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**Manchester City Council  
Report for Resolution**

**Report to:** Communities and Equalities Scrutiny Committee - 20 July 2017  
Executive - 26 July 2017

**Subject:** Sport and Leisure Arrangements – 2018 onwards

**Report of:** Deputy Chief Executive, Growth and Neighbourhoods

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**Summary**

This report sets out proposals for the future contracting and governance arrangements within Sport and Leisure from 2018 onwards, following a detailed Review and Options Appraisal.

This review has been made in the context of: a new Our Manchester Strategy and approach, ahead of the end of existing service contracts with GLL and the Eastlands Trust (both ending on 31<sup>st</sup> March 2018); a new Government (DCMS) Sports Strategy; a new Sport England Strategy; and, a rapidly changing Manchester and Greater Manchester landscape in Health and Social Care. The proposed approach seeks to build on the existing strengths across the sector and sets out how the new model will realise the ambition of making Manchester a more activity city and reinforce our reputation as a global city of sport.

**Recommendations**

The Executive is recommended to:

- 1) Note the contents of this report and to endorse option 2 (as set out on pg. 27) as the preferred approach for the delivery of the Council's Sport and Leisure Strategy over the next period and the indicative timescales for implementation.
  - 2) Note and endorse the proposal to undertake a full procurement exercise and to assess the full costs and benefits for the delivery of operational arrangements for 20 leisure facilities. The business case evaluating this in the light of hard evidence of market based proposals will be presented to Executive in December for determination.
  - 3) Note and endorse the proposal to progress the detailed design of MCR Active, the development of which will be presented to Executive in December for determination.
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**Wards Affected:**

All Wards within the city

Our Manchester Strategy Spine	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Sport and Leisure is a key economic driver within the city not only as an employer, but also in attracting inward investment to underpin a wide range of key sectors in the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Sport and Leisure sector provides significant opportunities for training, development, apprenticeship programmes and volunteering. This contributes meaningfully to employment within the Manchester economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Sport and Leisure services are at the core of neighbourhoods and they create significant opportunities for all communities within the city to engage actively and energetically.
A liveable and low carbon city: a destination of choice to live, visit, work	The Sport and Leisure provision has made a strong commitment to environmental sustainability through investment to modernise the estate. This is embedded within the management of the existing estate and the plans for the refurbished and replacement leisure facilities over the next five years.
A connected city: world class infrastructure and connectivity to drive growth	Sport and Leisure sector over the last twenty years have already invested significantly in new assets that have helped drive the city's growth agenda. The new Strategy seeks to deliver new high quality assets across the city that will continue to support our growth ambitions over the next decade.

**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

These will be developed in detail as part of the next phase and considered by Executive in December 2017. There is a requirement to make savings from the contracting of the leisure estate as previously set out to Executive as part of the budget setting process for 2017-2020.

### **Financial Consequences – Capital**

There are no immediate capital consequences arising as a result of these proposals

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Executive Report, Future Delivery of Indoor Leisure Services, 18 June 2014, Item 8.
- Neighbourhoods Scrutiny Committee Report – Indoor Leisure Contract, 4 March 2014, Item 7.
- Executive Report, Leisure Trust Governance and Management Review, 18 December 2013, Item 9.

## **1.0 Introduction**

- 1.1 This report sets out proposals for the future contracting and governance arrangements within Sport and Leisure from 2018 onwards. Over the past six months, the Neighbourhoods Service has been undertaking a detailed Review and Options Appraisal for future contracting and governance arrangements for Sport and Leisure beyond March 2018. This review has been made in the context of: a new Our Manchester Strategy and approach, ahead of the end of existing service contracts with GLL and the Eastlands Trust (both ending on 31<sup>st</sup> March 2018); a new Government (DCMS) Sports Strategy; a new Sport England Strategy; and, a rapidly changing Manchester and Greater Manchester landscape in Health and Social Care.
- 1.2 The review undertaken has consisted of detailed analysis of the national, regional and local strategic landscape, benchmarking the current approach and performance with a comparator national database of leisure operators. To inform the review, consultations with the three large indoor facility providers in Manchester – GLL, Eastlands Trust and Wythenshawe Forum Trust, along with detailed engagement and consultations with Sport England, representatives for Health and Social Care and various officers within the Council's Sport and Leisure Service has taken place. Independent experts in leisure procurement and governance, who have brought significant market expertise, impartiality and a strong support and challenge approach have been working alongside the Council to support the review.

## **2.0 Background**

- 2.1 The Sports and Leisure Team work in partnership with a range of organisations locally, regionally and nationally to set a clear vision, strategy and framework for development of this important area of neighbourhood activity. Across the city there are over 757 sport and leisure facilities available for public use, ranging for the National Centre's of Excellence such as the National Cycling Centre to Tennis Courts in Parks. There are over 100 different facility and community service providers spanning the public, private and voluntary sector. This provision ensures that 61.4% of our residents are active for more than 150 minutes per week, which is higher than the national average.
- 2.2 This area of work is particularly important given extensive research, which highlights the importance of physical activity in preventing a huge range of health issues, including: Obesity; CVD; Dementia; Type 2 Diabetes; and, Depression. As part of the work on Health and Social Care Devolution, Greater Manchester set out a commitment to increase physical activity levels as one of seven prevention priorities. Additionally, participation in sport and physical activity contributes to a range of other outcomes including: educational attainment; reduced crime and disorder; and, improved community cohesion. In short, an effective Sport and Leisure Strategy contributes positively to an effective Our Manchester Strategy.

- 2.3 In line with the existing strategy for sports and leisure, the Council has been moving towards establishing its role as an enabler, where the vast majority of activity is supported to either be self-sustaining from trading, commissioned against outcomes or is contracted to leisure operators. Over 90% of the provision within the city operates in a traded service environment and therefore the focus is on ensuring excellent customer standards, in order to generate increased throughput and income to sustain and grow provision. This is particularly important for the 20 indoor leisure facilities owned by the Council, which are currently not self-sustaining. These facilities account for circa 80% of all Council spend on sport and leisure.
- 2.4 During this period of unprecedented public spending cuts (2010-17), the Council has worked in partnership with Sport England to implement an ambitious investment programme to transform the current approach. This has resulted in over £50m of capital investment in the last 7 years being invested by the Council or leveraged from partners. This approach has enabled income to be increased and costs to be significantly reduced without the need for service reductions or leisure centre closures. In parallel with this, the Council has transferred a number of leisure facilities to the voluntary sector under a self-sustaining funding model. The Council's approach is held up by Sport England as an exemplar nationally and more importantly, the unique funding arrangement with Sport England (linked to the Etihad Stadium Rental Agreement) will ensure that Manchester is well placed to drive further improvements over the next decade.
- 2.5 Since the last service review in 2012, a number of changes were made to the sport and leisure arrangements in the City, with the aim of: addressing financial pressures on the areas of the service generating the highest costs; providing greater strategic influence to MCC; and, ensuring the requirements of the Lottery Awards for the Commonwealth Games (2002) were being fulfilled. This resulted in a recommendation to simplify existing governance structures whilst seeking an external partner for a short term contract (42 months) to deliver the community leisure facilities management as efficiently and effectively as possible.
- 2.6 Key actions taken included:
- Investment (£28m) into three new leisure centres to replace older more costly facilities;
  - Dissolution of Manchester Sport & Leisure Trust;
  - Realignment of The Velodrome Trust to become Eastlands Trust, with a board comprising directors nominated by MCC and Sport England, i.e. British Cycling;
  - Re-procurement of an operating contract (awarded to Greenwich Leisure Ltd) for the large community leisure facilities for a period of 42 months, covering the transition from old to new facilities and awarding an operating contract for a period of 42 months to the Eastlands Trust for sports facilities of national and regional significance; and

- Continued partnership development, forging closer working relationships with the voluntary sector, various lease holder, Universities, Football Clubs and National Governing Bodies of Sport (NGB's) located in the City.

2.7 The transfer of operating risk to GLL (via the community facilities contract) has allowed the Council to take a more strategic role compared to previously. However, there remain issues to resolve around clarity of roles / responsibilities between the Eastlands Trust and GLL and continued complexities from a customer perspective. Added to this, significant shifts in the local and national landscape have and will impact on future delivery and governance arrangements.

### 3.0 Current Approach - Sport and Physical Activity Strategy

3.1 During 2013-17 a draft Sport and Physical Activity strategic framework was developed to shape the approach adopted by Council and its stakeholders during this period. This interim approach was adopted whilst the strategic landscape was changing and was one that built upon the 2008-13 Sport and Physical Activity Strategy – Getting Manchester Moving. This interim framework was agreed to put in place until a new Sport and Physical Activity Strategy was developed and adopted post 2017. The 2013- 17 framework is set out below and describes the approach.

Area	Description
Vision	<ul style="list-style-type: none"> <li>• To establish Manchester as the world leading sport city with Manchester's residents making sport and physical activity a habit for life.</li> </ul>
Strategic Framework Summary	<ul style="list-style-type: none"> <li>• <b>A Neighbourhood Focus</b> - We will provide modern, efficient, accessible, sustainable sport and leisure facilities, many world class and all providing a high quality offer to our local communities.</li> <li>• <b>Promoting Economic Growth and reducing worklessness</b> – We will maximize inward investment contributing to economic growth, improve skills and reducing worklessness.</li> <li>• <b>Promoting independent participation and reducing reliance</b> - We will inspire more people in every ward to participate in sport regularly and do so independently.</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>• Creating a modern, efficient, accessible and sustainable infrastructure of sport and leisure facilities.</li> <li>• Develop sport and physical activity programmes which reflect community need and are locally focused, encourage collaboration amongst partners and become fully sustainable.</li> <li>• Use sport to contribute to the economic growth of the city by maximising inward investment.</li> <li>• Improve skills, reduce worklessness, and create opportunities for employment.</li> </ul>

	<ul style="list-style-type: none"> <li>• More People will be encouraged to play sport regularly and more talented athletes will reach their full potential.</li> <li>• More people will support sport as volunteers.</li> <li>• More people will access sport and leisure opportunities through the most digitally connected sports.</li> </ul>
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3.2 During this period, the following headline objectives were set and the achievements realised are highlighted below.

Objective	Achievements
Achieve a year on year 1% increase in participation	<ul style="list-style-type: none"> <li>• 8% increase in weekly participation rose since 2008 (Sport England Active People Survey).</li> </ul>
Identify, recruit, train and deploy 5,000 volunteers through a new volunteer project	<ul style="list-style-type: none"> <li>• MVIP project developed and 6,500 volunteers recruited, trained and deployed.</li> </ul>
Deliver the aquatics facilities strategy and develop three new leisure centres and asset transfer two facilities to the voluntary sector	<ul style="list-style-type: none"> <li>• £28m investment into three new facilities now open in East Manchester, Levenshulme (Arcadia) and Hough End and Broadway LC and Withington LC transferred to community groups.</li> </ul>
Delivery the elite national / regional centres of excellence facilities strategy	<ul style="list-style-type: none"> <li>• £24m National BMX Centre.</li> <li>• £500k Mountain bike Trails in Clayton Vale and Pump Track in Phillips Park.</li> <li>• £1.8m National Taekwondo Centre.</li> <li>• £3.8m National Basketball Performance Centre.</li> <li>• £8m National Speedway Stadium.</li> <li>• £18m Manchester Institute of Health and Performance.</li> </ul>
Deliver the community sports facilities strategy	<ul style="list-style-type: none"> <li>• £8m new FC United of Manchester stadium.</li> <li>• £1.2m modernised Didsbury Sports Ground.</li> <li>• £300k new community grass rugby pitch at East Manchester Academy.</li> <li>• £5m Alexandra Park project including £1.5m new sports facilities in Tennis and Cricket.</li> <li>• £400k refurbished tennis courts in Wythenshawe Park and Fletcher Moss Park.</li> </ul>
Increase the number of key stage 4 pupils who can swim unaided for 25m	<ul style="list-style-type: none"> <li>• 83% pass rate achieved, up from 70% in 2008, highest pass rate nationally (nat. av. 50%).</li> </ul>
Increase external revenue investment in community sport and physical activity	<ul style="list-style-type: none"> <li>• £500k investment from Sport England as part of a core city investment programme.</li> <li>• £350k investment from DCLG and Sport England for the development and delivery of the Manchester Community Games.</li> <li>• £500k investment form Coca Cola for the development and delivery of the Park Lives programme.</li> </ul>

Develop new school sport programme and strategically coordinate and quality assure activity.	<ul style="list-style-type: none"> <li>Active Schools Programme developed and launched, quality assurance framework in place, with currently 38 providers of activity assessed.</li> <li>£1.1m income achieved through trading with schools, up from £800k in 2008.</li> </ul>
Deliver a world leading annual major events programme	<ul style="list-style-type: none"> <li>2008 World Sport programme generated 5 world level events held in the city during that year. The programme engaged over 2,000 volunteers and delivered circa £50m economic impact. Since 2008 the Council has continued to attract world class events, which has generated an estimated economic impact of circa £10-£12m per annum. Over the last 10 years Manchester has been awarded the Ultimate Sport City award three times for the approach to sports events.</li> </ul>
Develop a new population based physical activity service in local neighbourhoods.	<ul style="list-style-type: none"> <li>Active Lifestyles Programme launched and delivered across 30 wards, delivering over 100 sessions per week, engaging 6000 participants annually.</li> </ul>

3.3 Since 2012, the Council has been moving towards establishing its role as an enabler and focusing on setting the strategy, establishing partnerships with organisations, businesses and residents and contract managing the key leisure operators. In addition to this, the Sport and Leisure Team is responsible for:

- leveraging funding for the investment programme to modernise the leisure estate and improving the provision across the public and voluntary sector;
- widening access to all sport and leisure provision and in particularly seeking to engage the 24.4% of Manchester residents who are inactive.
- driving a strong commercial focus for the operation of the contracting arrangements, whilst maximising community benefit, this has seen income raised from the sale of naming rights at the Etihad Stadium and the National Cycling Centre;
- developing partnerships and fostering joint investment strategies, in particular with UK Sport, Sport England, National Governing Bodies of Sport (NGB), Universities, MCFC and Health partners;
- monitoring and delivering the obligations as set out in the 21 Lottery Funding Agreements, which the Council has received capital funding for, totalling over £200m over the last 20 years;
- monitoring new and the existing peppercorn lease arrangements (10), e.g. FC United and the Ameachi Basketball Centre;
- monitoring new and existing Commercial Lease Arrangements (10), e.g. the Etihad Stadium and Power League Soccer Centre in Ardwick;
- monitoring and activating educational commitments to community sports use, working closely with Children's Services (38 Schools);
- managing the provider network for Sports Development;

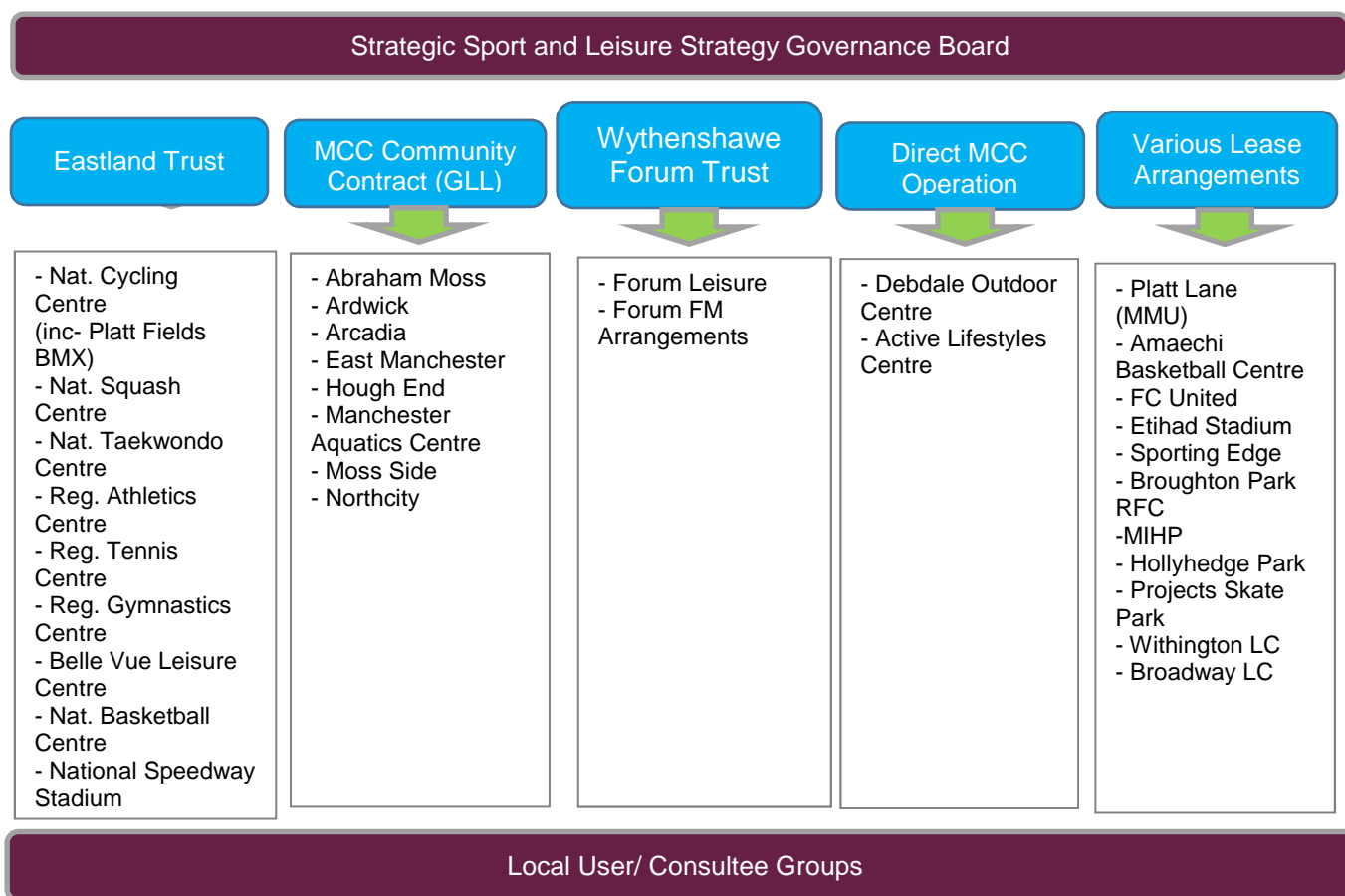


- delivering Quality Assurance Arrangements for the preferred suppliers for extra curricula school sport and physical activity delivery (currently 38 providers registered);
- commissioning and monitoring Physical Activity Service contracts – e.g. the Coca Cola Parklives Programme;
- monitoring and activating the volunteering and skills development agreement - MCR VIP Programme;
- developing the sport and leisure evidence base, which sets the framework for investment, i.e. Indoor Leisure Strategy, Playing Pitch Strategy; and,
- implementing projects and campaigns (local and national) to grow participation i.e. This Girl Can, Active Lifestyles and Community Games.

3.4 The Council's current sport and leisure facility provision is delivered through the following approach and as detailed in figure 1 below.

- Eastlands Trust – (ET), service contract arrangement (value of £1.3m per annum). ET is a registered company, limited by guarantee, non-charitable, with one owner / member – MCC. The Council provides Directors rights to Sport England who fully participate in the arrangement along with British Cycling who are the sole NGB representative.
- Wythenshawe Forum Trust – (WFT), grant funding arrangement. WFT is a registered company, limited by guarantee, non-charitable, with one owner / member – MCC.
- Greenwich Leisure Limited – (GLL), service contract arrangement (value of £3m per annum). GLL is a large National Charitable Trust, operating multiple sites across the UK).
- MCC Direct Management – Debdale Outdoor Centre, Active Lifestyles Centre.
- Various Lease Arrangements – Withington LC, Broadway LC, Etihad Stadium etc.

**Figure 1 – Current Facility Operating and Governance Arrangements**



3.5 The Council's contract with GLL covers the majority of community swimming facilities in the City, including the Manchester Aquatics Centre, which is part of an arrangement with the universities. The Wythenshawe Forum Trust has a separate contract with GLL for Forum Leisure and FM arrangements. The Eastlands Trust directly manages the majority of centres of national and regional status, including Belle Vue and the National Cycling Centre.

#### 4.0 Changing Context

4.1 A number of key areas of changing context have been considered as part of the Sport and Leisure Review and these areas, which are described below, include: a new Our Manchester Strategy and approach; the Population Health Profile; Health and Social Care Devolution and Locality Plan; a new Government Strategy for Sport and associated Sport England Strategy; and, a new Greater Manchester Sport and Physical Activity Strategy.

#### Our Manchester Strategy and Approach

4.2 The new Manchester Strategy, Our Manchester, sets out a vision for 2025 of Manchester as a world class City that is:

- Thriving and Sustainable City– with great jobs and the businesses to create them.

- Highly Skilled – full of talent both home grown and from around the world.
  - Progressive and equitable – a fair city where everyone has an equal chance to contribute and to benefit.
  - Liveable and low carbon – a great place to live with a good quality of life: a clean, green and safe city.
  - Connected - both physically, with world class transport, and digitally, with brilliant broadband.
- 4.3 An overarching strategic objective is to ensure that the Directorate's activity is aligned to the Our Manchester Strategy and that the Our Manchester approach is embedded throughout the Directorate. The Our Manchester Strategy provides the overarching framework and priorities for action by the Council and partners from all sectors over the next 10 years. These priorities are known as the 64 'We Wills' and in order to be able to achieve these high level goals there must be a radical change in the way that the Council and other organisations across the city operate. This radical change is the Our Manchester approach.
- 4.4 The Our Manchester approach will require the Council, our partners and contractors to work in a very different way. We will need to put people at the centre of everything we do, recognising that people are more important than processes, procedures or organisational boundaries. The future arrangements will need to have effective engagement arrangements in places, which put much greater emphasis on listening, then learning, then responding. The new arrangement for sport and leisure will need to create the capacity, interest, enthusiasm and expertise for individuals and communities to do things for themselves. It is critical that future arrangements build long term relationships, which enables honest conversations that give a say and role to both those who need services and those who provide them.
- 4.5 In order to maximise the engagement of residents, services will need to be simpler to understand and navigate, with information on programmes and activities easy to find. Closer co-operation of service providers will be needed as will the strategic co-ordination of service offers and development activities. A clear plan to listen to residents and to jointly develop opportunities for engagement will need to inform a behavioural change model, which seeks to enthuse those residents who are inactive.

### **Population Health Profile**

- 4.6 Manchester has a resident population of 530,292 (mid-2015 population estimate) of which 20% are children aged 0-15. 70.6% are adults aged 16-64 and 9.4% are adults aged 65 and over. We have a lower proportion of older adults than England (18%) and a greater proportion of people from non-white ethnic groups (41% compared with 20% nationally). Manchester is one of the 20% most deprived districts/unitary authorities in England and the health of people in Manchester is generally worse than the England average.
- 4.7 The largest contributors to the gap in life expectancy in Manchester are circulatory diseases, cancers and respiratory diseases. Recent data shows

that we have made sustained progress in some areas, with notable reductions in teenage pregnancy rates, as well as reductions in premature mortality from cardiovascular diseases and suicide. However, there is still considerable work to be done to narrow the health gap between Manchester and the national average, as well a need to reduce inequalities within different areas of the city. The latest data shows that life expectancy is 8.5 years lower for men and 7.1 years lower for women in the most deprived areas of Manchester compared to the least deprived areas.

4.8 The table in appendix 2 outlines the key health statistics for Manchester in 2016 (taken from the 2016/17 Public Health Annual Report) and compares Manchester’s health outcomes with the England average. For example, the table indicates that 11.4% of reception aged children are classed as obese, compared to an England Average of 9.3%. This figure rises to 25.1% of children are classed as obese when they arrive in year 6, compared to an England Average of 19.8%

4.9 In addition, the first set of results have been published from the Sport England Active Lives Survey. As can be seen in Table 1 below - Manchester is performing above national averages with regards to those who are classed as physically active (61.40% equal to 260,300 residents) and fairly active (14.20% equal to 60,200 residents), but performing below national averages in terms of those classed as inactive (24.40% equal to 103,700 residents).

Activity Level	Description	Manchester	England
Inactive	Less Than 30mins per week	24.40%	25.60%
Fairly Active	30-149 minutes per week	14.20%	13.70%
Active	150+ minutes per week	61.40%	60.70%

4.10 For physical activity intervention programmes to achieve the health improvements required over the next period, a commitment to system change and a whole system approach will be needed across the sport and leisure and the health sectors more generally. This will require engagement at the highest level, and the positioning of physical activity and sport at the heart of the health reform agenda. This will be key to helping accelerate the scale and pace of change. Exemplary leadership is challenging inactivity at the highest level, it is helping to engage key influencers, deliver meaningful system change, and secure positive outcomes with and for residents. Going forward, sport and physical activity will need to continue to be established more strongly in the narrative, structures, systems and strategies of health improvement and wider social and economic outcomes.

### **Health and Social Care Devolution and Locality Plan**

4.11 Greater Manchester Health and Social Care Devolution has enabled the Council and the various NHS organisations, together with the Voluntary Sector

and other partners, to produce a five year Locality plan to transform and integrate health and social care services. The vision for the plan is: Manchester people living longer with an integrated health and care system: receiving high quality, affordable and joined up health and care support and encouraged to do what they can to remain healthy. The Locality Plan was approved by the Health and Wellbeing Board 27th April 2016. The Locality Plan is a whole system approach to improving health and social care through radical transformational change, which will improve outcomes and provides the best chance of securing financial stability. The three pillars of the plan are:

- The creation of a Single Hospital Service, which will, generate significant improvements in care for patients from Manchester and beyond, and economies of scale;
- A new Manchester Local Care Organisation, which will integrate out of hospital services around people at a neighbourhood level
- A new Single Commissioning Function to drive improved outcomes and value for money with providers;

4.12 All three pillars are supported by four citywide enabling programmes; enhancing Manchester's workforce, ICT, estates and communications. Manchester Health and Care Commissioning (MHCC) was established on 1 April 2017 as the "Single Commissioning Function" and is the formal partnership between the City Council and Manchester Clinical Commissioning Group. Manchester City Council and the three CCG's initiated a procurement process for the Manchester Local Care Organisation (LCO) and the award stage of the procurement process is now underway with the single qualifying bidder, the Manchester Provider Board.

4.13 Greater alignment between this transformation programme and the sport and leisure arrangements in the future is required to ensure that the Strategy for Sport and Physical Activity and the Locality Plan dovetail seamlessly. Crucially, the sport and leisure provision across the city needs to be able to assimilate a complete and evidentially robust Manchester participation picture and mobilize change initiatives at scale and pace.

### **New Government Strategy and Sport England Strategy**

4.14 In December 2015, the government published "Sporting Future – a new strategy for an Active Nation. The framework for the new strategy identified five clear outcomes including; Physical Wellbeing, Mental Wellbeing, Individual development, Social and Community Development and Economic Development. The strategy set a new framework for stakeholders across the country to work within and ensured activities and investments were directly aligned to the achievement of the outcomes.

4.15 In response, Sport England, the government agency responsible for the distribution of National Lottery and Exchequer funding developed its new strategy – Towards an Active Nation. A new vision was established – "*We want everyone in England regardless of age, background or level of ability to feel able to engage in sport and physical activity. Some will be young, fit and*

*talented, but most will not. We need a sport sector that welcomes everyone – meets their needs, treats them as individuals and values them as customers”.* Sport England also announced seven new investment areas; Tackling Inactivity, Children and Young People, Volunteering, Mass Markets, Sustaining the core market, working locally and facilities, all of which seeks to engage more people in sport and support the sector, resulting in; 1) more people from every background regularly and meaningfully engaging in sport and physical activity and 2) a more productive, sustainable and responsible sports sector. This collectively is Sport England’s contribution to the Government’s five outcomes.

- 4.16 The new Strategy is a step change for Sport England who have historically channelled significant resources through NGB’s, with a focus on increasing participation more generally rather than putting a strong emphasis on those least likely to engage. In order for Manchester to continue to attract investment from Sport England, there will need to be: a greater emphasis on working collaboratively at a place level and across Greater Manchester; combining resources with health partners; a greater understanding of residents needs; and, a deeper understanding of where residents are in relation to the behaviour change cycle. Equally, partnership working with NGB’s will still be required in order to ensure that investment is captured for mass market activities, which are led nationally, such as the HSBC funded Cycle programmes, or those led locally such as accredited club activity.

### **Greater Manchester Sport and Physical Activity**

- 4.17 Significant opportunities are emerging for Manchester, in terms of Health and Social Care and Sport and Physical Activity from work emerging at a Greater Manchester level. Greater Manchester’s Sport and Physical Activity Sector has responded to the changing landscape and mobilized a new approach. This new approach has been informed by a strategic review across the sector. This review, overseen by the GM Health and Social Care partnership, has concluded the following approach in response is required:

- **This is not business as usual.** The old order was not delivering good outcomes for GM’s population and was not fiscally viable. The new order must change this. **We need to be able to demonstrate what is different and what difference it will make.**
- **Place based working is key.** This means public services working together in a place free from the restriction and fragmentation of organisational boundaries.
- **A knowledgeable, flexible and adaptable workforce** is essential to delivering the vision.
- **Transformation requires a shift in the paradigm from responding to crises to a radical upgrade in population health and transforming community based care,** at scale. This means prevention, early intervention and the right care at the right time, close to home.
- **Commissioning collaboratively to achieve outcomes** – out with organisational boundaries.

- **Commissioning needs to be at the right level** – GM, Locality, neighbourhood, micro.
- **Action across the life course** - giving children the best start in life, good work and good health to live well, and ageing well – with key programmes of work to radically improve outcomes.
- **The new deal with the public** includes a need for people to take responsibility for their own health and lifestyle choices, including keeping active at all stages of life.
- **The investment in health and social care is £6 billion** and this needs to flow differently around the system. There is also a £2 billion gap to be addressed through the transformation process.
- **The challenges are the opportunities.** The goal is to see the greatest and fastest improvement in health, wealth and wellbeing of the 2.8m people in GM.

4.18 A key output of this review has been the establishment of a new Memorandum of Understanding (MOU) between Sport England, GMCA, NHS in Greater Manchester (NHSGM), comprising of 27 NHS organisations and NHS England. A framework for joint working is emerging and priority themes for early consideration include:

- **Work and health** – working with new economy to build increased sport and physical activity into the next phase of the work and health programme.
- **Learning Difficulties** – seeking to develop significantly increased opportunities for people with learning difficulties to participate in sport and physical activity.
- **Ageing well** – working with the centre for ageing on their “I keep physically and mentally healthy and active” strand.
- **Building Sport and Physical activity into care pathways for long term conditions** – working with the two NHS Vanguards and the Cancer Vanguard.
- **GM Moving – working to establish a social movement around sport and physical activity** – and the development of a programme of large scale change to tackle physical inactivity in the GM population, learning from recent insight work.

4.19 As outlined earlier in the report, the GMCA have prioritised physical activity as an early preventative strategy to tackle a range of health concerns by getting the inactive active. This aligned to the new government and Sport England Strategy mentioned above, enables Manchester, subject to the impact of the local transformation of the sector, to maximise the investment opportunities, which are emerging. Importantly both Sport England and Health organisations are seeking a more streamlined set of arrangements for sport and leisure in Manchester, which will provide them with strategic influence and a governance arrangement that they can fully participate in to influence change. This step change would be the catalysis for future investment and would help to sustain the Council’s model for Sport and Leisure over the next decade.

## 5.0 Current Approach

- 5.1 The Council, working with a range of stakeholders, has led the transformation of Manchester's sport and leisure infrastructure over the past 20 years. Sport England along with the Council has continually invested in the asset base; through the hosting of the Commonwealth Games in 2002, to the significant investment in community leisure facilities. A truly world class physical infrastructure has been created, enjoyed by local residents. Additionally, the operating and governance arrangements have also changed over the past 5 years. Whilst this change has driven service improvement, the strategic landscape has significantly shifted, and the sport and leisure sector in Manchester has an opportunity to re-position itself to more effectively maximise the opportunity from these changes, most notably from Health and Social Care and with Sport England.
- 5.2 Following the last review of Sport and Leisure in 2012, the Executive agreed to implement transitional arrangements to enable the Council to implement the Sport and Leisure capital strategy. This strategy resulted in the replacement of three old facilities with three new community leisure facilities at Hough End, East Manchester and Levenshulme, and the asset transfer of Broadway Leisure Centre and Withington Leisure Centre to local community groups. The 3.5 year contract established with GLL enabled the Council to understand the operational performance of the new centres, test new delivery models, give stability through a changing landscape and enable the Council to deliver on the agreed savings targets.

### Performance of the current contracting arrangements

- 5.3 The Strategic Review and Options Appraisal has been informed through consultations with Sport England, Health and Social Care, GLL, Wythenshawe Forum Trust, Eastlands Trust and various officers from the Council's Parks, Leisure and Events service. In addition, service performance has been evaluated by external independent assessments via mystery shopper analysis. The review carried out has revealed the following:
- Growth in overall visits has been positive, however the engagement with local residents, especially those hardest to reach and non-users' needs significant improvement.
  - Mystery shopper reports highlight indifferent performance, where some facilities perform well and some facilities are still short of national benchmarks. The Average "Net Promotor" recommendation scores, ranged from 6.4 to 7.6. The Net Promoter score is essentially a measure of how likely a customer is to make a positive recommendation about the venue and service to another person. A score below 7 indicates that service users are likely to give negative messages about their experience and scores above 7 indicates that service users are likely to make positive recommendation.
  - Despite provisions in our contracting arrangements, the organisational commitment from the contractors to share customer data to maximise customer relationships has been limited.



- Despite pockets of world class delivery, standards in some areas of delivery and customer care requires significant improvement.
- With regard to back office integration, some progress has been made, but not significant enough to contribute to the Council's required savings targets. This indicates a willingness to collaborate and make savings where deemed possible, but this has fallen short of full integration in areas that are possible.
- There is a need to simplify and significantly improve the customer offer through joined up and coordinated service provisions (gym memberships across all gyms), communications / campaigns and casual users pay and play membership offer (MCR Active card).
- Addressing confusion for customers and providing greater clarity for partners through a simplified arrangement and reduced numbers of facility operators and service providers would benefit local outcomes.
- The inefficiency created with a number of contractors also makes it challenging to assimilate the full Manchester participation picture whilst measuring the agreed KPI's and local outcomes.

5.4 Expanding on this summary in a little more detail, The Council currently has a number of facilities performing extremely well and some which could more effectively deliver on the Council's aspirations. Eight of the facilities have experienced an increase in visits from 2015/16 – 2016/17 by over 20% (for example Hough End LC and Moss Side LC) and seven of the facilities have experienced an increase in visits between 5% and 20% (for example North city and Manchester Aquatics Centre). A facility by facility visitor report is provided below. This variance is in part is due to a short term contract let, which has restricted the operator from bringing forward long term investment propositions to significantly enhance the offer. A longer-term contract would provide greater return on investment capabilities and certainty for the operator to implement a range of proposals.

### **GLL Performance**

- 5.5 The contract with GLL provides a range of subsidised activity for local residents, including: Free swimming, Active Lifestyles Aquatics programme, free access for some club activities, and discounted access for other club and community group activities, free event days, protected time for community activity. In addition, GLL have developed a Community Plan working closely with the Council, focusing in areas of health, sports clubs, workforce and community development. This activity along with provision including: swimming lessons, health and fitness classes, gym and sports hall activities ensures a balance programme of use.
- 5.6 The following provides a summary of the current performance figures relating to the GLL contract.
- **23.8% increase in overall visits** (2015/16 – 2016/17) from 1,978,572 to 2,450,170
  - **78.6% increase in swim school members**, up from 3,490 to 6,222 since the start of the contract in 2014.

- **88.6% increase in gym members**, up from 11,894 to 22,432 since the start of the contract in 2014.
- **84.3%** of all GLL users (where we have a postcode) are Manchester residents.
- We are unable at this stage to provide Manchester resident details for casual users given at present, it is not a requirement to capture data from pay and play customers (who represent 60% of all users).

5.7 As part of GLL's plans to widen access to facilities, GLL have also developed a series of community forums and meet the manager sessions to provide both users and non-users of each of the facilities the chance to meet the team and discuss service provision. There are varied levels of engagement with these forums and more work is required to ensure full representation of the community to enable detailed discussion around future service provision. There is also a need to have a greater focus on engaging non users, to understand their barriers for participation.

5.8 The table below provides details of visitor information on a centre by centre basis and compares the difference from 2015/16 to 2016/17. As can be seen from the table, other than the centres that have closed or been asset transferred to a community organisation, all centres have seen an increase in visitor numbers, with an average of a 23.8% increase.

Centre	15/16 Total	16/17 Total	% Diff
Abraham Moss	148,889	174,248	17.00%
Arcadia, Levenshulme*	131,740	139,857	5.80%
Ardwick**	283	13,430	NA
East Manchester	229,520	250,982	9.40%
Hough End, Chorlton and Withington***	275,499	366,781	24.80%
Manchester Aquatics	482,483	560,375	16.10%
Moss Side	218,671	343,054	56.90%
North City	185,876	196,467	5.70%
Wythenshawe Forum	305,611	404,976	32.50%
Total	1,978,572	2,450,170	23.80%

\*Levenshulme closed in 16/17 so 15/16 numbers added to Arcadia numbers for accurate comparison.

\*\*Ardwick sees such a growth due to the Roller Hockey club moving in from the old Arcadia facility and new data comparison approach. % growth not a relevant.

\*\*\* Chorlton closed in 16/17 so 15/16 numbers added to Hough End and Withington numbers following transfer, to enable accurate comparison.

5.9 From a financial perspective, the current contract with GLL has cost the Council an average of £1.53m less per annum than the previous arrangement. There has been significant levels of income growth from swimming lessons and gym memberships. With further investment planned for the leisure estate (Abraham Moss LC – c.£16m and Moss Side LC – c.£8m) and energy

efficiency measures, this will enable the Indoor Leisure budget to reduce further from 2018/19 onwards.

### Eastlands Trust Performance

- 5.10 In addition to facilitating world class training programmes for NGB's and Team GB Squads, such as British Cycling and GB Taekwondo, the Eastlands Trust are responsible for the community coaching and outreach programme for these centres. Coaching programmes and community activities are delivered by the Trust's coaching and development team in Athletics, Basketball, Track Cycling, BMX, Mountain Biking, Football, Gymnastics, Taekwondo, Tennis, Gym and fitness classes. These activities were transferred to the Trust in April 2016 as part of The Neighbourhoods Service redesign. In addition to the operation of the centres and delivery of the coaching programmes, Eastlands Trust are also providing support to sports clubs to grow capacity and opportunities for local residents.
- 5.11 The Eastlands Trust engage with users of the facilities as and when issues arise. Some sporting groups have their own networks, i.e. Athletics Network, at which Eastlands Trust are present and discuss the needs of the clubs and coaches. More work to meet with residents, to listen to their views and respond to their needs is required. Accessing programmes and activities on line, remains challenging and breaking down the barriers for Manchester residents to access our elite sports centres is required.
- 5.12 The following provides a summary of the current performance figures relating to the Eastlands Trust contract.
- **14.7% increase in total visits** (2015/16 - 2016/17), up from 812,340 to 931,752.
  - **41.5%** of all Eastlands Trust users (where we have a postcode) are Manchester residents. It should be noted that this reflects these venues being of national and regional status and the user profiles mirrors this.

Indoor Leisure Facility	15/16 Total	16/17 Total	Diff 16-17	% Diff
Belle Vue Leisure Centre & National Basketball Performance Centre	138,589	199,185	60,596	43.7%
BMX Centre Platt Fields	4,712	5,383	671	14.2%
Manchester Tennis & Football Centre	81,136	91,921	10,785	13.3%
National Cycling Centre	224,476	290,913	66,437	29.6%
Regional Gymnastics Centre	112,874	160,182	47,308	41.9%
National Squash Centre and Regional Arena	203,098	131,715	-71,383	35.1%*
Ten Acres Leisure Centre	47,455	52,453	4,998	10.5%
Total	812,340	931,752	119,412	14.7%

\*a reduction in numbers at the National Squash Centre and Regional Arena has occurred due to a change in data capture methodology, changes to event assumptions and EIS moving to the MIHP.

- 5.13 The Eastlands Trust have worked to a fixed contract fee and budget since 2014. The Council's funding for this contract is paid for in full from the Etihad Stadium rental funding arrangement with Sport England. This budget has not been subject to cuts, however, the Council has worked closely with the Eastlands Trust to reduce pressures in the Council's mainstream budget. In addition, the Eastlands Trust have worked closely with the Wythenshawe Forum Trust to save back office costs and have recently commenced resource sharing such as financial and legal. Work is also underway to review the potential savings for closer working with partners based in Eastlands Trust facilities such as NGB's and across GM Leisure Trusts, to explore back office savings and sharing of resources.
- 5.14 The ability to reduce the operational costs of the Eastlands Trust, will result in savings back to the Stadium Rental Account. This is significant, as whilst this funding is not subject to the same Council budget impacts, it does enable discussions with Sport England on how to re-invest these savings into new projects or services, both from a capital and revenue perspective.

#### **Wythenshawe Forum Trust (WFT)**

- 5.15 The WFT is a company limited by guarantee, which MCC is the owner of. WFT is a separate entity of the Council with its own directors, largely from the local Wythenshawe community, which helps to ensure a local focus accountable to its residents. The WFT has responsibilities for managing the Wythenshawe Forum facility in the Wythenshawe district centre. It is responsible for facility management and tenancy agreements as well for the letting of the Forum Leisure contract, which is currently let to GLL and runs concurrently with the Council's leisure contract.
- 5.16 The WFT undertakes a strategic leadership and advocacy role with regards to community engagement, development and leisure provision, working closely with the Council and local stakeholders. A small team of staff are employed as part of its company leadership team, along with Community Sports Activators and coaches to deliver local activities.
- 5.17 As part of the Council's budget setting process, the Council determined that no governance changes should be considered with regards the WFT up to 2020, given its wider remit beyond sport and leisure and across Wythenshawe. However, a continued drive to remove duplication with regards to service delivery and inefficiency in terms of service administration is required to ensure improved efficiency.

#### **Broadway Leisure Centre and Withington Leisure Centre**

- 5.18 Arguably one of the Council's greatest examples of taking an Our Manchester approach to deliver a key strategy developed with local residents and

communities, Sport and Leisure services worked with both Broadway Community Development Group (BCDG) and Love Withington Baths (LWB) for a 2-3 year period to ensure both community organisations were in a position to operate Broadway Leisure Centre and Withington Baths effectively for the long term. Following this initial period and an initial successful two year lease period, The Council is currently working with both groups to establish a 30 year lease arrangement for both centres. Both centres have recently received investment to carry out desired refurbishment works to begin to transform the facilities, revealing some outstanding examples of the original features of the facilities. The following provides an indication of both centres performance.

Broadway Leisure Centre (BCDG)	Withington Baths (WLWB)
<ul style="list-style-type: none"> <li>• 1,685 gym and swim members.</li> <li>• 500 members attending swimming lessons.</li> <li>• 16 local people employed.</li> <li>• 11 staff trained as level 2 swimming teachers.</li> <li>• 7 staff trained as level 2 gym instructors.</li> <li>• Centre working towards becoming a Dementia Friendly environment.</li> <li>• Operating business plan generated a small surplus, which is being reinvested into improving the building.</li> </ul>	<ul style="list-style-type: none"> <li>• 1,565 Local members of the centre.</li> <li>• 170 children attend after school sessions.</li> <li>• 2 adult learn to swim sessions</li> <li>• Studio 2 has been refurbished, providing sessions for Street Dance, Baby Massage, Pilates, Parent and Toddler Group, Kids Drama and PARS.</li> </ul>

## Universities

- 5.19 The **University of Manchester (UOM)** has a total of 39,700 students and 42 student run sports clubs in British University College Sport (BUCS) competition structure. 36 of these clubs also offer beginner programmes. In addition, UOM offers a wealth of Campus Sport and Halls Sport recreational activity and intra university competition. Four main university sites at Armitage Sports Centre, Manchester Aquatics Centre, Sugden Sports Centre and Wythenshawe Sports Ground, provide an extensive and comprehensive indoor and outdoor sports facilities offer. The University directly manage the Armitage Sports Centre and Wythenshawe Sports Ground, however the Manchester Aquatics Centre is owned by the Council and operated by GLL and the Sugden Sports Centre is jointly owned by both UOM and Manchester Metropolitan University (MMU) via a joint trust vehicle and managed by Serco. UOM and MMU are seeking to tender the operation of the Sugden centre at the same time as the Council propose to contract its leisure operation. We jointly explored a range of options such as joint procurement, but have determined the most appropriate arrangement is to contract separately due to the complex nature of the financial and management arrangements.
- 5.20 **Manchester Metropolitan University (MMU)** has a total of 32,161 students, over 60 student led sports clubs. The University has ambitions to be a top 20

finishing university in BUCS competitions by 2020, The University supports over 70 teams in 50 sports across its facilities. Facilities include Platt Lane Complex, managed in house and accesses the Manchester Aquatics Centre and Sugden Sports Centre. Work is underway to replace Cheshire Sports Centre with a new Manchester Sports Institute in Manchester and the university is working closely with the Council to develop the concept further.

- 5.21 **City in the Community Foundation (CITCF)** is celebrating 30 years of making a difference to the lives of people in Manchester. With over 70 employees working with 40,000 people in Greater Manchester, work is structured around Education, Health, Inclusion, Young Leader Training and City Football Schools. Two flagship projects – **Disability Football** has reached 878 disabled individuals over three years, cost £160K, saved the NHS £47k and created £212k of additional years of healthy and productive life, giving an overall return on investment of £1.63. The **Kicks Programme** is delivered at 8 sites across Manchester reaching up to 500 young people per week. Anti-Social Behaviour fell by 18% around the sites involved in the Kicks programme. £79k of savings to public agencies was identified and an overall return on investment of £1.98 was achieved. In addition, CITC deliver international projects in New York, Melbourne, Mexico City, Bandung, Beijing, Sao Paulo, Kolkata, Cape Coast, Barranquilla, Cape Town and Kuala Lumpur.
- 5.22 **Manchester United Foundation (MUF)** uses football to engage and inspire young people to build a better life for themselves and unite the community in which they live. Dedicated staff deliver football coaching, educational programmes and personal development, providing young people with opportunities to change their lives for the better. The foundations work has engaged 17,920 participants in the last year, 58% are male, 42% female. 587 qualifications were gained, 3215 hours of volunteering has occurred and 9,448 children have been reached through their work in 19 schools. A total of £1.4m was generated in fundraising activities.
- 5.23 There is a significant amount of work being carried out by the organisations listed in this report, each having a significant impact. Furthermore good engagement and collaboration exists amongst the partners who meet as part of a strategic network – The Manchester Sport and Physical Activity Alliance. Whilst commitment exists to work strategically and all are contributing to the development of the Manchester Sport and Physical Activity Strategy, more work could be done to co-ordinate our efforts, work to our strengths and deliver a greater strategic impact with the resources available.
- 5.24 Whilst the above describes Manchester’s Strategic providers of Sport and Physical Activity services, this does not represent the full list, which would be too large to name individually. Around 65% of sports facilities in Manchester are on school sites, especially the 38 secondary schools, although increasingly primary schools are able to facilitate local activity provision. The commercial sector (predominantly gyms and soccer centres) provide a health and fitness and 5-a-side offer to our residents. Our network of circa 800 sports clubs, with 1000’s of teams provide a local structured and recreationally offer, as do a range of community and voluntary organisations, i.e. Park Run who

engage 100's of people in activity each week. The Council's Sport and Leisure service provides leadership to this sector and seeks to build capacity further, ensuring this largely volunteer led resource, often described as the lifeblood of sport, becomes strong, sustainable and is able to grow.

## **6. A New Approach**

- 6.1 The case for change set out throughout this report is compelling. The strategic landscape has dramatically shifted, priorities have changed, the need to more meaningfully tackle inactivity and rising obesity levels is clearly evident, energy needs to be targeted to improve the mental and physical well-being of our residents and preventing ill health, whilst supporting older people to stay independent for longer. We need to ensure those currently engaged in sport and physical activity remain doing so and we need to put people at the centre of joined up services, achieving much greater levels of engagement with residents in the process and design and delivery of services and interventions, that more effectively meet their needs.
- 6.2 The analysis indicates that a new approach is required for the following reasons:
- To ensure a co-ordinated and consistent response to Manchester's new Our Manchester Strategy, which enables an Our Manchester culture to be embedded more effectively through our contracting and governance arrangements.
  - The current arrangements are not appropriately aligned to the objectives and the arrangements for Health and Social Care.
  - The complexity of operational arrangements makes widening access to provision both challenging and confusing for residents. Greater co-ordination of the sport and leisure offer needs to be made and simplified provider arrangements are needed to achieve this.
  - The current arrangements have failed to significantly increase community engagement and influence on current and future service provision.
  - The current arrangements do not provide a strategic vehicle which key partners such as Sport England, can align with, participate in and invest in at a city wide level.
  - Co-ordinated communication with customers is limited to national and local campaigns – a new arrangement could establish better co-ordination of provision i.e. single customer membership offers.
  - Customer insight is limited to existing customers rather than potential new customers and the different arrangements do not encourage the sharing of insight to influence resident behaviour change.
  - Layers of administrative duplication and inefficiency still exists.
- 6.3 Whilst significant improvements have been made in the last 5 years, across both Sport and Leisure and Health and Social Care in the City, Manchester's health statistics remain poor and levels of inactivity remain below national averages. Whilst 320,500 residents are either classed as fairly active or active, 103,700 residents remain inactive. This along with 25.1% of children are classed as obese when they arrive in year 6, and life expectancy is 8.5 years

lower for men and 7.1 years lower for women, partners and stakeholders agree that a radical new way of working is required to tackle our most significant challenges. Furthermore, the need to improve the mental and physical well-being of our residents, a greater focus on preventing ill health, supporting older people to stay independent for longer and a greater requirement to put people at the centre of a joined up service is evident.

6.4 Through the development of the Our Manchester strategy, our residents told us that achieving much greater levels of engagement in the design and delivery of services and interventions that more effectively meet their needs, which would support the development of more resilient communities and individuals was a priority for them. In addition, residents told us leisure and parks were extremely important to them and for their ambitions for Manchester in 2025, world's best sport and leisure was a key element for all to enjoy.

6.5 It is important to acknowledge that we must seek to build from our existing strengths when developing a new approach, which are as follows:

- The Council's reputation nationally, recognised by Sport England and National Governing Bodies as the pre-eminent Local Authority for the development of sport.
- Wythenshawe Forum Trust focus on clearly defined local community and strong engagement with residents. Excellent local engagement of trustees, with a focused remit and local understanding.
- Eastlands Trust Board has key partners engaged on equal footing, with efficient decision making and clarity of focus.
- Significant resources, capacity and expertise amongst stakeholders for sport and physical activity programmes and services, and sports events. – City Council, Eastlands Trust, GLL, National Governing Bodies of Sport, Universities, Schools and Colleges, City in the Community Foundation, Manchester United Foundation, Greatersport, clubs, community groups and third sector organisations.
- Underwriting of large proportion of operational risk via risk transfer inherent in operating contract.
- Community contract with GLL brings a commercial focus and maximises income generation and efficiency – there is a strong brand and consistency across venues.
- Greater clarity of roles than previous structures, particularly around elite venues coordinated through Eastlands Trust.
- Clarity of performance standards and improved performance management.
- Clearer specification, providing greater influence over outcomes and control over key aspects of programming, pricing and investment.
- Strong commitment to training and staff development, with good examples of career progression for local employees.

### **The Vision for a new approach**

6.6 The above narrative, provides a clear rationale for the development of a new Sport and Physical Activity Strategy for Manchester. The development of this new Sport and Physical Activity Strategy is currently underway to provide the



long term strategic framework for the Council, partners, stakeholders and local communities to operate within.

- 6.7 The principles of Our Manchester are being embedded in the approach with the development of this new Sport and Physical Activity Strategy. We will be working together with residents and stakeholders, building relationships and creating new conversations. We will be listening to the views of our residents, learning and responding more than we have ever done before. We will recognise the strengths of individuals, communities and organisations and use these strengths in the design and implementation of the strategy. The largest ever conversation with residents about Sport and Physical Activity in Manchester is currently taking place, through a resident survey and strengths based workshops, covering subject areas that mean the most to residents, all of which will inform the new strategy.
- 6.8 This current consultation period follows a period of strategic landscape review and stakeholder engagement, whereby partners, including MCFC City in the Community, Manchester United Foundation, GreaterSport, Eastlands Trust, Wythenshawe Forum Trust, GLL, Sport England, Public Health, Education, CCG's, Schools, Colleges and Universities have all had their say. This work over the past six months has helped to shape a draft new Vision, Aims, Objectives and Key Priorities which are currently being tested with residents, as part of an extensive consultation and engagement exercise described above. The draft Vision, which will be refined, sets out a desire "**to establish Manchester in the top flight of world class sport cities, with all residents active across the life course, helping residents to transform their health and wellbeing**". This will be underpinned by a clear plan to engage people in shaping the way we do things, rather than the processes or procedures determining the approach.
- 6.9 The draft Aims for the Strategy are to:
- Encourage Active Lives for all adults, tackling levels of inactivity, growing sports participation, and creating resilient habits for those already active. This will contribute towards the transformation of residents' mental and physical health and wellbeing.
  - Widen access to the offer by embedding an inclusive culture in all activities. This will be achieved by listening to residents, recognising strengths of individuals and communities, and by working together to create better lives.
  - Ensure our children and young people are more active and develop key physical literacy skills, enabling life-long participation in sport and physical activity.
  - Be known globally as a city of sporting excellence, through hosting of major sporting events, facilitating elite performance of its professional teams, the athletes and sports who are based in the city, and developing home-grown talented athletes.
  - Create a high quality, efficient, accessible and sustainable network of sport and leisure facilities and green spaces supporting residents to lead more active lifestyles and achieve their potential.

- Have an offer that is welcoming, engaging and easy to access for all people, made possible by excellent communications and marketing infrastructure.
- Have a skilled, fit for purpose workforce with the skills to support this transformation.
- Embrace behaviour change principles, be insight led, collaborate effectively and above all else, build from the strengths of our residents and communities.

## 7.0 Sport and Leisure Considerations and Options Appraisal

### 7.1 The Options Appraisal needs to address the following **challenges**:

- Large number of operators and service providers has challenges:
  - Confusion for customers over service offer, not easy to find programmes and activities
  - Strategic coordination of service officers and development activities, i.e. single gym membership across GLL and Eastlands sites.
  - Variable standards of delivery, particularly facilities management.
  - Complexity and duplication of effort to assimilate a complete and evidentially robust 'Manchester Participation Picture'.
- Competing pressures created by splits of responsibilities – e.g. sport development time in facilities and event hosting costs.
- Operators slow in bringing forward facility investment proposals.
- Ensuring a greater local focus from national operators, to ensure a culture change process is aligned to the local strategic vision and approach.
- Under-use of partner expertise – e.g. University research capabilities / 'brand' and reach of football clubs / insight team in the County Sports Partnership (Greater Sport).
- Closer collaboration amongst operators to ensure local outcomes are maximised.
- Potential competing pressures over commerciality and sustainability vis-a-vis community engagement & meeting local needs.
- Further development of the service specification and performance framework to support robust measurement of KPI's and enable greater sharing of customer data to maximise customer relationship.
- Further progress can be made for sharing back office functions between operators.

### 7.2 For ease of reference, the various models will be tested against the **outcomes** identified below:

- **Improved Health** - Improving the quality of life, health & wellbeing of Manchester residents, particularly those who are currently inactive.
- **Our Manchester Approach** – Demonstrate an Our Manchester approach to all aspects of delivery – Building community strength, listening, learning and then acting.
- **Inclusive** - Developing targeted intervention and delivery to maximise impact. Key target groups will include:
  - Children & young people

- Inactive residents
- Underrepresented groups
- **Co-ordinated** - Providing a 'joined up' offer, particularly from a customer perspective and in the context of ensuring access to the variety of venues in the city – both MCC controlled and those on education sites in particular.
- **In Partnership** - Developing partnerships which provide clarity over the roles and contributions of each stakeholder, enabling improved coordination of resources and sharing of intelligence;
- **Financially Sustainable** - Delivering an efficient and effective service (within budget), which meets customer needs and partner aspirations – ensuring a world-class service and world-class facilities management.
- **Accessible** - Activating green spaces and informal activity places, providing physical activity opportunities that are locally accessible.
- **Work & Skills** - Developing a workforce with appropriate skills and training, providing local employment and apprenticeship opportunities.

### Financial Targets

- 7.3 A key consideration for the Options Appraisal is to deliver the required savings for the Council's budget. A total saving of £950k was agreed by the Executive in February 2017 and the description for how this will be achieved is set out in the table below. In addition savings will be made following the £24m capital investment that the Council is making in a new Leisure Centre at Abraham Moss and a refurbishment of Moss Side Leisure Centre. With new / modernised facilities, the cost of running these facilities will be significantly less. Any slippage in the programme to deliver the new arrangements from April 2018 will result in the savings not being achieved.

Description	2018/19 £,000	2019/20 £,000	Total £,000
Further reduce costs of indoor leisure through re-commissioning of Leisure Contract	£500	£150	£650
Energy improvements on leisure buildings - any savings will accrue to the leisure contract	£50	£50	£100
Wythenshawe Forum Trust - efficiencies from sharing back office functions	£50	£50	£100
Co-commissioning leisure services across Greater Manchester. This includes looking at ways in which 12 leisure operators across GM can collaborate more effectively	£50	£50	£100
<b>TOTAL</b>	<b>£650</b>	<b>£300</b>	<b>£950</b>

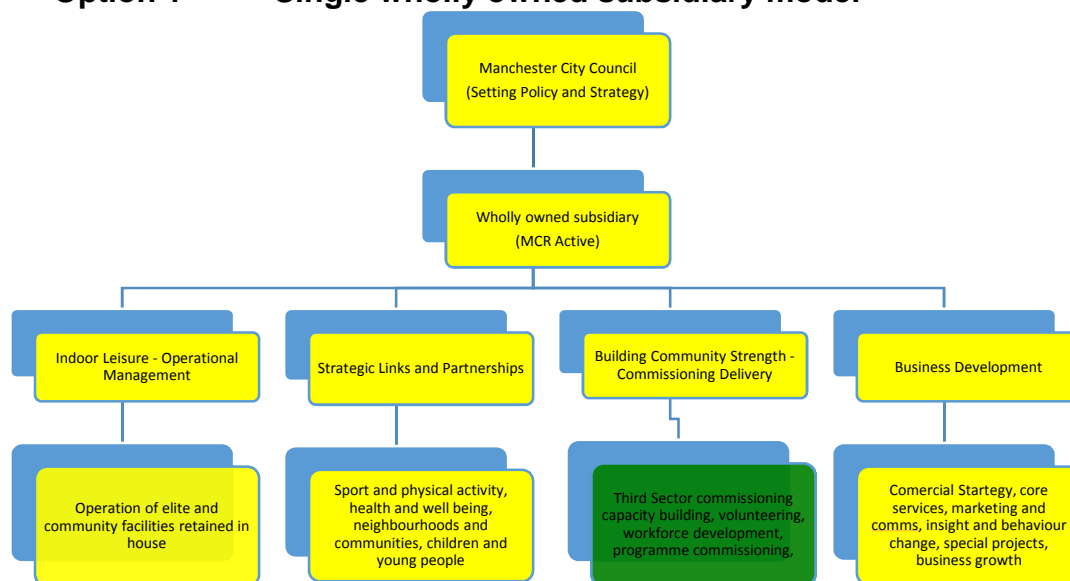
### Options Appraisal

- 7.4 A number of options have been considered as part of the appraisal, however, initially a recasting of the appraisal carried out in 2012 was undertaken. Given the local and national landscape changes, both in strategic and fiscal terms

(i.e. treatment of business rates locally), options considered at that time could not provide the level of savings required nor service outcomes expected from future arrangements. A desk top review of a total of 10 different options were outlined as part of this review. Following the initial scoping and analysis, three of the models identified have been considered for detailed review, as the initial analysis demonstrated they most effectively meet the Council's future requirements. Of all options described, each would need to comply with all legal obligations including EU public procurement rules. These are listed below:

- **Option 1 – Single wholly owned subsidiary model** - Likely to be some form of local authority controlled company, responsible for the strategy implementation and direct delivery. Under this model the Council effectively underwrites the operational risk.
- **Options 2 - Split Strategic Service and Operational Contract model** – Likely to be some form of local authority controlled company, responsible for the strategy implementation with the direct operational delivery contracted out. Under this model the Contractor effectively underwrites the operational risk.
- **Option 3 – Refocus of Existing Arrangements** - Existing governance and operating arrangements remain in place, however a re-focusing of strategic priorities become embedded within performance management arrangements between the Council and commissioned organisations.

### 7.5 Option 1 - Single wholly owned subsidiary model



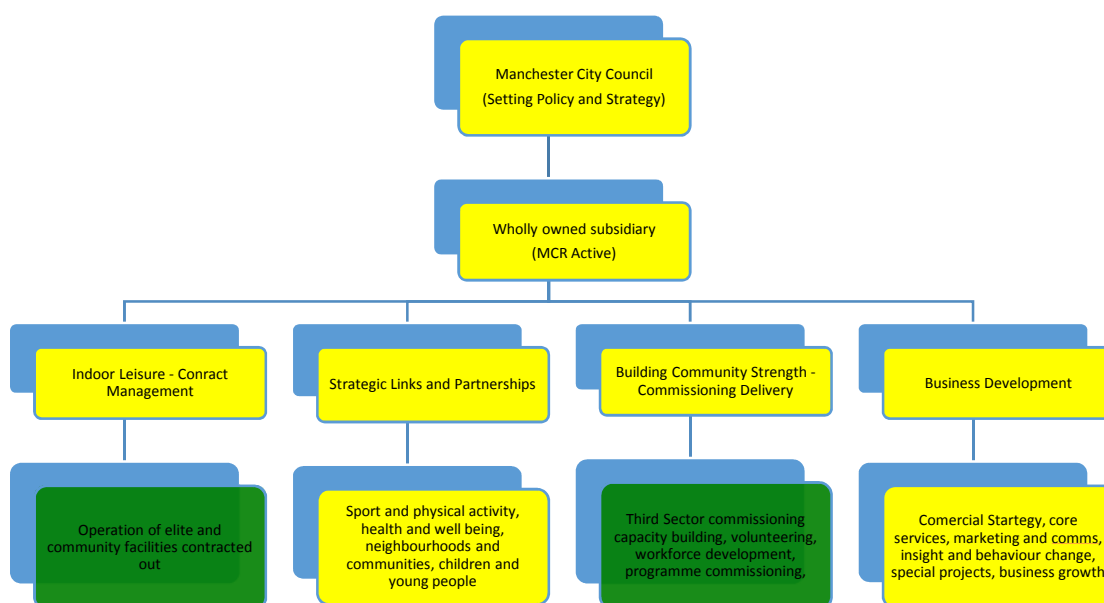
**KEY**

- External - Grant or Contract
- Internal – MCC Underwritten

<b>Option 1 – Single wholly owned subsidiary model</b>	
<b>Description</b>	<p>The Council would retain responsibility for setting the strategic priorities for sport and leisure, agreeing the commercial strategy and providing revenue and capital resources in partnership with Sport England to the subsidiary, a clear performance management function - managing the performance of the subsidiary, a property function - issuing any required leases and community use agreements.</p> <p>Creation of a wholly owned subsidiary of the Council (MCR Active), with all community and elite facilities managed and operated “in house” by the subsidiary with associated responsibilities for delivery of development services, outreach activities, event bidding and co-ordination.</p> <p>The wholly owned subsidiary would permit other partners to participate in the governance arrangement i.e. Sport England and Health. The company would be responsible for overseeing the implementation of the strategy in neighbourhoods and across all 757 publically accessible sport and leisure assets across the city.</p> <p>The company would be responsible for the direct delivery of services across 20 sport and leisure buildings. Under this model the Council effectively underwrites the financial and service delivery risks.</p> <p>The company would also be responsible for: managing the commissioning arrangements across the voluntary sectors; monitoring grant funding arrangements; activating the various capital funding agreements; monitoring community use agreements; and monitoring the lease arrangements across the city. As part of this work the company will be required to build the capacity of the third sector and strengthen volunteer arrangements to ensure that we build community strength and resilience.</p>
<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>• Greater co-ordination and sharing of resources at a service development level.</li> <li>• Alignment of resources with local needs of residents.</li> <li>• Council retains responsibility for pricing and programming.</li> <li>• Potential for growth in other service areas.</li> <li>• Wholly owned and therefore clear alignment to the strategic drivers of the city and control retained by the Council.</li> <li>• Potential to offer opportunity for engagement with city wide partners, for example health and education.</li> </ul>	<ul style="list-style-type: none"> <li>• Operating risk being retained by the wholly owned company.</li> <li>• Potential for competing priorities or loss of strategic focus if financial performance of the 20 venues is under pressure.</li> <li>• Sport England analysis on their own leisure estate nationally has concluded that this approach creates risk, which they are broadly not in favour of for swimming pools in particular.</li> <li>• This model can stagnate and lack innovation over time as the</li> </ul>

<ul style="list-style-type: none"> <li>Operational arrangements more likely to flex to reflect local policy changes.</li> <li>All surpluses reinvested and no requirement for company to generate an excessive operating profit.</li> <li>A good balance between commercial and community objectives being sought.</li> </ul>	<p>workforce remains fairly static and can lack fresh ideas. This is a particular risk for areas of commercial focus.</p> <ul style="list-style-type: none"> <li>Lacking industry expertise and wider national partnerships developed and informed from all parts of the country possible from dedicated national leisure operator.</li> </ul>
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**7.6 Option 2 – Split Strategic Service and Operational Contract model**



**Option 2 – Split Strategic Service and Operational Contract model**

<p><b>Description</b></p>	<p>The Council would retain responsibility for setting the strategic priorities for sport and leisure, agreeing the commercial strategy and providing revenue and capital resources in partnership with Sport England to the subsidiary, a clear performance management function - managing the performance of the subsidiary, a property function - issuing any required leases and community use agreements.</p> <p>Creation of a wholly owned subsidiary of the Council (MCR Active), with all community and elite facilities managed and operated externally but the subsidiary would be responsible for delivery of development services, outreach activities, event bidding and co-ordination.</p> <p>The wholly owned subsidiary would permit other partners to participate in the governance arrangement i.e. Sport England and Health. The company would be responsible for overseeing the</p>
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	<p>implementation of the strategy in neighbourhoods and across all 757 publically accessible sport and leisure assets across the city.</p> <p>The “split” element of the structure is achieved by contracting the operation of all Council owned Sport and Leisure facilities (20) – both community and elite to a third party – most likely a national sport and leisure operator.</p> <p>The company would also be responsible for: the managing the commissioning arrangements across the voluntary sectors; monitoring grant funding arrangements; activating the various capital funding agreements; monitoring community use agreements; and monitoring the lease arrangements across the city. As part of this work the company will be required to build the capacity of the third sector and strengthen volunteer arrangements to ensure that we build community strength and resilience.</p>
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Financially de-risks the Council by placing the operational risk (achieving income) on the contracted operator.</li> <li>• Aligns responsibilities to organisational strengths and ensures clarity of focus over roles and responsibilities.</li> <li>• Council retains responsibility for pricing and programming.</li> <li>• All facilities in one place, simplifying the landscape and delivering the required strategic coordination over the service offer to residents.</li> <li>• Clear focus though “MCR Active” to build community strength, by commissioning delivery at every opportunity where appropriate.</li> <li>• Achieves a balance between local insight and knowledge with economies of scale and efficiency are paramount.</li> </ul>	<ul style="list-style-type: none"> <li>• Requires key stakeholders – Council, Subsidiary (“MCR Active”) and contracted operator, to clearly understand and implement roles and responsibilities as set out.</li> <li>• Potential for operator to perceive a two client arrangement (Council and MCR Active).</li> <li>• Clear data sharing agreements required to develop the clear participation / performance picture</li> <li>• Profit share arrangement would result in some operating surpluses being lost.</li> <li>• Operator would be subject to a procurement exercise and this has associated risks.</li> </ul>

### 7.7 Option 3 Refocus of Existing Arrangements

<b>Option 3 – Refocus of Existing Arrangements</b>	
<b>Description</b>	<p>Existing governance and operating arrangements remain in place, however a re-focusing of strategic priorities become embedded within performance management arrangements between the Council and contracted and commissioned organisations.</p> <p>Eastlands Trust (operator of elite national / regional centres of excellence) and Wythenshawe Trust (operator of Wythenshawe Forum Trust) Governance arrangements continue, with service</p>

	<p>contracts and grant agreements re-issued to them from the Council.</p> <p>The contract for the community Leisure Centres (currently GLL) for 8 facilities would be re-tendered as part of business as usual. Service specification would be developed with revised strategic priorities as identified in this report.</p> <p>All other various agreements and commissioning arrangements with commercial and third sector organisations would continue directly between the Council and the thirds party.</p>
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Building from a strong base of successful strategy, governance and delivery arrangements.</li> <li>• Sustainable model with existing trust arrangements.</li> <li>• National operator contract financially de-risks the Council.</li> <li>• Track record of increasing participation in Sport and Physical Activity.</li> <li>• Delivered a strong commercial focus for a number of years, especially through the delivery of the community contract.</li> </ul>	<ul style="list-style-type: none"> <li>• Large number of operators and service providers has challenges</li> <li>• Potential for confusion for customers over service offer</li> <li>• Makes strategic coordination of service officers and development activities, i.e. single gym membership across GLL and Eastlands sites difficult.</li> <li>• Potential for continued inefficiency and duplication in administration and delivery.</li> <li>• Potential for continued competing pressures created by multi service delivery organisations.</li> </ul>

### Options Appraisal Narrative

7.8 The table below provides analysis of each option against the Outcomes identified earlier in this report. Each Outcome is RAG rated against each option. Green = Low Risk, Amber = Moderate Risk, Red = High Risk.

Outcome	Option 1 – single wholly owned company	Option 2 – Split Strategic Service and Operational Contract model	Option 3 – Re-focus existing arrangements
Improved Health	Coordinated strategic policy and delivery, within a single company, should facilitate alignment of resources with the	Recognising that facilities management will remain via a contract with an operator, a key aspect will be retaining flexibility within the	The current arrangements facilitate a good level of policy alignment, particularly in relation to non-facility management.



	<p>local needs of Manchester residents. This approach should maximise local focus and understanding.</p> <p><b>Tackling Inactivity -</b> This model can sometimes create a muddled message about the client and contractor responsibility, which can lead to a lack of focus on the competing priorities or loss of strategic focus if financial performance of the 20 venues is under pressure. This may result in less inactivity interventions in locations which generate less revenue. I.e. free at the point of access session.</p> <p>(RAG = Amber)</p>	<p>operating contract for the ‘Active Manchester’ model to deliver locally-focused interventions and initiatives within the centres. Centralising the development resources should support a more coordinated approach, with local focus and insight driving interventions.</p> <p><b>Tackling Inactivity –</b> The split in responsibilities should facilitate stronger engagement with other commissioners such as Health (as there is a clear contractor/ client split) to enable the maximum investment to flow into tackling inactivity in the most appropriate strategic locations and the most appropriate intervention for the audience targeted. (RAG = Green)</p>	<p>However, Facilities Management remains split between two partners and the ‘specification-driven’ nature of the community’s contract does reduce operational flexibility. Further, all three parties (MCC / Eastlands Trust / GLL) currently retain some level of development resource, with potential for lack of coordination and overlap / gaps in services.</p> <p><b>Tackling Inactivity –</b> The split in responsibilities does facilitate strong engagement with other commissioners, however, the number of operator’s can result in campaigns becoming disjointed and uncoordinated. (RAG = Red)</p>
<p>Our Manchester</p>	<p>With a clear mandate on the approach this model would be able to deliver a single consistent message to the workforce and roll out appropriate training and development to ensure that the Our Manchester approach is adopted. There may be competing priorities or loss of strategic focus if financial</p>	<p>With a clear mandate on the approach this model would be able to deliver a single consistent message to the workforce and roll out appropriate training and development to ensure that the Our Manchester approach is adopted.</p>	<p>The layers of different service provision could result in a lack of consistency in the application of the Our Manchester approach. The approach could become becoming disjointed and challenging to co-ordinated.</p>

	performance of the 20 venues is under pressure, this may create tension between the commercial imperative and the need to engage residents. (RAG = Amber)	(RAG = Green)	(RAG = Amber)
Inclusive	Management and coordination of data, both from customers and non-users, will be critical to developing local insight and understanding. A single delivery model should facilitate this at both a strategic and operational level. Data sets from across facilities, events, development interventions, workforce, volunteers etc. can be coordinated and interrogated to enhance local understanding and knowledge.  (RAG = Green)	Separation of facilities management will challenge the coordination and interrogation of data, meaning that any future operating contract will need to clearly articulate the scope of data capture required and the requirement for sharing and pooling of data / insight with the Council.  (RAG = Amber)	The current model is a significant improvement on the pre-2012 landscape, with clearer definitions and better sharing of data. However, there remain challenges in the various systems 'talking' to each other and in relation to data field alignment. Further, the planned 2018 changes in data legislation will place greater emphasis on clarity of data capture, security, use and dissemination, which will need to be considered – particularly in the context of a model where a number of parties are responsible for capturing, processing and sharing information. (RAG = Red)
Co-ordinated	A single delivery model should enable clear coordination and transparency of access to MCC venues, with coordinated booking systems, membership arrangements and marketing / communications.	Similar to the single delivery model, coordinated access to MCC facilities will be facilitated via a single operating contract.	The current offer better aligns delivery resource than previous arrangements, however, there remains a split between venues operation, which reduces coordination from a customer perspective and from

	<p>However, access to education sites will remain a key issue to address, particularly given the stock of Sports Halls and artificial pitches on school sites. (RAG = Green)</p>	(RAG = Green)	<p>a key partner perspective.</p> <p>(RAG = Red)</p>
In Partnership	<p>A concern with a single delivery model is that partner engagement will not be at the appropriate level. For example, involving local partners in the main board could make this structure unwieldy and would dilute any benefits from local partners, as their input would be related to a particular area rather than city-wide.</p> <p>Creation of various sub-boards / committees would therefore be required to address these concerns. (RAG = Green)</p>	<p>Similar to the single delivery model, albeit with a clarity of facilities management focus via the operating contract arrangements.</p> <p>(RAG = Green)</p>	<p>The current structures align well with partner engagement at appropriate stages – particularly in relation to elite venues and key NGB / Sport England stakeholders. This arrangement does not provide a single vehicle for partners to participate in.</p> <p>However, there remain challenges with regard to sharing intelligence between facility operations in particular.</p> <p>(RAG = Amber)</p>
Financial Sustainability	<p>Within a single structure, the resource and expertise required to deliver partner aspirations remains within the remit of the delivery model. However, within this context, all operating risk and day-to-day management also remains within the company, potentially creating significant resource pressures between day to day management and</p>	<p>A split delivery model, including an FM contract for facility operations, allows some level of risk transfer and benefits associated with economies of scale and facilities management expertise from a national partner. A carefully managed procurement process can support selection of a partner with similar values to the</p>	<p>The current arrangements have provided considerable financial efficiencies compared to the previous arrangements.</p> <p>However, there remain opportunities to further coordinate delivery, particularly in relation to development services and community interventions.</p>

	<p>taking a strategic governance role.</p> <p>(RAG = Red)</p>	<p>Council, supporting world class facility management across the estate.</p> <p>(RAG = Green)</p>	<p>(RAG = Amber)</p>
<p>Accessible</p>	<p>Providing a coordinated approach to development services, with local focus and insight, should support activation of physical activity opportunities across the city. Facilities can be used as 'hubs' in many cases, within hub and spoke models of provision, accessing school sites, outdoor spaces and playing pitches to deliver locally accessible opportunities for physical activity.</p> <p>(RAG = Green)</p>	<p>A split delivery model will require careful drafting of the services specification for facilities management, in order that the development services can access facilities when required and customers benefit from a coordinated service.</p> <p>(RAG = Green)</p>	<p>Within the existing model, the Council, Eastlands Trust and GLL all have some development responsibilities, and there are various good practice examples from this over the past few years. However, coordination is more problematic within this model, and there have been moves to streamline and provide greater clarity to partners, such as Eastlands Trust taking a lead on some key sports partnerships – this type of streamlining could be better suited to a further level of coordination in future.</p> <p>(RAG = Amber)</p>
<p>Work &amp; Skills</p>	<p>In all models, a focus on Manchester residents should maximise opportunities for skills development and employment. Apprenticeship opportunities can be built in to each option and should be a core part of any partnership in future.</p> <p>(RAG = Green)</p>	<p>In all models, a focus on Manchester residents should maximise opportunities for skills development and employment. Apprenticeship opportunities can be built in to each option and should be a core part of any partnership in future.</p> <p>(RAG = Green)</p>	<p>In all models, a focus on Manchester residents should maximise opportunities for skills development and employment. Apprenticeship opportunities can be built in to each option and should be a core part of any partnership in future.</p> <p>(RAG = Green)</p>

### Preferred Option

- 7.9 All three options have a number of strengths in terms of the alignment with the outcomes the Council is seeking beyond 2018. It is clear that an opportunity

exists to develop a new approach, which builds on the achievements of the last five years. In this context, both option 1 and 2 offer the greatest opportunities to establish a platform to engage both Sport England and the Health sector in a more meaningful way. Both of these options create opportunities to strengthen investment externally and create alignment between the three major public funders of sport and physical activity.

- 7.10 For any of these options to be successful they would all be required to embed an Our Manchester approach and continue the journey of building community strength and investing in community delivery models. This will be a significant step change, regardless of which option is progressed.
- 7.11 If the Council is to achieve financial sustainability for this service over time and insulate the sport and leisure sector from further public sector funding cuts, there is a strong need to diversify the funding model and share risk. There are clearly some considerable risks with taking all delivery aspects into a single vehicle at once (option 1), although this can be partly offset by savings on overheads and profit (which would be taken by a leisure operator under option 2). However, future financial pressures may also result in an inadvertent focus on day-to-day delivery under option 1, rather than delivering the strategy and targeted intervention across the whole sector. In this context, the Option Appraisal is recommending that Option 2 is most likely to provide the optimum balance of risk and strategic coordination for the Council.
- 7.12 It will be recommended that **Option 2** is pursued, subject to a Public Sector Comparator exercise, which should be developed as part of the procurement process, to ensure the operating contract provides best value for money compared to a single delivery model. The development of this option will need to comply with all legal obligations including EU public procurement rules. It is proposed that the Council should also assess whether the outcomes from implementing separate/ stand-alone arrangements for specific venues offers better value for money for those individual venues, for example Wythenshawe Forum or Abraham Moss and the Abraham Moss School managing this site. It is proposed that this exercise would run in parallel with the procurement exercise and the business case evaluating this in the light of hard evidence of market based proposals would be presented to Executive in December for determination.

## **8.0 Delivering Change**

- 8.1 There are six key workstreams required to deliver the step change required for Sport and Leisure, these are set out below:
- **Building Community Strength** - The first principle of the new model will be to build community strength. This will be achieved by placing this priority at the heart of the service redesign, ensuring that it is fully understood, built into commissioning frameworks and is measured. The Our Manchester principles will form an essential part of setting the strategy, the service plan, recruitment processes and appraisals for the workforce. It will also be built into contracting and commissioning

arrangements. Whilst there are some great examples of this already in Manchester, MCR Active will need to embed this approach in all that it does, to build greater community resilience as budgets reduce.

- **Sport and Physical Activity Strategy** – Secondly, a new Sport and Physical Activity Strategy will be developed collaboratively with residents, where they will have a greater say and engagement in the future of sport and physical activity provision in the city. In addition to residents, the Council's partners, including those from Health and Social Care, Sport England, National Governing Bodies, Universities, Sports clubs and many more will be able influence what the strategy becomes and how it is implemented and managed once adopted.
- **Governance** - Thirdly, a single over-arching governance board will be established for MCR Active. This will be co-designed with our stakeholders, who will form part of an advisory board, ensuring they have full buy-in and awareness of its role, its function and its purpose. The design of this vehicle will be framed around the strengths of organisations to deliver on the priorities identified with them. It is also proposed that building local community "Active Networks" across each area of the city, which are led by the community for the community, and can strategically coordinate local provision, reaching deep into the heart of our neighbourhoods and reaching those residents furthest away from currently accessing mainstream services. These local Active Networks, will have a direct link with MCR Active as a city wide vehicle and be a significant local network to support the implantation of the new strategy.
- **Leisure Operator** - Where communities are not best placed to undertake responsibilities for themselves, (operating Manchester Aquatics Centre for example), the Council will procure an operating arrangement for these facilities. The operator is expected to work to their strengths and bring significant commercial and operational expertise and ensure compliance with all legislation. The operator will not be asked to undertake duties that do not align to their strengths to enable them to focus on the objective of growing leisure centre usage and removing significant financial risk from the Council.
- **Tackling the Inactive** – The new arrangements will be required to place a much stronger emphasis on understanding the factors effecting inactivity. Understanding change and the audience will be essential. There is a clear gap between resident's intentions and action around inactivity and there is also a gap between resident's perceptions of activity and taking action. MCR Active will be required to engage residents in the development of plans for moving people from the pre contemplation phase (I.e. physical activity 'is not on my radar') to the contemplation phase (I.e. 'thinking about it') and from the contemplation phase to the preparation phase (I.e. 'planning to do something soon'). These three areas of the physical activity change model have had limited focus by the Council and our partners over the last 20 years.

- **Single Communication Platform** – The new arrangements will be required to activate a single communication platform [www.mcractive.com](http://www.mcractive.com), which will seek to promote all sport and leisure activities across the city in a cohesive way. This will be underpinned by a single user account titled 'MCR Active Card', which will ensure service users can be tracked and evidence is gathered on participation and service uptake. The card will also be utilised to promote activities to service users, reward loyalty and target activities

### **Roles and Responsibilities**

- 8.2 The specific roles of the Council, MCR Active and the contracted operator are set out in Appendix 1. The clarity of roles, aligned to organisation strengths, with simplified arrangements will be easier to understand from both a stakeholder and customer perspective. Given the strategic focus and clear priorities, close working with Health and Social Care partners and Sport England will enabling the potential for co-commissioning of outcomes, maximising our collective resource which will be designed to (in both the short and long term) enable residents and communities to do as much for themselves as possible.
- 8.3 To ensure the new arrangements remain aligned to the Council's outcomes and strategic direction, the Council will propose to bring forward the following set of arrangements for "MCR Active".
- In Legal terms, it is proposed that the Council would be the sole Member of "MCR Active" and will appoint Directors to the Board. The Council will develop with partners the appropriate composition of the Board and the term of Directors, aligned to the Council's and Sport England's codes of good governance.
  - The Executive Members for the portfolio will consider recommendations annually from all partners and stakeholders with regard to pricing, programme modifications and service improvements / reductions, in line with its work around the equalities act.
  - The MCR Active board, in collaboration with the Council will have responsibility for making officer appointments.
  - Given the nature of proposed governance and funding arrangements (Stadium Rental) Sport England will have greater influence across the city. This is welcome as it creates investment capacity from them across a wider remit, more aligned to their new strategy than they do at present. Whilst there are similarities to this model across other local authorities, this model will be unique due to the split nature of strategy, governance and delivery and will build on the special relationship, which the Council has fostered with Sport England over many years.
  - It is suggested that the Eastlands Trust Company, which currently has the appropriate governance, legal, financial, audit, and people frameworks in

place, but is currently set up for a very different purpose is re-defined and re-purposed against the framework for a new approach. To be clear, the responsibilities of “MCR Active” and the approach required will be very different to the work of the Eastlands Trust currently and therefore, significant changes will be implemented to ensure that this vehicle is fit to deliver against the future strategic priorities.

- The new “MCR Active” vehicle will implement the Council’s Sport and Leisure Strategy, performance manage the appointed contracted operator of the Councils leisure facilities and be responsible for community engagement, delivery and voluntary sector capacity building, embedding the principles of an Our Manchester approach in all it does.
- MCR Active would be responsible for managing the operating contract (the value of which is anticipate to be between £2m – 2.5m per annum) as well as: managing the commissioning arrangements across the voluntary sectors; monitoring grant funding arrangements; activating the various capital funding agreements; monitoring community use agreements; and monitoring the lease arrangements across the city. MCR Active will be required to build the capacity of the third sector and strengthen volunteer arrangements to ensure that we build community strength and resilience.

## 9 Conclusion and Next Steps

9.1 The proposals referenced in this report, provide the opportunity to most effectively meet the current strategic priorities of; tackling inactivity and rising obesity levels, improve the mental and physical well-being of our residents, preventing ill health, supporting older people to stay independent for longer, put people at the centre of joined up services, achieve much greater levels of engagement with residents in the design and delivery of services and interventions, that more effectively meet their needs and supporting the development of more resilient communities and individuals. Removing duplication, inefficiency and simplifying the offer and strategically co-ordinating service provision enabling residents to access activities more widely will be achieved.

9.2 The following next steps are centred on three key pieces of work: 1) Development of the Sport and Physical Activity Strategy; 2) Development of new Governance arrangements - The detailed design of MCR Active; and, 3) New Service Delivery Arrangements - commence the procurement of a new operating contract.

- **Manchester Sport and Physical Activity Strategy - Indicative timescales**
  - Commence consultation on draft Strategy - June 17.
  - Review / analyse feedback – August / September 17.
  - Draft revisions to the Strategy October - December 17.
  - Finalise and adopt the strategy – January / February 18.



- **Development of new Governance Arrangements – Design of “MCR Active” - Indicative timescales**
  - Engage stakeholder to inform the detailed design - August 17.
  - Develop draft proposals of MCR Active – September 17.
  - Finalise proposals for MCR Active and circulate for stakeholder comment – October / November 17.
  - Decision on proposals by the Executive - December 17.
  - Mobilisation - January 18 - March 18.
  - Implementation - 1<sup>st</sup> April 18.
  
- **New Service Delivery Arrangements – Indicative timescales**
  - Advertise procurement notice - 31<sup>st</sup> July 17.
  - Development and submission of tenders – August – October 17.
  - Assessment of tenders and test against bench marks and alternative arrangements etc.- November 17
  - Senior Officer and Members Briefings – Dec 17.
  - Report to Executive for Decision – January 18
  - Contract mobilisation - February – April 18.
  - Implementation – 1<sup>st</sup> May 18.
  
- **Establishing new commissioning arrangements across the voluntary sector - Indicative timescales**
  - Finalise new Commissioning arrangements for Communities – December 17.
  - Establish new Commissioning Cycle – April 17.

## **10.0 Key Polices and Considerations**

### **(a) Equal Opportunities**

10.1 None at this juncture, these will be considered in December 2017.

### **(b) Risk Management**

10.2 None at this juncture, these will be considered in December 2017.

### **(c) Legal Considerations**

10.3 None at this juncture, these will be reviewed with Legal Services as part of the next stage to ensure that the proposals comply with all legal obligations, including EU procurement rules.

## Appendix 1 - New Governance and Contracting Approach – Roles and Responsibilities

Functional Area	Roles and Responsibilities		
	Manchester City Council	“MCR Active”	Contractor
<b>Strategy</b>	Adoption of the Our Manchester Strategy	Ensuring the 'Our Manchester' Strategy is fully embedded throughout the organisation and within contracting arrangement	Demonstration of 'our Manchester in every element of service delivery
	Adoption of Sport & Physical Activity Strategy	Development of Sport & Physical Activity Strategy	Contribute to and implement the Sport & Physical Activity Strategy
	Adoption of School Sport and Physical Activity (Active Schools Strategy)	Development of School Sport and Physical Activity (Active Schools Strategy)	Contribute to and implement the School Sport and Physical Activity Strategy
	Adoption Elite Training Centre Strategy	Elite Training Centre Strategy	Contribute to and implement the Elite Training Centre Strategy
	Adoption of GM Sport, Leisure and Physical Activity Policy and Planning	GM Sport, Leisure and Physical Activity Policy and Planning	Contribute to and implement the GM Sport, Leisure and Physical Activity Policy and Planning
	Adoption of Playing Pitch Strategy	Development of Playing Pitch Strategy	Contribute to and implement the Playing Pitch Strategy
	Adoption of Facilities Strategy - Pools, Halls and Courts.	Development of Facilities Strategy - Pools, Halls and Courts.	Contribute to and implement the Facilities Strategy - Pools, Halls and Courts.
	Delivery of facility investment and capital programmes	Business Case development for facility investment and capital programmes	Contribute to and implement the facility investment and capital programmes
<b>Governance</b>	Participation in the relevant governance boards	Facilitating and administering the various governance boards	Participation in the various governance boards
<b>Partnerships</b>		Engagement in Core City partnerships	Engagement in relevant local, regional national and International partnerships
		Engagement in Education sector partnerships	
		Engagement in Third sector partnerships	

		Engagement in health sector partnerships	
		Communities and Local Government relationships and partnerships	
		Engagement in Sport England, UK Sport and wider sports sector partnerships	
		Engagement in NGB partnerships	
		Engagement in Commercial partnerships and contracts	
<b>Property</b>	Performance Management of Active Manchester	Performance management of contractors (not sub-contractors)	To fulfil obligations from being within rateable occupation
	Preparation and issuing of Peppercorn Leases	Monitoring of Peppercorn Leases	
	Preparation and issuing of commercial leases	Monitoring of commercial leases	
	Preparation and issuing community use agreements	Monitoring of community use agreements	
	Agreeing and fulfilling Grant funding obligations	Quality assurance	
		Monitoring grant funding obligations	
<b>Widening Access to Sport and Leisure</b>	Agreeing the Strategic Priorities	Development of MCR Active Card and uptake outside leisure centre's	Mr Active card (administration and promotion)
		Undertaking Equality Impact Assessment	Targeting growth by underrepresented groups
		Development of widening access plan and sports specific plans and activities	Ensuring equitable access in line with the priorities of the plan
<b>Participation and Community Activity</b>	Agreeing the Strategic Priorities	Engage with users to increase participation outside Leisure Centre facilities	Engage with users to increase participation in Leisure Centre facilities
		Engage with non-users through outreach	Engage with non-users through outreach community

		community forum's to increase participation outside Leisure Centre's	forum's to increase participation in Leisure Centre's
		Coordination and delivery of Education provision and schools access (Active Schools Strategy)	Delivery of Education provision and schools access in Leisure Centre's
			Undertaking outreach work to grow participation in Leisure Centre's
			Delivery of 'Pay and play' in leisure centre's
			Delivery of 'Learn to' activities in Leisure Centre's
		Coaching and instruction (mass market engagement) outside Leisure centre's	Coaching and instruction (mass market engagement) in Leisure Centre's
		Health Physical Activity Programme co-commissioning, planning and development	Delivery of Health & Physical Activity intervention in Leisure Centre's
		Club and Voluntary Sector Development, grant funding and capacity building	Facilitating club access obligations
		Development of and funding of Talent development programme	Facilitate talent development access
		Development of Elite sport development programme	Facilitating Elite access obligations
		Volunteering Strategy development	Implementation of volunteering within Leisure Centre's
		Coach Education development planning	
<b>Finance</b>	Providing revenue and capital resources in partnership with Sport England	Reducing Cost to the Council	Reducing Cost to the Client
		Driving efficiency	Driving efficiency
		Underwriting risk to the Council	Underwriting risk to the client
		Financial management of Manchester Active	Financial management of the Contract

<b>Delivering an Excellent Customer Service</b>		Customer Service Policy including complaints procedure	Customer Service Policy including complaints procedure
		Customer engagement (aligned to our Manchester principles)	Customer engagement (aligned to our Manchester principles)
<b>Building Management</b>			Provide grounds maintenance fine turf & public realm
			Routine cleaning & reactive cleaning
<b>Events</b>	Guarantees and underwriting obligations	Sports Event Strategy, bidding and contracting	Fulfilling venue obligations for hosting
		Management of sports event grant funding	Facilitating strategic event requirements
<b>Equipment</b>			Provide industry standard sports equipment
			Provide fit for purpose ancillary equipment
<b>Legislation and Policy</b>		Comply with all relevant legislation	Comply with all relevant legislation relating to all sites
<b>Repairs and Maintenance</b>		Lifecycle replacement as per the division of responsibility	PPM as per the division of responsibility
			Reactive Maintenance as per division of responsibility
<b>Health and Safety Management</b>		Work to HSE industry standards	Work to HSE industry standards
		Implement H&S at Work Act	Implement H&S at Work Act
		Major Incident Reporting	Major Incident Reporting
<b>Quality Assurance Management</b>		Achieve 'Good' Quest scores for service delivery	Achieve 'Good' Quest scores for facility management
			SE National Benchmarking Scheme
<b>Environmental Management</b>			Sustainable improvements that reduce energy use
<b>Carbon omissions</b>			Deliver environmental management systems
		Development of the investment cases	Reduce annual CO2 emissions
<b>Catering and Vending</b>			Provide high quality, value for money with a range of healthy nutritional food & drink

<b>Commercial Focus</b>	Agreeing the Commercial Strategy	Development of the Commercial Strategy and balancing this along the community needs	Catering
			Conferencing
			Retail
			Vending
			Health & Fitness
			Instruction & Lessons
			Attracting commercial events
<b>Marketing and Publicity</b>	Agreeing the Campaigns Strategy	Development of Campaigns and Comms Strategy	Support the delivery of SE and MCC campaigns
			Development of a clear plan aligned to community & commercial objectives
<b>Data ICT Systems</b>		Data Controller	Data Processor on behalf of the Client
		Maximising the use of data to drive business improvement	Provide CRM System
			Provide flexible systems to support future business
<b>People Management</b>		Workforce development of Active Manchester and the wider sports sector	Workforce Development of contracted workforce and volunteers

## Appendix 2

### Key health statistics for Manchester (2016)

<b>POPULATION</b>		
<b>Resident population estimates and 2011 Census</b>	<b>Manchester</b>	<b>England</b>
Total population (Mid-2015)	530,292	54,786,327
Children (0-15)	20.00%	19.00%
Working age (16-64)	70.6	63.3
Retirement age (65 and over)	9.40%	17.70%
Ethnic group: Non-White British (2011 Census)	40.70%	20.20%
<b>WIDER DETERMINANTS OF HEALTH</b>		
	<b>Manchester</b>	<b>England</b>
Deprivation: Index of Multiple Deprivation (IMD) 2015 – % Lower Super Output Areas (LSOAs) in most deprived 10% nationally	40.80%	-
Child poverty – Children under 16 in low income families (2014)	35.60%	20.10%
School readiness (2015/16)	63.70%	69.30%
Educational attainment - 5+ GCSE A*-C English & Maths (2014/15)	46.90%	57.30%
16-18 year olds not in education, employment or training (2015)	6.00%	4.20%
People aged 16-64 in employment (2014/15)	62.20%	72.90%
Job Seekers Allowance (JSA) and Universal Credit (UC) Claimants (December 2016)	2.60%	1.70%
Fuel Poverty (2014)	14.50%	10.60%
Social isolation (2015/16)	44.20%	45.40%
<b>HEALTH IMPROVEMENT</b>		
	<b>Manchester</b>	<b>England</b>
Births and conceptions		
General Fertility rate (2015)	58.9	0.625
Low birth weight births of term babies (2014)	3.70%	2.90%
Under 18 conception rate (2014)	32.3	22.8
Lifestyles	<b>Manchester</b>	<b>England</b>
Prevalence of obesity among reception age children (2015/16)	11.40%	9.30%
Prevalence of obesity among children in Year 6 (2015/16)	25.10%	19.80%
Smoking prevalence - 18 years and over (2015)	22.70%	16.90%
Admission episodes alcohol-related conditions - Narrow (2014/15)	860	640
Reported prevalence of disease (QOF)	<b>Manchester</b>	<b>England</b>
Coronary Heart Disease (CHD) (2015/16)	2.50%	3.20%
Stroke or Transient Ischaemic Attacks (TIA) (2015/16)	1.30%	1.70%
Chronic Obstructive Pulmonary Disease (COPD) (2015/16)	1.90%	1.90%
Hypertension (2015/16)	10.30%	13.80%
<b>HEALTH PROTECTION</b>		
Immunisation, vaccination and screening	<b>Manchester</b>	<b>England</b>
Childhood immunisation uptake (2014/15)	95.30%	95.70%
Influenza vaccination uptake 65+ years (2015/16)	70.10%	71.00%
Breast screening coverage 53-70 years (2014/15)	61.60%	75.40%
Cervical screening coverage 25-64 years (2015/16)	64.80%	72.70%

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# Sport and Leisure Review

# Review of Sport and Leisure

- ▶ Over the past six months, the Neighbourhoods Service has been undertaking a detailed Review of Sport and Leisure
- ▶ Options Appraisal for future governance and commissioning arrangements beyond March 2018
- ▶ This review has been made in the context of:
  - ▶ a new Our Manchester Strategy and approach, ahead of the end of existing service contracts with GLL and the Eastlands Trust (both ending on 31 March 2018);
  - ▶ a new Government (DCMS) Sports Strategy;
  - ▶ a new Sport England Strategy; and,
  - ▶ a rapidly changing Manchester and Greater Manchester landscape in Health and Social Care

# Our Landscape - The Network of Provision

## 757 Sports Facilities

- ▶ 74 Sports Halls
- ▶ 321 Grass Pitches
- ▶ 77 Artificial Grass Pitches
- ▶ 27 Swimming Pools
- ▶ 71 Health and Fitness Suites
- ▶ 67 Tennis Courts
- ▶ 40 Squash Courts
- ▶ 2 Indoor Tennis Centres
- ▶ 5 National Sports Centres
- ▶ 15 Community Leisure Facilities
- ▶ 7 Golf Courses
- ▶ 3 Athletics Tracks

## Over 100 Facility and Community Service Providers

- 20 Council Owned facilities and 2 directly operated
- 7 Eastlands Trust managed and operated
- 9 GLL Managed and Operated
- 500 Sports Clubs with 1000 teams
- 1 WFT Governance Model
- 2 Universities
- 3 Colleges
- 35 Club owned facilities
- 38 Secondary Schools
- 20 Community Organisations

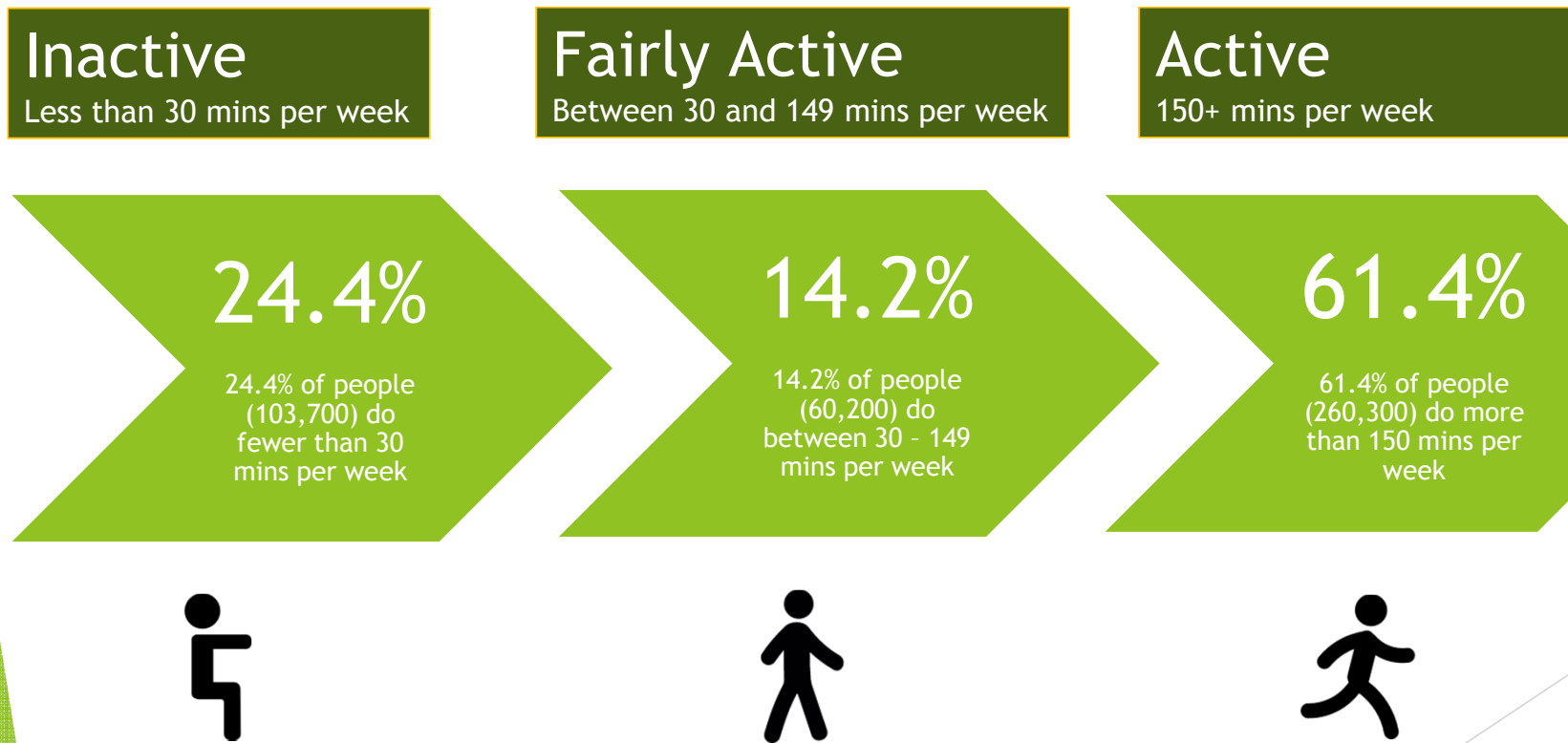
## The Council's Current Role

- ▶ In line with the existing strategy for sports and leisure, the Council has been moving towards establishing its role as an enabler
- ▶ Vast majority of activity is supported to either be:
  - ▶ self-sustaining from trading;
  - ▶ commissioned against outcomes; or
  - ▶ contracted to leisure operators
- ▶ Over 90% of the provision within the city operates in a trading environment and therefore the focus is on:
  - ▶ ensuring excellent customer standards; and
  - ▶ generating increased throughput to sustain and grow provision
- ▶ 20 indoor leisure facilities owned by the Council are currently not self-sustaining. These account for 80% of all Council spend on Sport and Leisure

## Building form an incredibly strong base...

- ▶ Annual increase in participation in sport achieved
- ▶ Unrivalled capital investment programme Over £50m - new Community Leisure Centres and National Sports Centres
- ▶ Over 6,500 sports volunteers recruited
- ▶ World Class Events programme, averaging c£10m annual economic impact
- ▶ 10,000 pupils swimming every week - 83% pass, 33% above national average
- ▶ Active Schools programme with 34 quality assured coaching providers
- ▶ Physical Activity programme engaging 1000's participants every week
- ▶ Manchester regarded nationally as the exemplar
- ▶ Still many challenges to address....

# Our Landscape - Activity Levels



# Our Landscape - Health Overview

## Depression



MCR - 9.16%  
National - 8.26%

## CVD



MCR - 1.14%  
National - 1.07%

## Type 2 Diabetes



MCR - 6.3%  
National - 4.10%

## Life Expectancy



MCR  
Male - 75.6  
Female - 79.8

National  
Male - 79.5  
Female - 83.1

## Healthy Life Expectancy



MCR - 55.6  
National - 63.4

## Obesity



*Reception*  
MCR - 11.4%  
National - 9.3%

*Year 6*  
MCR - 25.1%  
National - 19.8%

## Dementia



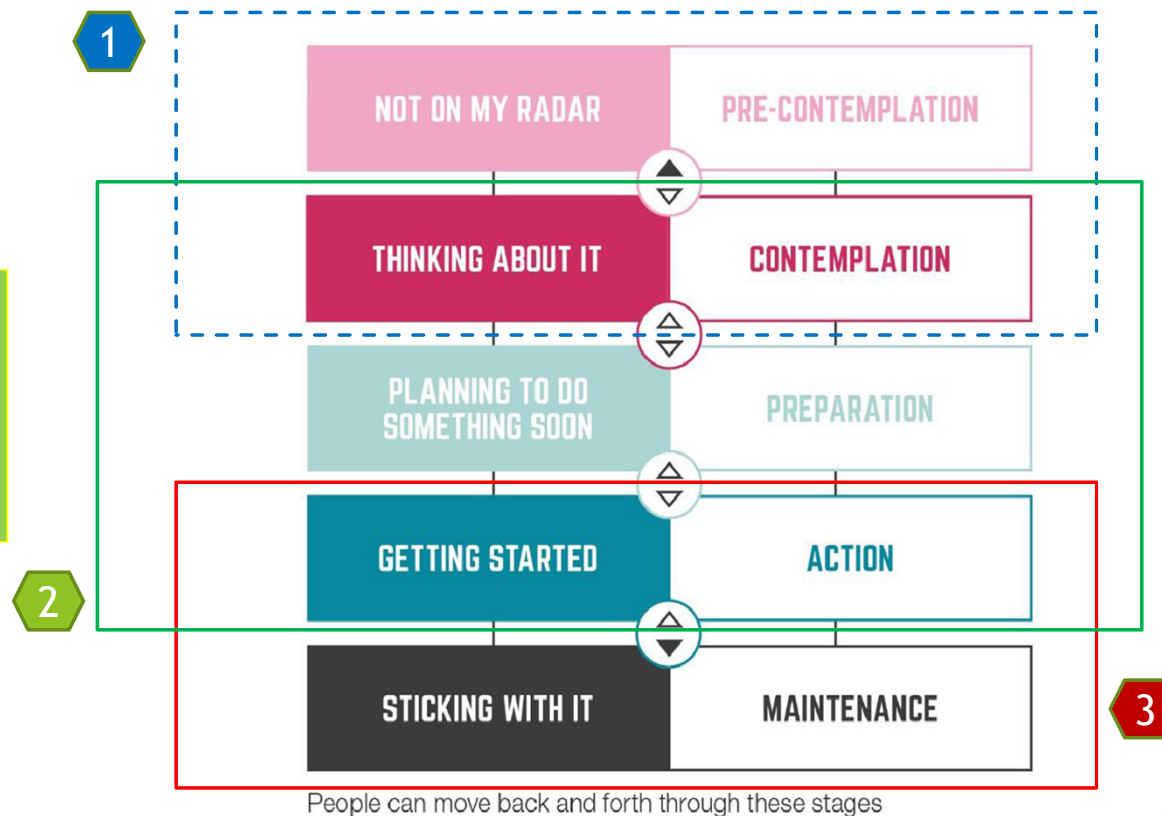
MCR - 0.48%  
National - 0.34%

## Challenges to address

- ▶ Large number of providers leads to administrative and operational challenges
- ▶ Confusion for customers over service offer, not easy to find programmes and activities
- ▶ Strategic coordination of service offer and development activities, i.e. single gym membership across GLL and Eastlands sites
- ▶ Variable standards of delivery, particularly facilities management
- ▶ Complexity and duplication of effort to assimilate a complete and evidentially robust 'Manchester Participation Picture'
- ▶ Competing pressures created by splits of responsibilities - e.g. sport development time in facilities and event hosting costs
- ▶ Closer collaboration amongst operators to ensure local outcomes are maximised



# Our Audiences and Focus



2. Creating regular activity habits.  
- Building a new habit is challenging

1. Tackling Inactivity.  
- Challenging the intention / action gap and the perception gap

3. Helping those with a resilient habit to stay that way.  
- Life gets in the way and is challenging

# Options Appraisal - Preferred Model



# Proposed Approach



# Roles and Responsibilities

## Council Role

- ▶ Setting the strategic priorities
- ▶ Agreeing the commercial strategy
- ▶ Providing revenue and capital resources in partnership with Sport England to MCR Active
- ▶ Managing the performance of MCR Active
- ▶ Issuing leases and community use agreements
- ▶ Determining changes to
  - ▶ Pricing;
  - ▶ Programming; and,
  - ▶ Buildings

## MCR Active Role

- ▶ Building volunteer sector capacity, community strength and resilience
- ▶ Engagement of partners and leveraging external investment
- ▶ Delivering the Strategy on behalf of the Council in neighbourhoods and across all 757 publically accessible sport and leisure assets
- ▶ Implementing the commercial strategy
- ▶ Commissioning arrangements across the voluntary sector
- ▶ Monitoring grant funding arrangements
- ▶ Activating the various capital funding agreements
- ▶ Monitoring community use agreements
- ▶ Monitoring the lease arrangements

# Roles and Responsibilities

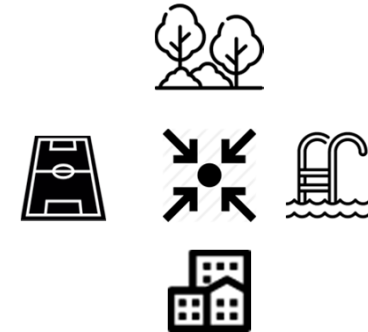
## Operator Role

- ▶ Facility Management of 20 leisure facilities
- ▶ Improving customer care standards within facilities
- ▶ Growing visitor numbers
- ▶ Delivering the commercial focus on swimming lessons and health and fitness
- ▶ Underwriting financial and operating risk
- ▶ Engaging underrepresented groups
- ▶ Ensuring equality standards are met

## Resident's Role

- ▶ Actively engaged
- ▶ Enthused and contributing constructively to the challenges
- ▶ Participating
- ▶ Spectating
- ▶ Officiating
- ▶ Volunteering
- ▶ Eyes and ears on the ground
- ▶ Responsible for community delivery where appropriate

# A New Customer Journey



**Intervention:**

- Engagement
- Communication
- Retention

**Intervention:**

- All provision in one place
- Accessible
- Multi device capacity

**Intervention:**

- Single Card
- 50,000 sign ups
- Insight development

**Intervention:**

- Better Co-ordination
- Capacity Building
- Improved local relationships
- Greater local reach
- Development of "Active Networks"

# Building Community Strength - The Our Manchester Way

## WHAT

- ▶ Putting residents at the centre of everything we do
- ▶ We take time to listen and understand
- ▶ We own it and not be afraid to try new things
- ▶ We work together and trust each other
- ▶ Staff. new, can do actions: first listening, co-operating, and shouting about it
- ▶ Growing resources and targeting them against priorities
- ▶ Key areas - quality facilities, new resources, volunteering, clubs, networks, widen access for all, especially those not engaged.

## How

- Strategy consultation and engagement
- New Community Governance Model
- Resident service forums
- Co-ordinated city wide and local Active Networks
- Organisational capacity building - growing clubs and groups (LWB, BCDG)
- Growing Volunteering

# Sport and Physical Activity Framework

Vision	Themes	How	Measures	Outcomes
<p><i>To establish Manchester in the top flight of world class sport cities, with all residents across the life-course helping to transform their health and wellbeing</i></p>	<ul style="list-style-type: none"> <li>• Tackling Inactivity</li> <li>• Growing Sport</li> <li>• Start Well</li> <li>• Facilities and Green Spaces</li> <li>• People</li> <li>• Marketing and Communications</li> <li>• Developing Sporting Excellence that inspires</li> </ul>	<ul style="list-style-type: none"> <li>• Building Community Strength</li> <li>• Single Governance Vehicle</li> <li>• Single Operating Contract</li> <li>• Single Customer Card</li> <li>• Single Website</li> </ul>	<ul style="list-style-type: none"> <li>• ↑ in % meeting CMO guidelines</li> <li>• ↓ in inactive</li> <li>• ↑ in active</li> <li>• ↑ in community cohesion</li> <li>• ↑ in Gross Value added</li> <li>• ↑ Improved subjective well being</li> </ul>	<ul style="list-style-type: none"> <li>• Improved Physical Health</li> <li>• Improved Mental Health</li> <li>• Improved Community Strength</li> <li>• Social and Community Development</li> <li>• Economic Development</li> </ul>
<b>Enablers</b>	<b>Governance, Leadership and advocacy</b>	<b>Collaboration</b>	<b>Insight</b>	<b>Resources</b>



## Next Steps

- ▶ Report to Scrutiny and Executive in July 2017
- ▶ Procurement of Leisure Contract commences August 2017
- ▶ Design of MCR Active commences in August 2017
- ▶ Completion of procurement in December 2017
- ▶ Completion of the MCR Active design in December 2018
- ▶ Report for determination on the preferred model December 2017
- ▶ Implementation in May 2018