

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 5 December 2019

Subject: Sport and Physical Activity Strategy

Report of: The Strategic Director (Neighbourhoods)

Summary

In May 2018, the Executive endorsed the recommendations of the Sport and Leisure Review carried out in early 2017 and agreed to approve the adoption of the new Sport and Physical Activity Strategy and the operating arrangements proposed to deliver it. This report provides an update on the progress made over the last twelve months and highlights that Manchester is tackling inactivity six times faster than the national average. Whilst this is a remarkable achievement the Council and partners should not be complacent as more work is still required to continue the journey of increasing active lives and widening access to tackle underrepresentation.

Recommendations

The Committee is recommended to:

Consider and note the progress in the delivery of the Sport and Physical Activity Strategy following its implementation and public launch.

Wards Affected: All

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
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	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	The Sport and Leisure sector has over the last twenty years 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.

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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 – Leisure Arrangements – 30th May 2018, Item 7.
- Executive Report – Leisure Arrangements – 7th March 2018, Item 14.
- Executive Report – Sport and Leisure Arrangements – 2018 onwards, 26 July 2017, item 6.

1.0 Introduction

1.1 In May 2018, the Executive approved the delivery of five key workstreams in response to the Sport and Leisure Review, these are summarised below:

- To approve the adoption of the vision, strategic themes and actions to deliver the strategy over the next 10 years.
- To complete the production of the strategy document for communication with residents, visitors, partners and businesses.
- To agree to the governance arrangements proposed for implementing the strategy (MCRactive) and note the decision to award a contract to Manchester Active.
- To note the analysis undertaken on the Leisure Centre arrangements and to award a contract, subject to consent from relevant stakeholders.
- To complete and execute any documents or agreements necessary to give effect to the recommendations.

1.2 This report provides an update on all these key actions, which contribute to the new (single system) model for sport and physical Activity in Manchester. This approach has been established to build on the existing strengths across the sector and realise the ambition of making Manchester a more active city, whilst reinforcing the City's reputation as a global city of sport.

1.3 The new single system for sport and physical activity in Manchester seeks to ensure clarity of purpose for all involved, to simplify strategic and operational arrangements and to provide the golden thread between resident engagement, the strategic objectives and what residents experience in our neighbourhoods. The core elements of the newly formed single system include:

- **Co-investment** – Collaborating across the three major public funders of sport and physical activity (Health, Sport England and Manchester City Council) to co-invest to achieve the best outcomes for residents.
- **Strategy & Partnerships** – A revised Sport and Physical Activity Strategy overseen by new governance arrangements and new cross sector partnerships.
- **Manchester City Council** – A streamlined role for the Council - focused on getting the resources into the right organisations who can make the biggest impact in communities.
- **MCRactive** – A not for profit organisation, established by the Council, responsible for implementing the Sport and Physical Activity Strategy on behalf of the Council.
- **Leisure Centre Operator** – new contracting arrangements focused on sharing operational and financial risk, whilst bringing to bear the expertise of credible national operators who can drive the quality, efficiency and innovation, which is required to deliver the strategy.

- **Residents** – Engage residents in line with the “Our Manchester” principles, more proactively and more effectively.

2.0 Manchester Active

- 2.1 In May 2018, the Executive approved the proposal to form Manchester Active Limited (MCRActive) as the new strategic vehicle to implement the strategy on behalf of the Council. Manchester Active was established in December 2018 as a modification, redesign, repurpose and name change of the existing Eastlands Trust who were previously responsible for managing National and Regional Sport facilities in Manchester. Eastlands Trust was an existing company, where the Council was the only Member.
- 2.2 On 1 December 2018, 90% of the workforce employed by Eastlands Trust transferred by TUPE to the new operator (GLL). Running in parallel, detailed work commenced to modify and repurpose the company and a name change to Manchester Active Limited was activated. During the following four months, a significant amount of work was undertaken by the small remaining team, working in interim arrangements making critical preparations ahead of the transfer from the Council’s Sport and Leisure team and their associated responsibilities into the organisation.
- 2.3 On 1 April 2019, 22 Council employees transferred by TUPE into MCRActive to join the 17 already in employment with in the company. These 17 staff consisted of the remaining Eastlands Trust staff who did not transfer to GLL and staff from Wythenshawe Forum Trust who are currently deployed with a locality working remit across Manchester.
- 2.4 In May 2019, changes were formally made to role of the Council’s Strategic Lead for Parks Leisure and Events (Neil Fairlamb) to ensure that the Council provided the necessary day to day management support and oversight to the development of the company. This role operates in the form of an Executive Director for the company, where the post holder is directly responsible for the day to day management of MCRActive’s Executive Team.
- 2.5 MCRActive now provide the leadership and common narrative for sport, health and physical activity in Manchester, working closely with the whole sport and physical activity sector to activate traditional and non-traditional publically accessible activity ‘places’ across Manchester – not just the Council’s sport and leisure portfolio. MCRActive endeavour to provide a unified voice, bringing coherence, simplicity and connectivity to the previously fragmented sport and physical activity landscape, helping translate and facilitate connections to other sectors and vice versa.
- 2.6 MCRActive has been established in a manner to encourage genuine collaboration and co-design of services to get people healthier and more active – fundamental to the new ways of working is the need to develop and share insight, identifying strengths of organisations and share good practice to ensure the development of a workforce fit to deliver the strategy. The

organisation's operating model challenges existing boundaries, whilst remaining open-minded and collaborating across various leadership teams.

- 2.7 MCRactive is contracted to implement Manchester's Sport and Physical Activity Strategy on behalf of the Council and to oversee the delivery of a series of identified "we wills" as part of the 7 strategic themes, with a contract in place for an initial term until 31st March 2028.
- 2.8 The Council remain responsible for taking key decisions in relation to agreeing any plans and the deployment of Council resources, which will be reviewed in line with budget setting cycles. Specifically, the Council make decisions on investment into Council owned assets, charging policies, programming policies and service provision within neighbourhoods.
- 2.9 The benefits to the Council following the establishment of MCRactive include:
- **Getting more people active** - The Council, Sport England and Health (the three main bodies' set-up as the governance and distributing public funding) are better placed to jointly invest to achieve across shared priorities and strategic objectives.
 - **New ways of working** – A platform for new relationships through which main bodies responsible for sport, physical activity and population health can work together, test new approaches and scale successes.
 - **Activating the whole sector** - Provides the most effective platform to activate the traditional and non-traditional publically accessible activity 'places' across Manchester – not just the Council's sport and leisure portfolio.
 - **Co-commissioning** - Supports the development of integrated out-of-hospital services, based around the needs of local people.
 - **Resources** - Provide a new platform for resource leverage from a range of national, regional and local organisations, whilst deploying available resources to make the biggest possible difference in neighbourhoods.
 - **Streamlined** - Simplified existing arrangements, providing clarity of purpose for all involved, combining resources to deliver local priorities.
 - **Improved Communication and engagement** - Provide an effective and simple mechanism through which local residents can be engaged and communicated with
- 2.10 The following items and operational arrangements have been either progressed or embedded over the last 12 months:
- Articles of Association for Manchester Active Limited have been agreed;
 - The key decision to contract with the company has been taken as a Teckal exemption;
 - A Service contract between the Council and MCRactive has been agreed;
 - VAT assessments have been concluded to ensure best value and reduce risk;
 - Eastlands Trust activity has been closed down;
 - Staff have successfully transferred in / out of multiple organisations;

- A full staffing restructure has been completed to align the staff to the revised strategy;
- Continued focus on the MCRactive Card – as a simple mechanism for all to start their journey through pay & play to be more physically active without significant commitment, with additional benefits and value for Manchester residents;
- Established and rolled-out the single MCRactive brand;
- Established a communications and marketing platform and processes for sharing resources specifically focussing on relationships between Manchester Active, the Council, Wythenshawe Forum Trust and the leisure operators;
- Driven the city's sport and physical activity position regarding open-data, including taking the lead for Greater Manchester approach;
- Overseen the successful tender, review and subsequent award to create a new digital solution;
- Undertook a full ICT tender and awarded a new supplier delivering a singular IT system and platform;
- Extended resources around central support, data and communications to key partners sharing resources and expertise; and
- Strengthened relationships with key priority partners (with a specific strategic focus on MCC / Sport England / MLCO / MHCC relationships).

2.11 MCRactive have also worked closely across Greater Manchester (GM) where collaborative work has resulted in increased investment in walking and cycling and **£1.5M** investment into a Local Delivery Pilot as well as unified approaches to Public Service Reform. The GM Moving Plan (2017-2021) has an ambition to achieve **2 million moving by 2021 and 75%** of the population 'active' by 2025. The collective whole system approach from neighbourhoods through to each local authority area is having an impact and together MCRactive and GM Moving are enabling more residents to become active. **In fact, Manchester is tackling inactivity six times faster than the national average and GM are tackling inactivity three times faster.**

2.12 Data collected through the Active Lives Survey has revealed that 74.6% of Manchester's population is active and 69.6% of GM's population is active, which is progress towards the GM Moving target of 75% moving by 2025 (an increase from 68.2% since 2015-16). However, there is still more to do, continuing the journey of increasing active lives and widening access to tackle under-representation remain key priorities, this will enable our workforce and citizens to be happier, healthier and more productive.

2.13 The key focus for MCRactive over the next 12 months is to deliver the priorities set out in section 3.9 of this report and to ensure the company becomes an exemplar of good governance and operational excellence.

3.0 Progress on the Sport and Physical Activity Strategy

3.1 As set out in May 2018, the Manchester Sport and Physical Activity Strategy is the result of a detailed engagement and many conversations with residents. It provides the vision for sport and physical activity in Manchester and

provides a summary of the work required to deliver the vision, the success factors and strategic outcomes through seven strategic themes. The strategy provides a new narrative and focus for partners, residents and communities and will be guided by the Our Manchester principles which will shape behaviour and the actions of all who have a role and stake in the delivery of the strategy.

3.2 The Our Manchester principles sit at the heart of the strategy and are used to guide the way all partners in Manchester will collaborate to achieve:

- Better Lives – it’s about people:
- Listening – we listen, learn and respond:
- Recognising strengths of individuals and communities – we start from strengths; and
- Working Together – we build relationships and create conversations.

3.3 The over-riding message from residents during the Strategy consultation was that the approach should be inclusive and encourage as many people as possible, from all sections of the community – especially those under-represented (older people, disabled people, women and girls) to be involved in sport and physical activity (the widening access agenda).

3.4 The Strategy is based around seven strategic themes as follows:

	Theme
1.	Encourage residents who are currently inactive to become regularly active.
2.	Helping young people enjoy being active, healthy and reach their potential.
3.	Sustain and increase adult participation in sport and physical activity.
4.	The home of world-class sport that inspires people.
5.	Creating great places to be active.
6.	How we communicate and engage with all residents.
7.	A skilled, motivated and valued workforce (employees and volunteers).

3.5 MCRactive held a launch event hosted at the Etihad Stadium to introduce the strategy to key partners and audience. Here, the seven themes were revealed with expert guest speakers from key areas presenting their perspective, opinions and support for the Strategy. Around 200 guests attended from sectors including Education, Health, Sport, Tourism and Transport; and since the launch we have made partnership progressions that will be pivotal in Manchester’s ambition to achieve world leading status in this sector.

3.6 Health and Well-being Progress

3.6.1 There have been prominent advances in relationships within the health sector; in particular with the Manchester Local Care Organisation (MLCO), the similarities in the organisations infancies have allowed a degree of synergy in

the initial developments as partners and commitments to each other; with key personnel from MLCO achieving real ambassador status on behalf of MCRactive, thus allowing ease of introduction and transition into future key health organisations.

- 3.6.2 Manchester Health & Care Commissioning (MHCC) recognised that in order to have as positive an impact as possible on people's health, they need to work with sectors outside of Health and Social care, such as MCRactive. This partnership was cemented with the MHCC Executive Team in summer 2019 and MCRactive have implemented an action plan to progress the seven themes alongside MHCCs Locality Plan. This plan will work in synchronicity with the commitments to MLCO and can flex to suit any new potential partners.
- 3.6.3 The next stage health partnership development has been identified as the Manchester Foundation Trust. This is aspirational but has been part of the discussions with both MLCO & MHCC to date.
- 3.6.4 Building these strong foundations with key partners has created opportunities for MCRactive to be influential in key areas of work for the city. Not only has it provided a platform to promote the strategy but also a space where partners can effectively disseminate objectives. MCRactive have established a work stream that utilises the extended workforces from wider organisations to help implement positive messaging of physical activity.
- 3.6.5 There has been a shift in the importance that the role Sport and in particular, Physical Activity can play in relation to preventative medicine. The Council's Leisure Team has had historical contractual connections with some health bodies in previous years but what is evident in today's landscape is that Physical Activity is just as, if not more important to the contribution of improved health and well-being and the reduction in risk to an extensive list of illnesses (some chronic) than any other pharmaceuticals. It is therefore essential to look at traditional intervention models to provide an abundance of learning to assist in the developments of the new approaches to community development that the city are testing in order to facilitate the growing demand on our sector.
- 3.6.6 Through these new approaches MCRactive are hosting non-traditional partnerships through programmes such as Winning Hearts and Minds (WH&M), the Local Pilot and Active Aging. Three pilots which are empowering residents to design their own 'services' in relation to improving health outcomes within their local community.
- 3.6.7 Social Prescribing is an approach the City Council have been developing alongside the NHS's long term plan to help give people greater control over their own health. MCRactive are critical in contributing to the ability to equip GP's, nurses, social workers and other health and care professionals with the knowledge and tools to refer people to a range of local, community based, non-medical support for issues which are impacting their health and well-being.

3.6.8 The MCRactive Digital Platform, whilst it is a major advancement in the Sport Leisure and Physical Activity landscape in its own right, will play a major role in connecting communities, service users, non-service users and health and care professionals with the ability to socially prescribe sport and physical activity with ease.

3.7 Sports Development Progress

3.7.1 Over the last 12 months the Council's investment into Cricket Development has been complemented with additional new investment from the English Cricket Board, Sport England and GMCA. This has resulted in a GM wide investment programme into Non turf cricket facilities and wider development programmes including further work with schools. For Manchester, this will see 16 new non turf wickets installed across 13 sites in the City over the next 12 months and the enhancement of participation programmes such as Wickets, Last Man Standing and Chance to Shine.

3.7.2 Twenty Eight Active Streets days have been delivered across neighbourhoods and has brought together a range of services including Waste and Recycling, Street Cleansing and Sport. This is 'Social Value' in action with skips donated through a Council contract.

3.7.3 In Events, the Cricket World Cup saw success with the connecting of many local businesses to the opportunities for trade with India. The Cycling Tour of Britain event saw thousands of people on Deansgate for the race finish and half a million people watching across the GM route. The success of the event showed the strength of bringing all ten GM boroughs together to host a major sporting event. There is also an exciting emerging 'Road to Tokyo' Campaign of events secured in 2020, ahead of the Olympic and Paralympics in Japan next year.

3.7.4 MCRactive have made significant progress in creating a baseline and offering a support package to redesign and cement the Sport and Physical Activity Safeguarding and Quality Assurance standards across the delivery networks. Next stage developments are to digitise the process in line with the digital platform launch planned for early 2020.

3.7.5 The award winning volunteer programme MCRVIP, was relaunched across MCC's Neighbourhoods Service this year with MCRactive's officers playing an 'advisory' role to the directorate based on the success gained from the platform from a sports perspective. Club development work with Sport England is also seen as leading the way nationally. And as a result, MCRactive are working with other authorities to share best practice and support where appropriate.

3.7.6 The relationship with Visit MCR / Marketing MCR has been enhanced with the development of a joint Sports Bidding Post to be hosted by Visit MCR. This will support community activation, legacy benefits for residents as well as tourism and wider business engagement for sporting events and programmes.

3.8 Capital Investment Progress

- 3.8.1 There has been significant investment into Parks which includes tennis improvements at Alexandra Park, Chorlton, Fletcher Moss and Wythenshawe through the partnership with Tennis's governing body, the LTA - the Cricket User group has also expanded at Alexandra Park as a result. There has been investment for new Active Spaces 'playzones' at Ladybarn Park Scotland Hall Road and there has also been investment into Platt Fields Park Digital Activation Football wall.
- 3.8.2 There has been nearly **£10M** of investment into Sport and Leisure Facilities over the last twelve months, specifically Moss Side Leisure Centre, Belle Vue Sports Village, the Denmark Road Centre and North City Family and Fitness Centre.
- 3.8.3 The HSBC:UK National Cycling Centre, understood to be the busiest velodrome in the world, with the track in use 14 hours a day 7 days a week, benefitted from **£1.5M** refurbishment work, which included the installation of a new Velodrome Track and improvements to ancillary facilities.
- 3.8.4 The football pitches at the Denmark Road Centre were refurbished recently following a period of closure due to the aged condition of the surface. Not only will the facility now benefit from additional revenue income but most importantly, the works have created opportunities for activity in the area.
- 3.8.5 A Masterplan for the development of Hough End Playing Fields has been developed and £100K of funding has been secured to cover project development costs in order to bring forward a scheme for investment into the changing rooms and to make pitch improvements.
- 3.8.6 Over **£4M** of capital investment has been committed by the Council to implement a Carbon Reduction Programme across eight of the highest CO2 emitting sport and leisure facilities. This investment will be utilised over the next 2 years to improve boilers, LED lighting and photovoltaic panels.

3.9 Key Priorities for the remainder of the year

	Priorities
1.	To create a stronger sport and physical activity programme in parks in order to widen access to participation and tackle under-representation.
2.	To generate stronger arrangements with sporting National Governing Bodies (NGB) to ensure both the NGBs and the City achieve maximum benefit from the agreements/contracts in place than what currently exists.
3.	Deliver the MCRactive digital platform and connect ALL 90 GP surgeries to this - providing a toolkit for it to be the 'one stop shop' for Physical Activity referrals.

4.	Undertake a needs assessment of the service areas with volunteer requirements, utilising the refreshed relationship with the VCSE sector and our vast and successful experience from MCRVIP.
5.	Workforce - Influence the creation of an appropriately skilled workforce that can deliver to the complex and diverse needs of Manchester's communities.
6.	Improve the Greater Sport (local community sport partnership) relationship building on the success of the Tour of Britain and Cricket World Cup that showed strong cross GM working.
7.	Embed the use of the digital platform throughout the city. This will not only allow insight driven design of programming but will ensure accurate and real time monitoring of programmes within our operators contracts and in community settings.
8.	There will be an emphasis on improving the work with National Governing Bodies, but in particularly with Rugby League in preparation for their relocation to the Etihad Campus.
9.	There will be a focus on embedding the Family Poverty Strategy alongside the Sport and Physical Activity Strategy.
10.	To understand the requirements for the ability to cater for a wider variety of health related 'products' within the operators' portfolio.
11.	Manchester Aquatics Centre refurbishment progressed to RIBA Stage 2 - progress to investment installation.
12.	Abraham Moss Leisure Centre progressed to RIBA Stage 4 - progress to investment installation.
13.	HSBC (UK) National Cycling Centre improvements to Velodrome infrastructure progressed to RIBA Stage 2 – progress to investment installation.
14.	Manchester Regional Arena Outdoor Athletics Track relaying progressed to RIBA stage 2 - progress to investment installation.

4.0 Leisure Centre Contracting Arrangements

- 4.1 Key to the new single system was the need to review the various arrangements in place to operate the Council's leisure assets. Previously, the various buildings were managed under four very different contracts and it was identified that such arrangements were complex making widening access to provision challenging and confusing to residents. Also identified was the need for greater co-ordination of the sport and leisure offer, one that considered the entire facility provision across Manchester (803 facilities) and the significant provider network of facilities (over 100 providers) and therefore, simplified provider arrangements are needed to achieve this.
- 4.2 Asset out at the Executive meeting in May 2018, three bids were received by the Council from leading national facility operators, including Better Leisure (GLL), More Leisure (Serco) and Everyone Active (SLM) for the management and operation of the Council's Elite and Community Sport and Leisure Facilities (Lot 1). Three bids from the same operators were also received by the Wythenshawe Forum Trust for the management and operation of Forum Leisure and Facilities Management arrangements (Lot 2).

- 4.3 In August 2018, the tender process was competed and awards were made for the two Lots in scope. GLL were successful in the appointment of Lot 1 and SLM for Lot 2. Allowing adequate time for engagement with the employees in scope, a mobilisation period of approximately 90 days took place and both contracts became effective on 1 December 2018.
- 4.4 It has been close to a year since the new contracts commenced during which time a vast amount of work has taken place. A key focus has been to obtain a full understanding of the facilities that the operators have recently taken receipt of, especially those with a national presence given the predominant single sport focus and complex requirements in that there is a key requirement to offer significant community use.

4.5 Key achievements over the last 12-months

- Overall visits to leisure facilities over the last year have increased by **192k**.
- A 7% increase in the number of people learning to swim has been achieved – now at over **7,200** children learning to swim per week across Manchester.
- Over **£900K** of investment into facilities made by GLL at Northcity, East Manchester Leisure Centre, the Manchester Aquatics Centre, Belle Vue and Debdale.
- Rebrand of various facilities to MCRactive phasing out GLL's 'Better' presence;
- Growth in overall participation across the full portfolio;
- Additional facilities have been added to the GLL contract to safeguard their future – This includes the Range Sports Complex and Ghyll Head;
- New Technology installed to fast track access and improved customer experience/Journey;
- Expansion of free swimming programmes with both Over 60's and Under 16's; and,
- Sport Foundation Grant funding distributed to 25 aspiring young athletes;
- 8 apprentices of which 7 are Manchester residents have been recruited on to the programme and have successfully gone through the National Pool Lifeguard qualification.

5.0 Summary

- 5.1 It is a very exciting time for Sport and Leisure in Manchester. Through the unique governance arrangements and organisational set-up, MCRactive are the country's first ever tripartite collaboration between sport, health and a local authority ensuring a new collaborative approach to strategy and resources across the city. With the new single system now in place, the foundations are set to enable the drive of significant improvements across the city. In addition to the obvious growth in sport and physical activity, it is recognised that through the engagement of valuable partnership working with likeminded organisations and individuals that Manchester can achieve so much more positively impacting other areas such as health, education, economic growth, and community and individual development. The new approach will ensure

that our residents are more actively engaged with a strong voice to effect change.