



Communities and Equalities Scrutiny Committee

Date: Thursday, 8 November 2018

Time: 10.00 am

Venue: Council Ante Chamber, Level 2, Town Hall Extension

This is a **Revised and Supplementary Agenda** as one item of business has been withdrawn from the agenda and additional information is provided for items 7 and 8.

Access to the Council Ante Chamber

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Membership of the Communities and Equalities Scrutiny Committee

Councillors - Andrews, Collins, Cooley, M Dar, Evans, Fletcher-Hackwood, Hacking (Chair), Kirkpatrick, Rawlins and Rawson

Revised and Supplementary Agenda

1. Urgent Business

To consider any items which the Chair has agreed to have submitted as urgent.

2. Appeals

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

3. Interests

To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

4. Minutes

To approve as a correct record the minutes of the meeting held on 11 October 2018 **which were previously circulated**.
To receive the minutes of the Our Manchester Voluntary and Community Sector Fund Task and Finish Group meeting held on 27 September 2018 **which were previously circulated**.

5. [10:05 – 10:25] Community Safety Partnership Update

The report of the Chief Operating Officer (Neighbourhoods) **was previously circulated**.

6. [10:25 – 10:30] Recording Misogyny as a Hate Crime

This is an item for discussion.

7. [10:30 – 10:50] Manchester Playing Pitch Strategy Update

Report of the Chief Operating Officer (Neighbourhoods)

Pages

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This report provides an update on the progress being made on the development of the Action Plan, which underpins the Strategy.

8. [10:50 – 11:10] Sport and Leisure Update

Report of the Chief Operating Officer (Neighbourhoods)

Pages

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This report provides an update on sport and leisure in Manchester. It sets out the role and development of Manchester Active (MCRActive), including an update on the membership of

the Manchester Active Board and the roll-out of the MCRactive Card. It also provides details of the role of the Sports Activators and how they will link into sports clubs.

9. [Withdrawn] Strategic Plan for Events

This item of business has been withdrawn from the agenda of this meeting and will be considered at a future meeting.

10. [11:10 – 11:30] Equality Update

The report of the Deputy Chief Executive **was previously circulated.**

11. [11:30 – 11:40] Overview Report

The report of the Governance and Scrutiny Support Unit **was previously circulated.**

Information about the Committee

Scrutiny Committees represent the interests of local people about important issues that affect them. They look at how the decisions, policies and services of the Council and other key public agencies impact on the city and its residents. Scrutiny Committees do not take decisions but can make recommendations to decision-makers about how they are delivering the Our Manchester Strategy, an agreed vision for a better Manchester that is shared by public agencies across the city.

The Communities and Equalities Scrutiny Committee examines the work of the Council and its partners relating to reducing levels of crime, community cohesion, older people and equality and inclusion.

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Smoking is not allowed in Council buildings.

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Further Information

For help, advice and information about this meeting please contact the Committee Officer:

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This revised agenda was issued on **Thursday, 1 November 2018** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 8 November 2018

Subject: Manchester Playing Pitch Strategy Update

Report of: Chief Operating Officer – Neighbourhoods

Summary

The Manchester Playing Pitch Strategy (MPPS) and associated action plan forms part of the Council's evidence base for sport and leisure in Manchester. The MPPS frames the priorities for future investment and the continued development of the playing pitch and associated facility infrastructure across Manchester. The evidence base is utilised by the Local Planning Authority when considering planning applications in consultation with Sport England as a statutory consultee, who in turn will consult with National Governing Bodies of Sport as appropriate. This report provides an update on the progress being made on the development of the Action Plan, which underpins the Strategy.

Recommendations

1. Note the progress made with the development of the draft playing pitch strategy action plan and the planned further engagement with local ward members to inform a final draft of the plan.
 2. Note the final draft of the action plan will be brought back to a future meeting of the Communities and Equalities Scrutiny Committee.
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Wards Affected: All

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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 – 13 December 2017 – Manchester Playing Pitch Strategy
- 2017 - Playing Pitch Strategy Assessment Report
- 2015 – 2016 Playing Pitch Strategy Assessment Report
- 2015 – 2016 Playing Pitch Vision, Strategy and Action Plan

1.0 Introduction

- 1.1 The purpose of this report is to provide an update to the Communities and Equalities Scrutiny Committee on the progress being made on the development of the Manchester Playing Pitch Strategy (MPPS) Action Plan. The vision and strategy for Manchester's playing pitches was adopted by the Executive on 13th December 2017. Officers advised the Executive in December 2017 that the next step was to develop an associated site specific action plan (which will include over 278 sites) and bring back a further report with the progress made. This report provides that update.
- 1.2 The MPPS is used by the authority and stakeholders as a strategic document to support the determination of relevant planning applications through the associated consultation process. The MPPS also provides a clear strategic framework for the maintenance and improvement of existing outdoor sports pitches and ancillary facilities between the strategy period 2017 – 2021. The strategy provides the following:
 - A clear framework for all playing pitch providers, including the public, private and third sectors.
 - Clearly address the needs of all identified sports within the local area, picking up particular local demand issues.
 - Address issues of population growth, and or major growth/regeneration area.
 - Address issues of cross boundary facility provision.
 - Address issues of accessibility, quality and management with regard to facility provision.
 - Stand up to scrutiny at a planning inquiry as a robust study.
 - Provide realistic aspirations which are implementable within the local authority's budgetary position and procurement regime.
- 1.3 The MPPS frames the priorities for future investment and the continued development of the playing pitch and associated infrastructure across Manchester. Whilst the analysis within the MPPS will assist in determining the priorities for investment, any playing pitch or changing room improvement or development will be subject to sources of funding (primarily from external sources) being made available. Furthermore, in addition to external sources of funding being identified to bring forward improvements, the ability to deliver the sports specific recommendations made are in the main largely subject to sports clubs bringing forward relevant development plans, agreed in consultation with National Governing Bodies of sport and supported as appropriate by the Council.
- 1.4 The MPPS covers both playing pitches (Football, Cricket, Rugby league, Rugby Union, Hockey, third generation turf pitches (3G), other pitch sports i.e. Softball/Baseball, Gaelic football, American football, Lacrosse) and three priority outdoor sports (Tennis, Athletics, Bowls).
- 1.5 Pitch sports have been assessed using the guidance set out in Sport

England's Playing Pitch Strategy Guidance: An approach to developing and delivering a playing pitch strategy.

- 1.6 Outdoor sports have been assessed using Sport England's Assessing Needs and Opportunities Guidance (2014). Non-pitch outdoor sports require a different methodology to assess demand and supply to that used for pitch sports.
- 1.7 A Steering Group has led and will continue to lead the MPPS to ensure the delivery and implementation of its recommendations and actions. It is made up of representatives from the Council, Sport England, Greater Sport, pitch sport National Governing Bodies of Sport (NGBs), namely the Football Association (FA), Manchester County Football Association (MFA), England and Wales Cricket Board (ECB), Lancashire County Cricket Board (LCCB), the Rugby Football League (RFL), the Rugby Football Union (RFU), England Hockey (EH), English Lacrosse, and the Lawn Tennis Association (LTA) plus the University of Manchester and Manchester Metropolitan University.

2.0 Background

- 2.1 This strategy follows on from the 2015 – 2016 interim strategy adopted by the Council at the 9th September 2015 Executive meeting. The 2015/16 PPS set the framework for investment into pitch developments into Belle Vue Sports Village and Armitage Sports Centre. Previous strategies set the investment framework for improvements which were delivered at Ronald Johnson Playing Fields, Didsbury Sports Ground, Hollyhedge Park and city wide pitch improvement works at major multi pitch sites including Hough End Playing Fields, Broadhurst Park and Cringle Fields.
- 2.2 The 2017 – 2021 strategy will provide the strategic rationale for future investment into a range of playing pitches and associated facilities across the city. The PPS will also be used to complement the adopted Indoor Facilities Strategy (September 2015) and other corporate strategies i.e. Schools Capital Programme and Housing Growth Strategy:

3.0 MPPS Vision, Strategic Aims and Conclusions

- 3.1 The vision was developed with stakeholders and describes what we are seeking to achieve through the MPPS:

“Manchester will provide a network of high quality outdoor sports facilities that are conducive to increasing and sustaining participation in sport and consequently contributing to making sport a habit for life”.

Strategy Aims and Recommendations

Strategic Aim	Recommendations
Aim 1 -To protect the existing supply of playing pitch facilities where it is needed for meeting current or future needs	a) Protect playing field sites through local planning policy. b) Secure tenure and access to sites for high quality, development minded clubs, through a range of solutions and partnership agreements. c) Maximise community use of education facilities where there is a need to do so.
Aim 2 - To enhance playing fields, pitches and ancillary facilities through improving quality and management of sites	d) Improve quality. e) Adopt a tiered approach (hierarchy of provision) for the management and improvement of sites. f) Work in partnership with stakeholders to secure funding.
Aim 3 - To provide new outdoor sports facilities where there is current or future demand to do so	g) Rectify quantitative shortfalls in the current pitch stock. h) Identify opportunities to add to the overall stock to accommodate both current and future demand.

3.2 The headline conclusions from the PPS Assessment Report is as follows:

- There are 29 (3G) pitches, 26 are available for community use and 13 are licensed by FA / FIFA for competitive adult play.
- When applying our population growth to 2035 within the supply and demand model, (135,000 more residents) the modelling indicates a requirement for a total of 19 3G pitches. Therefore today, Manchester already has an oversupply of 7 3G pitches. For the most part, this impacts on football provision with usage dispersed across the city and in many cases venues operating at below maximum capacity levels. Given this, in purely numerical terms, it is unlikely that using 3G pitches as mitigation to the loss of some playing fields would be supported unless new demand could be evidenced. A more detailed mitigation and exemption evidence base would be required.
- 25% of grass pitches are rated as poor quality and a number of sites also have poor quality changing provision which when these factors are combined have a detrimental impact to sports participation.
- Generally in quantity terms Manchester has enough facilities to serve current demand, however, for most sports the future demand for provision identified in Manchester can be overcome through maximising use of existing pitches through a combination of:
 - Improving pitch quality in order to improve the capacity of pitches to accommodate more matches.
 - Securing long term community use at school sites

- Only Rugby Union indicates a need for additional pitches (grass) to meet current demand, so where possible we should to develop new grass Rugby Union pitches.
 - The MPPS indicates we should protect, provide and enhance all facilities we current have and any loss of playing field land should be considered in the context of this Strategy, working closely with Sport England and meeting some of the recommendations of the MPPS.
 - Sports Specific analysis of the strategy can be found in appendix 1.
- 3.3 The MPPS currently states that for all pitch sports included in the pitch strategy, the **current demand for pitch use by clubs and groups is currently adequate, except for Rugby Union which requires more pitches to meet playing needs.** In addition, some sports and some areas where demand for pitches is currently being met, given the predicted future requirements access to more pitches will be required.
- 3.4 There is a **need to protect all existing playing pitch provision until demand is met.** Some shortfalls in pitch availability can be reduced through increased access to existing provision. For example; if all 3G pitches were licensed by the Football Association for league and cup football matches (currently 13 are not licensed), then additional use would be possible, given at present that 25% of grass pitches are poor quality and not suitable for some standards of competitive play.
- 3.5 For most sports the future demand for provision identified in Manchester can be overcome through maximising use of existing pitches through a combination of:
- Improving pitch quality in order to support an increase in the amount of play possible on pitches.
 - Change the type of pitches i.e. football to rugby where too many pitches exist in that sport.
 - Securing long term community use at school sites.
 - Working with commercial and private providers to increase usage.
- 3.6 Given the need to protect all existing playing fields until demand can be met, The Council and Sport England will continue to work closely to ensure the optimum balance is achieved of playing pitch provision and community need, whilst considering the strategic context of population growth, housing growth, and education growth. The use of the MPPS, through the planning process provides the mechanism to achieve this balance going forward.

4.0 MPPS Action Plan

- 4.1 Following the site specific assessment work undertaken and the adoption of the MPPS, over the past nine months, the Council has been working with National Governing Bodies of Sport and Sport England, to develop a draft city wide site specific action plan.

- 4.2 The first draft of site-by-site action plan has been developed, which includes a total of 278 individual sites. It seeks to address key issues identified in the accompanying assessment report. It provides recommendations based on current levels of usage, quality and future demand, as well as the potential of each site for enhancement. Strategically significant provision and provision that other providers are less likely to make have been prioritised as part of a tiered approach.
- 4.3 The tiered approach will allow for facility developments to be prioritised and programmed within a phased approach. The identification of these sites is based on their strategic importance in a City-wide context i.e. they accommodate the majority of demand or the recommended action has the greatest impact on addressing shortfalls identified either on a sport by sport basis or across the City as a whole. The tiered site criteria that has been recommended following the engagement with the stakeholders is as follows:

Hub sites	Key sites	Local sites	Reserve sites
Strategically located. Priority sites for MCC and NGB.	Strategically located within the Analysis Area.	Serves the local community. Likely to include education sites.	Serves the local community.
Accommodates three or more good quality grass pitches. Including provision of at least one AGP.	Accommodates two or more good quality grass pitches.	Accommodates more than one pitch.	Likely to be single-pitch site.
Single or multi-sport provision. Could also operate as a central venue.	Single or multi-sport provision. Could also operate as a central venue.	Single or multi-sport provision.	Supports informal demand and/ or training etc.
Maintenance regime aligns with NGB guidelines.	Maintenance regime aligns with NGB guidelines.	Standard maintenance regime either by the club or in house maintenance contract.	Basic level of maintenance i.e. grass cutting.
Good quality ancillary facility on site, with sufficient changing rooms and car parking to serve the number of pitches.	Good quality ancillary facility on site, with sufficient changing rooms and car parking to serve the number of pitches.	Appropriate access changing to accommodate both senior and junior use concurrently (if required).	No requirement for access changing to accommodation.

- 4.4 Based on the assessment of supply and demand, a number of sports specific recommendations have been made that can be found in appendix 1. These recommendations have been used to inform the draft action plan priorities.

Furthermore, a series of short term actions have been recommended that will make the biggest difference in playing pitch provision. These short term actions are summarised below:

Site ID	Site/organisation name	Analysis Area	Action	Indicative cost ¹
Various		Various	Seek FA/FIFA certification of full sized pitches to increase capacity available for match play at peak time – may include need to improve quality to pass testing.	Low
New school builds/extensions (various)		Various	Determine mix of new sporting provision and secure access through a Community Use Agreement.	High
105	Heaton Park	North	Progress discussions about developing the site as a strategic sports hub	High
158	North Manchester RUFC	North	As a matter of high priority, renegotiate the current lease agreement due to expire in 2020. The site is leased by the Council to the Co-Operative, then in turn sub-leased to north Manchester RUFC.	Low
27	Boggart Hole Clough	North	Repair and resurface track, improve changing and floodlighting quality	High
35	Broadhurst Playing Fields	North	Improve grass pitch quality and associated changing provision	High
141	Manchester Regional Arena	North	Resurface both indoor and outdoor tracks as planned and seek to host more high profile elite events.	High
8	Alexandra Park	Central	Seek to increase capacity through installation of a second non turf pitch is feasible. Consider options to also create net training provision.	Low – Medium
12	Armitage Centre	Central	Replace the Firs Pavilion with new better quality, flexible function ancillary/changing	Medium

			provision – seek to secure internal funding.	
	Rushford Park	Central	Seek investment to improve pitch quality, increase small sided provision for juniors and improve associated car parking facilities.	Medium
237	Active Lifestyles Centre	Central	Replace and re-open 3 x AGP 5-a-side pitches which are currently closed.	Medium
265	Wythenshawe Park	South	Progress discussions about developing the site as a strategic sports hub - Repair and then resurface track, improve ancillary changing and floodlighting quality. Improve grass pitch quality. Develop sports hub concept as part of park masterplan.	High
113	Hough End Playing Fields	South	Progress discussions about developing the site as a strategic sports hub.	High
139	Manchester Enterprise Academy	South	Deliver new 3G pitch with WR compliancy and secure community use – maximising it for rugby to serve current shortfalls. (Delivered)	High
148	Merseybank Playing Fields	South	Seek to develop a sustainable model for asset transfer with Fletcher Moss Rangers FC. Key need to improve changing provision though options to develop the site as a multi-sport hub should also be considered and the potential need to provide changing facilities for more than one sport.	Medium
269	Powerleague South (Whalley Range)	South	Seek alternative management arrangements for the site to ensure continued operation and use.	Low
40	Broughton Park RUFC	South	Seek to improve pitch quality of the training pitch and reduce impact through increased access to World Rugby compliant 3G provision.	Low - Medium
77	Didsbury Sports Ground	South	Develop lease with the Council to include pitches at	Low

			Fletcher Moss Gardens and Brooms Edge.	
89	Fletcher Moss Gardens	South	Deliver installation of floodlighting to deliver the community tennis park hub model with digital access gate (Delivered).	Medium
MMU			Determine potential strategic plans for increase in student demand and provision of required sports facilities – including potential creation of new or development of existing	High

- 4.5 In addition to the above short term priorities, the full city wide action plan (278 sites) contains the full set of site specific recommendations. Officers have worked to convert this full action plan a total of 32 individual ward plans as indicated below.
- 4.6 The ward plans identify ward specific site priorities which have been informed by the assessment report of playing pitches in each ward. The actions contained in the ward specific plans were also developed following consultation with community sports organisation who are active at a neighbourhood level. Equally the various National Governing Bodies of Sport, Sport England and other local stakeholders including schools and universities have been given the opportunity to comment.
- 4.7 All ward councillors have been provided with a copy of the ward action plan for their ward. Councillors have been offered a briefing on the ward plans and further engagement is now planned over the next three months, with a view that final draft ward plans will be developed that will inform the final draft of MPPS Action Plan to be brought back to the Communities and Equalities Scrutiny Committee for consideration.

5.0 Conclusion and Next Steps

- 5.1 The Manchester Playing Pitch Strategy forms part of the Council's evidence base for sport and leisure in Manchester. The MPPS frame the priorities for future investment and the continued development of the playing pitch and associated facility infrastructure across Manchester. The evidence base created is utilised by the Local Planning Authority when considering planning applications in consultation with Sport England as a statutory consultee, who in turn will consult with National Governing Bodies of Sport as appropriate.
- 5.2 The MPPS associated action plan will determine local ward based priorities that will ensure a clear plan to protect, provide or enhance local provision is in place and will provide a framework for the Council and local stakeholders to drive improvements in provision. As investment is made available these

plans will provide the evidence base upon which investments in pitch provision can be made.

5.3 The following key next steps are planned to finalise the action plan:

- Further engage local members with the draft ward plans.
- Following local members engagement use the consultation feedback to inform local plans and city wide action plan.
- Bring back to the Equalities and Scrutiny Committee the final draft action plan for review in early 2019.
- Seek adoption to the city wide action plan from the Deputy Chief Executive and Chief Operating Officer – Neighbourhoods, in consultation with the Executive member for Schools, Culture and Leisure.
- Implement of the strategy and action plan through a Council led Steering Group.

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Appendix 1 - Sports Specific Analysis

The Sports Specific summary from the PPS Assessment Report is as follows:

Football pitches

- Currently there is minimal spare capacity across all football pitch types except adult football where spare capacity is more significant.
- When considering future demand, there will be shortfalls for all pitch types except adult pitches which evidence limited capacity to be retained in reserve.
- However, given the nature of mini and junior leagues in the area some of this future demand may be able to be accommodated on 3G pitches.

3G pitches

- Supply and demand analysis highlights that Manchester is quantitatively appropriately served with regards to full sized 3G pitches for affiliated football team training.
- However, there is demand for greater use by rugby union teams, particularly for training.
- Use of 3G pitches for competitive matches which are not FA/FIFA certified is a key issue.
- It is recommended that greater certification of pitches be sought, both those which are presently used and those which are not but meet dimension criteria of the performance standard test, in order to increase available capacity for match play.
- Note: Further work is being undertaken as part of the Manchester Football Facility Plan to assess the need for 3G pitch provision including small sided and recreational forms of football participation. Housing growth scenarios is based solely on current and future 3G pitch requirements for affiliated football.

Cricket pitches

- Overall there is sufficient supply of cricket pitches at present to cater for demand from clubs within Manchester at both senior and junior peak times.
- Future population increases and reported club demand indicate the need to accommodate an additional match equivalent session at senior peak time (12 matches per season). This is able to be accommodated within existing supply overall, however although there is availability on Sundays to accommodate planned increases in demand for the 2017, there is a need for access to additional capacity overall at both Alexandra Park and Didsbury Sports Ground.
- There is also considerable demand reported by LCB for increased provision for social, recreational and short format play. This includes demand from teams playing outside of the City but which are reported would return given the opportunity.

Rugby Union pitches

- Current supply is not sufficient to cater for the level of demand expressed in

Manchester at present, totalling a need for a further 9.75 match equivalent sessions on senior pitches. This is further exacerbated to create a future requirement for 20.25 match equivalent sessions.

Rugby League

- Overall, current demand for rugby league provision in Manchester can sufficiently be met by existing facilities, either grass or 3G pitches.
- Increased future demand can be accommodated on existing 3G pitches, based on a continuation of preference for play on 3G pitches amongst the majority of teams in Manchester.

Hockey pitches (AGPs)

- There is a need to retain all full sized hockey AGPs suitable for match play (regardless of availability) with maintained level of access due to pressures on capacity available to accommodate midweek training and recreational hockey, both at present and in light of future demand.

Bowling greens

- Whilst there is currently sufficient supply of outdoor bowling greens to accommodate current demand across Manchester, spare capacity exists within the existing supply of facilities. Given this the existing quantity of bowling greens to be reviewed in line with the demand analysis and the requirement to alleviate budgetary pressures. This is subject to consultation.

Tennis courts

- Based on LTA modelling and targets to reduce population to court ratios, there is insufficient supply of available outdoor floodlit courts both at present and in light of future population increases.

Athletics

- Existing supply of athletics tracks is sufficient to meet current demand for club use. Increases in future demand are likely due to population growth in the City and a growing market for running and fitness. Potential demand for track use is dependent on the nature of activity amongst new participants, whether club, group or recreationally based.

Other sports

Lacrosse

- Manchester Waconians is the only lacrosse club in the City, whilst both universities and Withington Girls School also play. Current demand is able to be catered for by existing provision, including access for English Lacrosse representative squads.

Gaelic sports

Regular season demand for Gaelic sports is able to be accommodated by existing supply of pitches; however, there is a requirement for greater access to suitable accompanying ancillary facilities. The Lancashire County Board highlights the key facility need for Gaelic sports to be a championship standard pitch on which representative fixtures are permitted to be played.

Baseball / Softball

- Demand for softball can sufficiently be accommodated at present, though the league is growing and access to either increased provision or additional capacity per week at existing sites is likely to be required to facilitate continued growth.
- Demand for baseball is also able to be catered for, though the NGB is keen to increase participation and create a new club to generate increased and more localised competition.
- Baseball / Softball UK (BSUK) identifies Manchester to be of strategic significance and is keen to explore opportunities to develop a specialised softball/baseball facility in the City.
- BSUK identifies Manchester as of strategic importance nationally and has aspirations to both develop facilities and participation within the City. It identifies Hough End Playing Fields as potentially suitable site of sufficient size from which to grow both Softball and Baseball participation and would like to be involved as part of any future discussions which may take place regarding creation of a multi-sport hub.

American football

- Manchester Titans American Football Club is seeking to identify facilities so it may relocate back to Manchester from Salford. The Club requires access to both grass and 3G pitch provision to accommodate training and match play.

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**Manchester City Council
Report for Information**

Report to: Communities and Equalities Scrutiny Committee - 8 November 2018

Subject: Sport and Leisure Update

Report of: Chief Operating Officer - Neighbourhoods

Summary

This report provides an update on sport and leisure in Manchester following the report to Communities and Equalities Scrutiny Committee in May 2018. The committee requested a future report to provide an update on the activity levels of Manchester residents and the numbers involved in schemes to encourage greater physical activity. The report sets out the role and development of Manchester Active (MCRActive), including an update on the membership of the Manchester Active Board and the roll-out of the MCRActive Card. The report also provides details of the role of the Sports Activators and how they will link into sports clubs.

Recommendations

The Committee are invited to consider and comment on the contents of the report.

Wards affected: All

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1.0 Introduction

1.1 A report was presented to Communities and Equalities Scrutiny Committee in May 2018 setting out the work undertaken to review the arrangements for Sport and Leisure in Manchester, this resulted in the:

- development of a revised Sport and Physical Activity Strategy for Manchester;
- development of new Governance arrangements and the development of a new vehicle responsible for implementing the Strategy (MCRactive); and,
- implementation of new service delivery arrangements.

1.2 Following the report in May, the Committee requested a future report to provide an update on the activity levels of Manchester residents and the numbers involved in schemes to encourage greater physical activity. The report sets out the role and development of MCRactive, including an update on the membership of the Manchester Active Board and the roll-out of the MCRactive card. The report also provides details of the role of Sports Activators and how they will link into sports clubs.

2.0 Physical Activity Levels in Manchester

2.1 The Council has maintained a long-term objective to raise physical activity levels across the city, this is tracked using a range of evaluation techniques and measures, these include:

- The Active Lives Survey, which is the single biggest and most statistically robust measure of participation in sport and physical levels.
- Tracking user data for sport and leisure facilities.
- Ongoing dialogue with residents, the voluntary sector and community sector.

2.2 There has been significant progress achieved in the last 12 months as evidenced below from the findings from the Active Lives Survey. Manchester has increased adult activity levels by 3.8% to 65.6%. – This represents 18,300 more residents participating in sports and physical activity in accordance with the Chief Medical Officer's guidance of 150 minutes per week. This is the single biggest increase that Manchester has ever recorded since government introduced this type of survey in 2006. Manchester is now the highest performing authority in GM and the second highest major city in England.

Area	Inactive (< 30 minutes/week)	Fairly Active (30 - 150 minutes/week)	Sufficiently Active (NHS Guidelines - >= 150 minutes/week)
Bolton	28.8%	14.4%	56.8%
Bury	25.7%	12.7%	61.6%
Manchester	23.9%	10.6%	65.6%
Oldham	30.0%	13.5%	56.6%
Rochdale	32.4%	12.5%	55.1%

Salford	24.1%	11.8%	64.1%
Stockport	23.1%	11.8%	65.0%
Tameside	31.4%	11.5%	57.1%
Trafford	25.9%	13.7%	60.5%
Wigan	30.1%	12.7%	57.3%
Gr Manchester	27.1%	12.3%	60.6%
North West	26.6%	12.3%	61.2%
England	25.2%	12.5%	62.3%

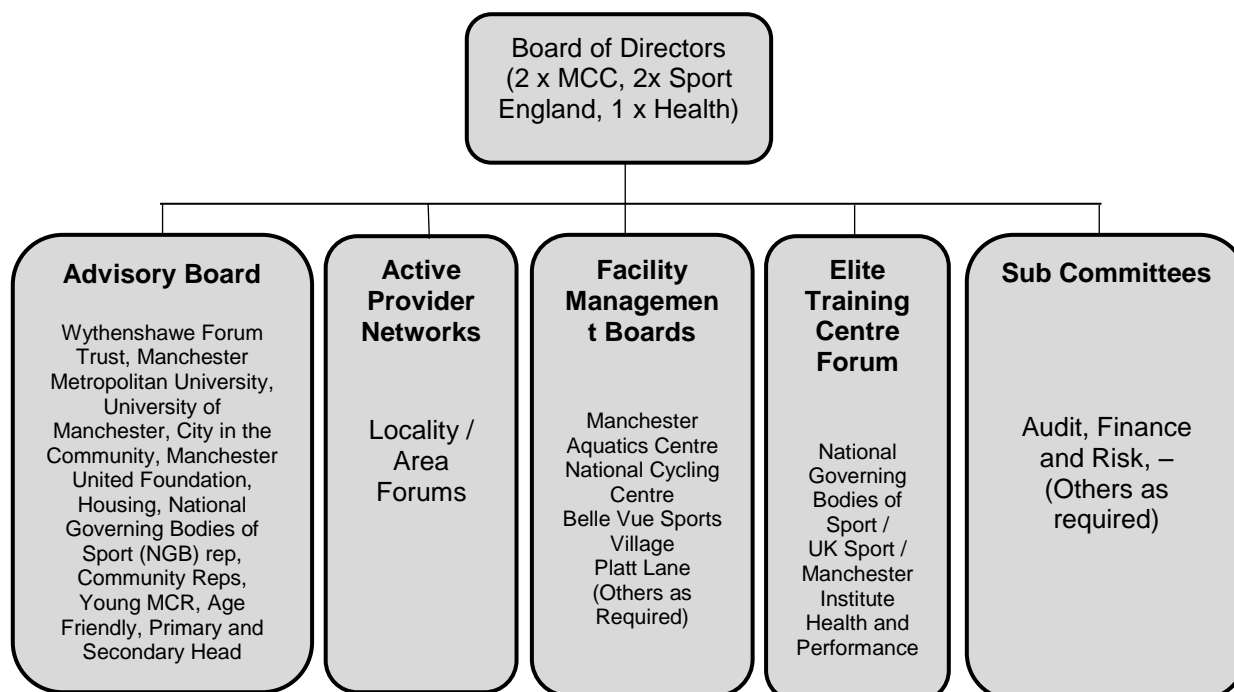
- 2.3 Over 3.3m visits were recorded in the last 12 months on programmes commissioned by the Council. When taking into account adjustments for facility closures due to facility improvements being undertaken, this represents the highest number of visits achieved to date by the Council's facility providers.
- 2.4 With the assistance of the Council and investment through the PE and School Sport Premium over 10,000 school sport sessions were delivered last year across Manchester schools. Over 7,500 Key Stage 2 pupils were taught to swim at school and 6,000 children accessed swimming lessons outside of school. Again these all represent the highest levels of achievement since the Council began maintaining detailed records on these programmes. Importantly, 79% of pupils engaged in the Schools Swimming Programme also met the national benchmark last year for swimming attainment. This is one of the highest recorded achievements in England and represents the greatest distance travelled by any local authority in England.
- 2.5 New sessions were introduced across the sport and leisure estate over the last 12 months, this has included the provision of additional ladies only sessions and the provision of a ladies only gym at Belle Vue Leisure Centre. Collectively this has contributed to growing the number of residents engaged in the "this girl can" campaign, which now has over 3,000 women and girls participating.
- 2.6 The Community Activators have run an Active Streets programme over the summer providing sport and activity opportunities on local streets, this has proved to be popular with over 800 Manchester residents engaging in physical activity in a localised setting as well as doing clean ups on their streets. This year's All Sorts to do Holiday Activity programme provided opportunities across Manchester throughout the summer period, this was accessed by 8,315 participants 20% of whom were BAME.
- 2.7 Active Lifestyles activities are provided which delivers 66 sessions per week across the city at 40 community venues. These activities have engaged residents from 0 - 5 years, adults and older people, offering a range of instructor led activities. Sessions are low-cost (£1 each per person) and easy to access, are based in community venues and seek to remove barriers to participation to be active. These sessions have attracted over 40,433 visits across all campaigns in the last 12 months. 84.6% of participants attending these sessions are female, 14.6% are over 60 and 5.3% of registered participants report that they have a disability.

- 2.8 A Community Parks Tennis coach has been employed to deliver a number of targeted sessions for adults, juniors, families, schools and disability groups at Alexandra, Chortlton and Wythenshawe Parks, delivering 30 hrs per week. The post is funded for 2 years with the LTA, MCC, Tennis for Free and the Tennis Network making up the funding partners. The role is broken down with 8 hrs per week assigned for community outreach work and 22 hrs per week court time. The programme started in June and data highlights that the programme participation is increasing on a monthly basis.
- 2.9 Summersonic weekly sessions and community Games events took place throughout the summer holidays and October half term. In addition, community family fun days were held, in partnership with Community groups. Collectively these programmes have generated in excess of 26,000 visits.

3.0 MCRactive Roll-out

- 3.1 As set out to the Committee in May, MCRactive will provide the leadership and a common narrative for sport and physical activity in Manchester, working with the whole sport and physical activity sector to activate all 800 plus publically accessible sport and leisure facilities that exist across Manchester – not just those owned by the Council. The intention is to create a unified voice, bring coherence, simplicity and connectivity to the sport and physical activity landscape, whilst helping to translate and facilitate connections to other sectors and vice versa to support actions against shared priorities. MCRactive is seeking to encourage genuine collaboration and co-design of services to get people active. It will develop and share insight, help to identify the strengths of organisations and to share the good practice across the network and help ensure the development of a workforce fit to deliver the strategy. MCRactive will also develop the plans, which underpin the strategy and broker and facilitate relationships that will deliver it.
- 3.2 Over the summer work has been undertaken to progress the detailed design of MCRactive. This has been progressed with the engagement of finance, legal and HR colleagues as well as with representatives from Manchester Health Care and Commissioning, Sport England and National Governing Bodies of Sport. In designing the organisation, great care has been taken to ensure that the business can align to the Council's strategic ambitions and goals.
- 3.3 A very clear governance model and reporting framework has emerged, which is currently in the process of being formalised through dialogue with Sport England and health colleagues. This will result in MCRactive being governed by a board of directors who will meet quarterly to steer the organisation and track progress. The Council will chair the organisation and will have two Directors, the Council will be joined by Directors from Sport England (x2) and Health (x1). Both Sport England and Health colleagues have confirmed support for this approach. Reporting to the board will be a range of sub boards and committees covering a range of functions, which the organisation will be involved with. In addition, the community and partner organisations will have influence in the decision making process. New Articles of Association (AOA)

have been prepared and are in draft stage awaiting approval from Sport England - once this has been obtained a Services Contract between the Council and MCRactive will be prepared. A range of forums and sub committees as detailed below will influence the governance arrangements:



3.4 Following dialogue with the key stakeholders, it is proposed that MCRactive will report in a number of ways. These include:

- Reporting on the performance against the KPI's and obligations within the services contract between the Council and Manchester Active.
- Reporting to the company board on company business as required.
- Reporting to the relevant Council Scrutiny Committees and Executive meetings – key decisions relating to adoption of plans, pricing, programming, building modifications and resourcing will be made by the Council.
- Reporting (via the Council) to Sport England on various Lottery Funding Agreements.
- Reporting to other funders as required.

3.5 The principles of good governance are being embedded in the organisational design, this will follow the principles that the Council upholds and also those principles set out by Sport England for good governance in the sports sector. A scheme of delegation is currently being drafted, which will ensure that the Council still retains control over key decisions that effect buildings, pricing, programming and directing resources with day to day decision-making delegated to officers.

- 3.6 Following detailed design work it has been concluded that MCRactive will be organised into three work areas, with officers deployed to focus on the following:

1) Facilities

- a. Facility contracting and property arrangements – Maximising the use of the assets by all communities and maintaining clear facility strategies, which sets out the evidence base for any provision or investment.
- b. Facilities Strategy and Capital Projects – Securing capital resources to ensure facilities are provided, protected and are enhanced to meet the needs of residents.

2) Commissioning

- a. Sport – Ensuring the network of providers, including voluntary sector clubs are supported and encouraged to maintain and grow sports participation, focusing largely on the mass and core markets (as defined by Sport England).
- b. Well Being – Tackling inactivity and contributing to the improvement of the health and well-being of Manchester's residents, ensuring residents are supported to lead healthy lifestyles.

3) Enablers

- a. Business Development – Ensuring that investment is insight led and evidence based and through the use of digital, data and appropriate communications channels, ensure the offer is communicated strongly and effectively.
- b. Corporate Core – Ensuring good governance and providing a high quality professional support to the MCRactive workforce, partners and suppliers, ensuring the organisations is fit for purpose and compliant with all relevant financial, legal, audit and HR legislation.

- 3.7 MCRactive will be led by a Senior Leadership Team - It is proposed that the MCRactive lead officer will be deployed by the Council and retained as Council employee, but will also report to and be held accountable to the MCRactive board as well as the Council's Executive Member for Schools, Culture and Leisure and the Chief Operating Officer for Neighbourhoods. The lead officer for MCRactive will also be required to report to various Council Committees and meetings as required, including the Council's Executive and Communities and Equalities Scrutiny Committee. The remainder of the team will be employees of MCRactive.

Officer Functions:

- To be accountable to the board and the Council for the implementation of the Manchester Sport and Physical Activity Strategy and the required strategic outcomes.

- To be accountable to the board for the services contracted to it by the Council and for successful achievement of the agreed KPI's.
- To be accountable to funders for resources provided to it.
- To be accountable to residents for services provided to them resulting from the activities of MCR active.
- To provide leadership at a strategic area level and work closely with the Council's Neighbourhood leads – North, Central, and South.
- To provide city wide leadership for the strategic responsibilities of MCRactive
- To provide leadership for Manchester at a GM level and relevant relationships with organisations to deliver the strategic responsibilities of MCRactive.
- To be accountable for the efficient running of the company ensuring compliance and financial stability.

3.8 The report to Scrutiny Committee in May 2018 set out a target date for the planned implementation of MCRactive and the new leisure contact arrangements for October 2018, however, following the need to undertake further detailed dialogue on the leisure contract, the new leisure arrangements will now commence on 1st December 2018. Further assessment on VAT is also being undertaken in relation to MCRactive and there are some outstanding legal considerations still being discussed with the key stakeholders, including Sport England – these relate to formalising the establishment of MCRactive and protecting their interests in decision making. Therefore, it is proposed that MCRactive will operate in a shadow form from the 1st December 2018 with officers from the Eastlands Trust, the Council and Wythenshawe Forum Trust working collaboratively and inline with the principles of the new MCRactive approach. The Key Decision to trigger the formalisation of MCR Active and the associated contracting arrangement will be taken once the outstanding points have been resolved. This is anticipated to be concluded in early 2019 by no later than the end of the financial year.

4.0 MCRactive Card

4.1 Until recently, tracking progress on participation levels as part of a robust evidence based assessment has proven challenging for both Manchester and the leisure sector as whole regionally and nationally. This has been partly addressed in Manchester with the introduction of the MCRactive card, which for the first time is starting to provide robust data on the uptake of activities across all Council led leisure activities.

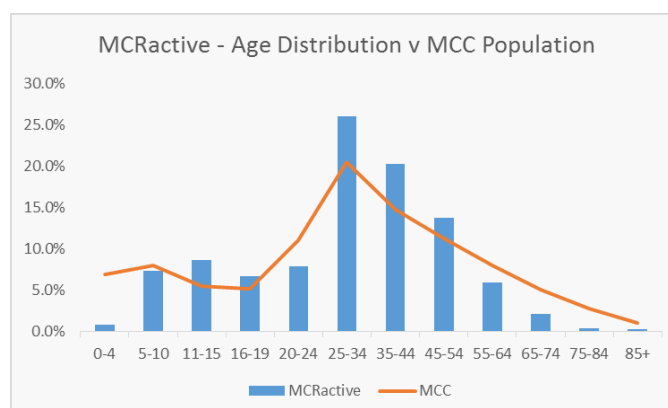
4.2 MCRactive Card is a membership scheme whereby people sign-up for a membership card and in return are entitled to up to 30% discounts on pay and play activities at leisure centres operated on behalf of the Council. In time it is intended that the scheme will be rolled out to a wider range of facilities including those leased by the Council and those on School sites. The purpose of the card is to gain valuable insight on participation levels across Manchester to enable services to be targeted to tackle low participation levels. The scheme was launched in September 2017 with the aim of signing up 50,000 people within the first 2 years. At the end of month 12 this target had already

been surpassed with over 88,000 people registered. In addition, the Council already held data on over 59,000 people who have either a pre-paid gym membership or who are enrolled on a course or programme. Therefore, the Council for the first time has a very strong understanding of the makeup of service users across all facilities managed under these arrangements.

- 4.3 The analysis undertaken from the first year's data has highlighted that the card has been a remarkable success with very strong uptake of the card from across the whole of Manchester. Whilst there has been unprecedented uptake for the card, there is generally lower representation in neighbourhoods where there is not an incentive to have a card i.e. the local sport or leisure provider does not provide discounts to the card holders. Work has been undertaken to encourage providers in these areas to provide discounts and it is anticipated that a number of additional providers will implement this within the next 3-6 months.
- 4.4 Significant work has been undertaken to meet the requirements of the Equalities Act 2010 by ensuring that targeted programmes meet the needs of under-represented/ protected characteristic groups. Over the last decade the Council has specifically worked with partners to introduce the following to help to widen access within facilities:

- Women only sessions – 47 hours provided per week across the city.
- Faith groups sessions – 47 hours for women are suitable for faith groups.
- Over 50s - 21 hours provided per week across the city.

Despite this, further focus is still required in this area as currently 37% of MCRactive card holders are women and girls – it should be noted that whilst this figure appears quite low, the number of pre paid members for women and girls is higher than men, however overall women and girls are still participating less in Council activities than men, which is reflective of the national picture. Equally, further work is required to encourage uptake by older people. As can be seen from the graph below people over 55's are also underrepresented.



- 4.5 Given the analysis undertaken following the introduction of MCRactive Card, MCRactive have been tasked to develop a plan for targeting under-representation in three key areas, this includes: women and girls; older people; and, people with a disability. The plan will also seek to address the hot

spots of inactivity which exist on a geographical basis. These hot spots are clustered around: Wythenshawe; Moss Side; East Manchester; North Manchester. This will involve the promotion of existing activities, campaigning and introducing new activities where demand exists or needs to be stimulated. This plan will be formulized for implementation in January 2019.

- 4.6 As part of the plan to target under-representation more focus will be placed on promoting low cost access, which we know is a high priority for our residents. This will include growing and promoting:
- Low cost or free activities in non-traditional leisure facilities (66 sessions per week at 35 venue locations across Manchester currently).
 - Free swimming for under 5s is available in all Swim for All sessions (528 hrs provided each week across the city).
 - Free swimming for over 60s is available in all Swim for All Sessions and Adult only sessions (546 hrs of activity is provided a week across the city).
 - Free swimming for children 16 and under in school holidays - 5,124 hrs of activity is provided per year across the city.
 - Universally low charging for all leisure facilities.

5.0 The Role of Community Activators

- 5.1 Over the last six years the Council has successfully secured funding from Sport England to employ a number of Community Activators. During the summer further funding was secured to continue this work and the Activators will now play pivotal role within MCRactive. Importantly, the Activators will be seeking to place residents at the centre of everything the Council does by ensuring they are listening and responding and getting the right messages to residents, in the right way, making it easy to find out about opportunities. The Activators will also be seeking to give residents and Elected Members a local voice to influence how local provision is provided and developed. In order to ensure this is administered effectively, twelve “locality active networks” will be established, these will encourage collaboration amongst residents, members and partners to inform communication priorities and provide leadership and coordination to local provision. These networks will be directly connected to ward coordination and to the new governance arrangements for MCRactive. The 12 locality active networks model will be aligned to the emerging administrative model for health and social care, but importantly will work directly with ward coordination and neighbourhood teams.
- 5.2 Principally the role of the Activators is to build capacity across the whole sector. Importantly, there were 3,394 voluntary sector organisations active in Manchester in 2017, with around 44% of these stating that they deliver health and wellbeing activities for communities. The Activators will support these groups in the following ways:
- Recruitment, training and deployment of volunteers and coaches, through the Manchester Volunteers Inspire Programme. There are currently over 6,000 volunteers registered on the programme.
 - Providing funding and small grants for programmes and activities.

- Working with groups to access wider funding opportunities, both national, regional and local funding opportunities.
- Supporting groups with property related matters such as leases, licenses and asset transfers.

The Activators will also lead on:

- Ensuring the sport and physical activity offer available is diverse, inclusive, affordable, accessible, and is tailored towards tackling the main barriers of participation (e.g. lack of time, lack of money, availability and timing of sessions) particularly amongst under- represented groups.
- Supporting programmes and activities with mass appeal (e.g. Great Manchester Run), and explore new opportunities to activate this in neighbourhoods, in order to help sport and physical activity become part of everyday life.
- Helping to grow and sustain high quality sports clubs and work closely with them to leverage additional resources.
- Encouraging self-sufficient physical activity habits by working to increase the amount of family friendly sessions and local, free / low cost, regular, volunteer led programmes and activities in local facilities such as parks and community venues.
- Widening access to and activate all sport and leisure facilities, including local parks, community assets, local sport and leisure centres and work to open up more school facilities beyond the school day.
- Working with and ensuring connection to the Voluntary Community Sector Fund, as well as working with the relevant Council officers who are responsible for the fund's work, providing support where required and importantly to avoiding any duplication.

5.3 The Activators will also be seeking to test new ways of working through the Sport England funded local delivery pilot, which is part of a broader GM programme to get more people physically active. Over the summer the Council secured £1.5m of funding to target working with people who are out of work or at risk of becoming workless, in order to develop approaches that support them to become more physically active. This is a three-year programme, which is due to commence in early 2019.

6.0 Conclusion and Next Steps

6.1 Significant progress has been made over the last 12 months to increase participation by Manchester residents, however further work is required to ensure that we create programmes and activities that are attractive for all

sections of the community. The following next steps will be progressed to work towards achieving this:

- Continued improvement and partner engagement in MCRactive and increase the number of MCRactive card holders, ensuring that the sign up is more representative of Manchester's communities.
- Finalising the plan to tackle under-representation in the three priority areas identified within the report.
- To take the Key Decision to formulate MCRactive.
- Continue conversations with Manchester Health and Care Commissioning in relation to joint commissioning and co-investment.

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