for funding clearly linked to the number of new participants or increased numbers of participants from key priority groups. |
Priorities for action: structures and partnerships

Implement simple, effective structures for sport

Sport England has been transformed to provide strategic leadership for sport, and emerging structures for sport are now being implemented. As Whole Sport Plans and Regional Plans for Sport are developed, the structure will be refined and implemented.

County Sports Partnerships

The County Sports Partnership network is being strengthened, and Sport England has committed long term funding to underpin the network through to 2009, linked to NGB’s Whole Sport Plans. Sport England will be working closely with each partnership to develop effective plans, focused on helping people to stay in sport through a dynamic network of clubs, coaches, volunteers and opportunities for competition.

Partnerships with the private and voluntary sectors

Sport England is taking the lead to develop more effective partnerships with the private voluntary sectors, and through ACT, to make links with primary care trusts and the wider health agenda.

Networks for informal sport and casual participation

The Activity Co-ordination Team is ‘joining up’ work across Government within sport and physical activity, working closely with DCMS, Department for Health, Department for the Environment, Food, and Rural Affairs (Defra), Department for Transport, Department for Work and Pensions, and other departments. Utilising the framework for sport, Sport England is leading the sport and active recreation strand for the ACT project, which will produce a delivery plan in 2004.

School Sports Partnerships

The DCMS/DfES PE, School Sport and Club Links project (PESCL) has a specific target to increase the proportion of children and young people aged 5-16 years, who receive two hours per week PE and sport within and without the curriculum to 75% by 2006.

Access to the countryside

Many opportunities exist for better co-ordination of the planning, promotion, marketing and delivery of countryside, water-based and urban fringe activities, but there is a need to explore effective ways to better deliver on this agenda. Working in partnership with the Department for the Environment, Food, and Rural Affairs (Defra), the Countryside Agency and the Countryside Recreation Network, Sport England will ensure that this is addressed through the ACT delivery plan.

Priorities for action: innovation and delivery

Mainstream innovation

The most successful countries (in relation to increasing participation) have a focus on local innovation. Other business sectors recognise the benefits of innovation to drive performance, improving the way things are done, and utilising resources to best effect. Our stakeholders said sport should do the same. In 2004, Sport England will be taking the lead to implement Active England, a £100m investment fund committed to innovation in sport, focused on creating new ways of doing things, identifying best practice and communicating it effectively. Active England will provide important lessons on what works best to drive participation, shaping future policy and investment activity. Proposals for an Innovations Exchange to gather together and share innovative ideas across the community sport sector will also be explored.

Policy Action Team 10

Local delivery should be in line with the Policy Action Team (PAT10) principles. Developments should be based on the progressive practice already learned from Sport Action Zones and Community Sport Development projects, with clubs and venues serving the needs of local populations by adopting a community development approach to provision and understanding the needs of individuals. The sector should test and promote new sport and activity offers to potential participants who are hard to reach or demonstrate significant barriers to participation: in schools and youth organisations; in workplaces (adults) for older people; in rural areas. Sport England will be publishing best practice and impact studies related to innovative approaches in line with PAT 10.

Multi-sport ‘hubs’ and activity centres

A top priority for our stakeholders was the need to create new types of family-oriented multi-sport ‘hubs’, combining fitness and sports, including support and other social facilities. There needs to be an emphasis on multi-sport environments (indoor and outdoor), modern social venues, quality surroundings and ease of access, including leisure credits and pay-as-you-play regimes. In addition, there is a need to identify and build up the best of the existing clubs within the voluntary sector as a focus for people to stay in sport. In 2004, Sport England will be taking the lead to develop new business models for multi-sport environments, alongside the Active England fund.

Workforce development

A strategic partnership with SkillsActive will be crucial to ensuring a strong influence for the sport and activity sector in new learning structures to ensure that we address the skills challenges facing the sport workforce. Workforce planning, training and career development are crucial to the success of the Government’s agenda and sport’s new vision. Not just the sports specific issues such as coaching and volunteering, but also to the DfES / DCMS PESCL programme and key cross cutting themes such as the ACT mission to increase participation in physical activity, the ODPM Neighbourhood Renewal Initiative and the Home Office drive to establish more cohesive communities and to reduce crime and drug abuse. Volunteer support programmes need to be carefully targeted to ensure they are couched in the right ‘language’ to attract volunteers and that they are not viewed as a ‘managerialist imposition’ on the voluntary sector.

Education facilities

There is a need to ensure that facilities in schools and colleges are used more by the community through provision of dedicated human resources to manage and promote them. There is an opportunity to ensure that the DfES Building Schools for the Future Programme includes a specific focus on community access, club links, in relation to design, and operational matters.

Parks and open spaces

Parks and open spaces provide an invaluable recreational resource for people to use, not just for formal games, but more importantly for informal activities, such as, walking, cycling and informal games. A recent survey into the use of parks (The Use of Public Parks 2003) estimated that over two-thirds of adults in England had visited a park in the last 12 months, and of these visitors 34% had taken part in informal sporting activities. Parks and open spaces are key multi functional community areas which can provide the focus and opportunity for people to become more active. Sport England will be developing the recreational opportunities parks and open spaces given by integrating multi activity sporting facilities with the community focus parks provide.

Primary school PE specialists

The education sector should work towards the appointment of a PE - qualified specialist teacher/co-ordinator in every primary school. This is a clearly established priority, but the scale of the funding and training requirements mean an incremental approach is required. However, it will be important to set ‘milestone targets’ for this to be achieved within schools and within teacher training institutions.
Setting targets

The Framework for sport is all about working together and setting challenging targets. As we drive forward with our vision to make England an active nation, helping people to start and stay in sport, 30% is a good headline base upon which to build. We need existing participants to do more and we need to increase and widen the base of participation. We will be setting a target to achieve, on average, a minimum 1% growth in participation annually with the objective of achieving at least 50% of the population playing sport by 2020.

A ‘run rate’ of 1% per year mirrors the best in the world over the past two decades, based upon recent research undertaken by the ACT delivery team. Between 50% and 55% participation is also the estimated ‘achievable outcome’ agreed by stakeholders attending the regional seminars held in September and October 2003. We will retain our focus, however, on the overall aspirational Game Plan target of getting 70% of the population regularly active by 2020.

In addition, by 2020, our objective is to:

- Increase the number of people taking part in sport three times a week for 30 minutes of moderate intensity, as sport’s contribution to the achievement of the Government’s physical activity targets. Our aim is to encourage sports people to develop an active lifestyle - sport, active recreation and physical activity - as part of everyday life.
- Reduce inequality in participation amongst priority groups.

As we aspire to make England a successful sporting nation, each priority sport will be developing targets for world rankings and performance in sport, setting targets to achieve the vision for England to be the best sporting nation in the world.

From priorities to outcomes

The priorities identified are the first step on the road to addressing the drivers and achieving the outcomes for sport, but the final and crucial part of the Framework for sport is about measuring the impact of investment. This applies as much to the high-level performance agenda (Succeed) as it does to the community agenda (Start and Stay). The importance of sport building an evidence base to demonstrate its impact, both in terms of sport’s participation and performance and in terms of wider health, social and economic benefits has been highlighted earlier. Proposals to strengthen the evidence base in relation to community sport have been identified in the previous section.

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As we aspire to make England a successful sporting nation, each priority sport will be developing targets for world rankings and performance in sport, setting targets to achieve the vision for England to be the best sporting nation in the world.
A ‘balanced scorecard’ of key performance indicators has been developed to include the critical success factors for sport for which targets will be finalised as Regional Plans and Whole Sport Plans are developed in 2004. They are shown in Figure 17 as two ‘bulls-eyes’. 

### Making England Active

**Activity target** - 30 minutes a day, the Game Plan activity target (yellow)

**Sport target** - towards activity - three times per week, (red)

**Equity target** - addressing inequality across priority groups (blue)

**Infrastructure** - building the capacity and infrastructure to create the conditions for retaining people in sport and for people to progress – coaching, club development, volunteering and talent development (black)

**Impact** - evaluating impact in four areas of socio-economic policy (white)

### Making England Successful

**Best nation in the world - across 20 priority sports** (yellow)

**World rankings in each sport** (red)

**Performance improvement** - measuring progress along the road to being the best (blue)

**Infrastructure** - delivering a network of people, services and facilities building the capacity to create the conditions for success (white)

### Summary of key targets against sporting outcomes

**Start in sport**: increasing participation by a minimum of 1% annually and making significant reductions in the ‘equity gap’ for women and girls, ethnic minorities, people with a disability and people in the lowest socio-economic groups

**Stay in sport**: increasing club membership, people receiving coaching and tuition and the number of people taking part in competition

**Succeed in Sport**: Becoming the best nation in the world by 2020

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**How we can respond to this challenge - segmenting the market**

Based on the evidence available Figure 18 proposes dividing the ‘market’ for participation in sport into four segments. For each segment there would be a targeted strategy to increase/maintain participation in sport, or simply to change attitudes towards physical activity for the better and get people to ‘start’ participating. This approach provides a more sophisticated cost effective framework for interventions than might be achieved from a scattergun approach that targets everyone in the same way.

### 16% mild enthusiasts

Those who participate in sport but could do more. These people know the benefits of sport and could be encouraged to do more.

**Strategy**: increase access, reduce drop-out and foster enthusiasm.

### 20% sporty types

Those who participate in sport and are keen to continue. These people will play sport almost regardless of public policy intervention.

**Strategy**: safeguard provision of sporting opportunities; pathway to elite sport.

### 44% on the subs bench

Those who do not participate and who don’t want to. Have a negative attitude to sport - often established at an early age. These people have little interest in sport/fitness and like ‘putting their feet up’.

**Strategy**: raise awareness, promote health benefits, change attitude to physical activity at young age.

### 20% couch potatoes

Those who do not participate but who don’t want to. Have a negative attitude to sport - often established at an early age. These people have little interest in sport/fitness and like ‘putting their feet up’.

**Strategy**: remove barriers, offer incentives, take sport to them.

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**Figure 17:** The Bulls-eye targets for sport

**Figure 18:** Segmentation of participation ‘market’

Source: Percentages derived from Health Survey for England 1998
IMPACT: THE WIDER SOCIAL AND ECONOMIC BENEFIT

Our vision for 2020 has a very simple focus - to increase and widen the base of participation in sport. But the prize is bigger than sport. Increasing participation in sport will also help to achieve a wide range of socio-economic objectives at local, regional and national level. Working together with our partners in local government, health, regeneration, economic and community development, we can make a difference and improve the quality of life for people in communities across England.

Sport: improving health and well-being
Participation in sport and physical activity contributes positively to overall personal health and fitness levels, and also to mental health with a positive effect on anxiety, depression, mood and emotion, self-esteem, and cognitive functioning. Sport and physical activity during adolescence can create opportunities for identity development, social meaning, levels of competence and personal satisfaction.

<table>
<thead>
<tr>
<th>ACTIVE LIFESTYLES AND HEALTHY COMMUNITIES</th>
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<tbody>
<tr>
<td>The cost of inactivity: Game Plan estimated the cost to the nation of inactivity at £2 billion per year.</td>
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<tr>
<td>The potential benefits: Increasing activity levels by 10% could save 6,000 lives, and £500 million per year.</td>
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<tr>
<td>Active lifestyles: An active lifestyle can reduce the risk of coronary heart disease by 50%. Being physically active can also reduce the risk of hip fracture by up to 50%. One million fewer obese people could mean 15,000 fewer people with coronary heart disease, 34,000 fewer people developing Type II diabetes, and 99,000 fewer people with high blood pressure. Physical activity, combined with a balanced diet, is one of the most effective ways of maintaining an ideal body weight, and managing obesity.</td>
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MAKING IT HAPPEN IN HARTLEPOOL
A Sport England funded project in Hartlepool has been developed by a voluntary sector organisation. The project will employ a community sports worker for four years to develop and co-ordinate a sustainable programme of activities aimed at using the countryside to promote healthier lifestyles.

The promotion of exercise through outdoor recreation is likely to be of considerable importance in the future. The evaluation of this innovative project will provide progressive practice to inform future strategy and delivery.

Sport and communities: creating stronger and safer communities
Emerging evidence is beginning to highlight the impact of sport in relation to creating stronger communities and addressing issues of community safety, including reductions in anti-social behaviour, reductions in the propensity to commit crime, and reductions in the ‘fear’ of crime amongst the wider community.

STRONGER AND SAFER COMMUNITIES

Diversionary activity: It is widely recognised that sport can have an impact by providing challenge and adventure, and giving meaning and a sense of purpose to people’s lives where previously there was a vacuum.

Personal impact: Sport delivered in a sound ethical framework can engender self-respect, esteem, confidence and leadership abilities.

Crime reduction: The Home Office Positive Futures programme is beginning to show evidence of reduced crime linked to the projects. The benefit to society of preventing a single youth crime would be a cost saving equivalent to at least £2,300, just under half of which would be directly recoverable from the public purse.

Physical infrastructure: Sport can make an important contribution to the physical infrastructure of communities, providing a social focus for a community and affecting people’s perception of their neighbourhood.

Sustainability: Short-term interventions are not considered worthwhile. A Home Office Crime Reduction Unit report of 2002 concluded that picking people up and then letting them down is worse than no intervention at all.

MAKING IT HAPPEN IN BRISTOL
The Voice of Southmead project in Bristol has been operating for over five years, employing a sports development worker to work alongside community volunteers on an estate with severe drug and alcohol misuse problems and high drug-related crime levels. Linked to other supportive initiatives, there has been a 40% reduction in crime levels on the Southmead estate since the worker was appointed. In the last full year of the scheme’s operation there has been a drop in recorded crime incidents of 265.

MAKING IT HAPPEN IN BARKING
The Positive Futures project on the Gascoigne Estate in Barking has worked in partnership with Leyton Orient Football Club’s community sports programme to set up a football scheme on the estate that has mushroomed into a ‘community sport club’ for teenagers. Police statistics show that the number of offences in the Gascoigne Ward decreased by 77% in June to August 2001 compared to the same quarter in 2000 immediately prior to the Positive Futures programme.
Sport and sustainable communities: benefiting the economy

The economic benefits of sport have been recognised and recorded since the early 1980s, but more recent evidence also notes sport making an increasing contribution to inward investment and the economic regeneration of the English regions. Sport England research in 2003 on the economic impact of sport in each region and the value of the voluntary sector to sport can be found at www.sportengland.org.

Sports and the economy

Household expenditure: Households in England spent almost £11.5 billion on sport-related goods and activities in 2000, representing around 2.8% of household expenditure.

Employment: Employment in sport related activities increased from around 1.5% of the national workforce to just under 2% between 1998 and 2000 with 400,000 people employed in sport.

Sponsorship: Spending by commercial companies on sports sponsorship has grown throughout the 1990s to a figure well in excess of £300 million pounds each year.

Sports events: Major sporting events are recognised as significant income generators to their host towns and cities.

Volunteers in sport: There are an estimated 5,821,400 sports volunteers, representing 26% of all volunteering in England. They contribute 1.2 billion hours each year to sport, equivalent to 720,000 additional full time paid workers, with an estimated value of over £14 billion.

Workplace sporting activity: Evidence from the Wright Robinson Sports College in Manchester has been collated for several years and has been used by the Qualifications and Curriculum Authority as an example of the impact of the new style of PE and sport on academic results. There has been a steady improvement in GCSE grades since the school achieved Specialist Sports College status, much of which is attributed to the sports programme by the teachers and senior management team.

Making it happen at Manchester

Sport, children and young people: improving educational attainment

Early experience of sport, particularly in schools, is crucial in winning hearts and minds. Promoting sport and physical education in school is important in creating motivation for and commitment to, life-long participation. People who exercise regularly in their youth are more likely to resume exercise in later years. Additionally, sport can have wider benefits for the education sector.

Sport improves educational attainment

<table>
<thead>
<tr>
<th>Area</th>
<th>Details/Impact</th>
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<tr>
<td>Sport and academic performance:</td>
<td>Ofsted research from 2002 demonstrated that Specialist Sports Colleges had 5% more pupils achieving good GCSE results than other schools.</td>
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<tr>
<td>Sport and truancy rates:</td>
<td>In 2000, Ofsted reported a slight reduction in truancy rates in schools with a sport and PE focus. Early evidence of impact from Space for Sport and the Arts, a funding programme managed by Sport England on behalf of five funding agencies, suggests similar results.</td>
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<tr>
<td>Sport and an environment for learning:</td>
<td>In 2001, Qualifications and Curriculum Authority research suggested that playing fields at schools contribute to better learning with less disruption.</td>
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<tr>
<td>Sport and lifelong learning:</td>
<td>Evidence suggests that learning within a sporting environment tends to be more comfortable and less threatening to those who have not participated in learning for some time.</td>
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Making it happen in Manchester

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Making it happen at Manchester

The Sport England funded Manchester 2002 Commonwealth Games was the catalyst for the regeneration of East Manchester with 6,500 jobs, and £36m of inward investment into Manchester. Sportcity, the main venue for the Games, resulted in the regeneration of a 150 acre site, the provision of new public transport links, and the creation of neighbourhood facilities.

Making it happen in the workplace

A large UK pharmaceutical company reported that those employees who participated in its fitness programme experienced 1.8 days less sickness absence than their sedentary peers. The company estimated savings on just 50 of those participating to be £44,500 per annum.
And 2003 has been like a ‘phoenix’ rising from the ashes of 2002:

- The Henley Centre helped sport to focus in January
- key stakeholders brought a clarity of purpose during the Spring – over 50 individual interviews
- partners helped to agree the drivers of increased participation during early Summer – more than 350 representatives including over 50 from national sport agencies, 80 from local authority sport, 20 from the private sector; 40 from the education sector and more than 70 from health and other social policy areas including 20 from government departments
- in late Summer, the key outcomes for sport were confirmed
- the priority areas for change were discussed in depth by regional stakeholders over the Autumn – more than 1200 consultees
- and by the end of the year sport had its priorities at a national level agreed and confirmed

So 2004 has dawned brightly for sport. The challenge is to get the Regional Plans for Sport in place and start delivering. Existing customers in sport, local government and schools are anticipating a quality product built to 21st century standards; new customers are expecting to use the revitalised product to achieve their ambitious targets for social change, sustainability, liveability, and localism.

The time has come for sport to deliver on its promises and look confidently ahead to the new challenges. Working together we can all drive sport forward and make it the ‘In’ thing.

A balanced strategy: the ‘In’ thing

The platform for action to make sport the ‘In’ thing is summarised below. Sport England will be taking the lead to drive forward sports priorities, working with Government and sports stakeholders, to make change happen on the road to 2020.

**Inspiring the nation to get active** (promotion and marketing)
- Taking the lead for a major national campaign

**Investment & quality accreditation and improvement**
- Taking the lead to implement the excellence Framework for sport in local government
- Exploring a single performance management framework for sport across all sectors
- Making the case for sport through a 10 year investment strategy for sport

**Innovation and delivery**
- Taking the lead to develop new models of multi-sport/activity environments
- Exploring the potential of new technology
- Creating the right values with an emphasis on project delivery and return on investment for sport
- Putting specialist PE teachers in every primary school
- Making parks and open spaces centres of activity

**Information (strategic planning and evidence)**
- Taking the lead to develop 20 Whole Sport Plans and 9 Regional Plans for Sport
- Building the evidence base on the website
- Taking the lead to develop new participation survey approaches
- Establishing new economic models for sport

**Government (legislation and regulatory change)**
- Local PSA targets on sport for local government
- Common performance targets for sport through all sectors
- Improving the planning context for sport

**Infrastructure (structures and partnerships)**
- Taking the lead to implement the new structure for sport in England
- Helping sport to create the infrastructure for success - clubs, coaches and volunteers