

**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

Contact Officers:

Name: Fiona Worrall
Position: Chief Operating Officer - Neighbourhoods
Telephone: 0161 234 3926
Email: f.worrall@manchester.gov.uk

Name: Neil Fairlamb
Position: Strategic Lead (Parks, Leisure & Events)
Telephone: 0161 219 2539
Email: n.fairlamb@manchester.gov.uk

Name: Lee Preston
Position: Sport and Leisure Lead
Telephone: 0161 234
Email: l.preston2@manchester.gov.uk

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%

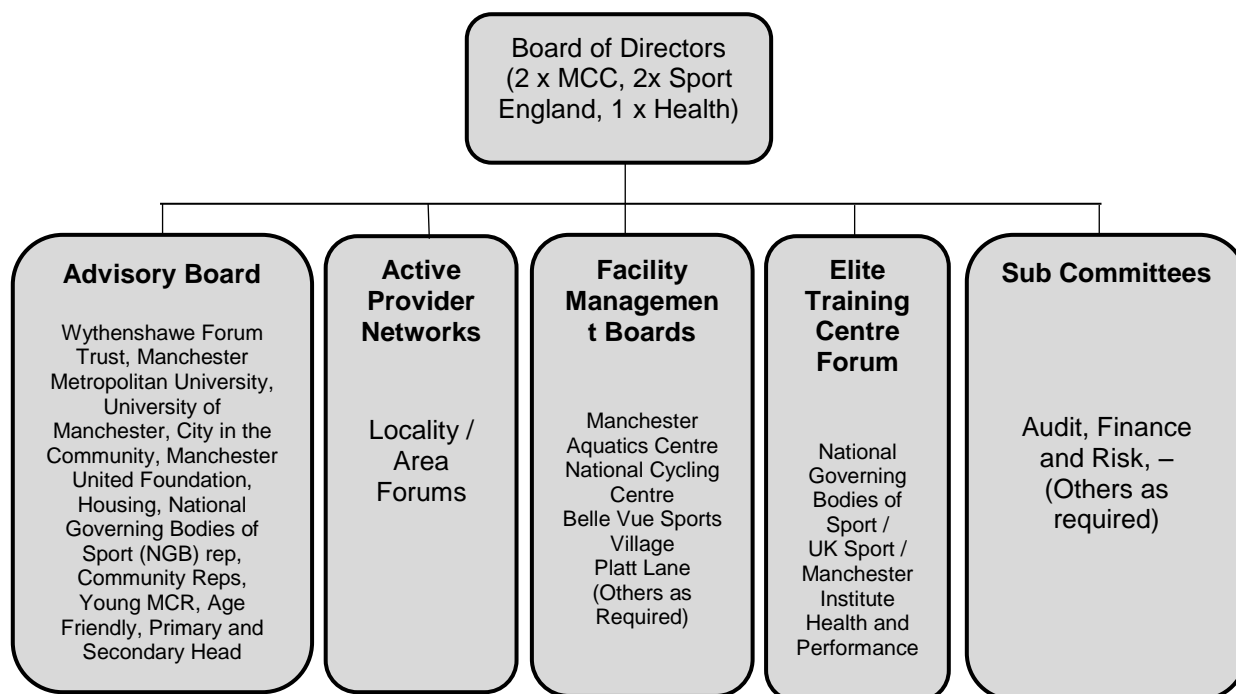
- 2.3 Over 3.3m visits were recorded in the last 12 months on programmes commissioned by the Council. When taking into account adjustments for facility closures due to facility improvements being undertaken, this represents the highest number of visits achieved to date by the Council's facility providers.
- 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

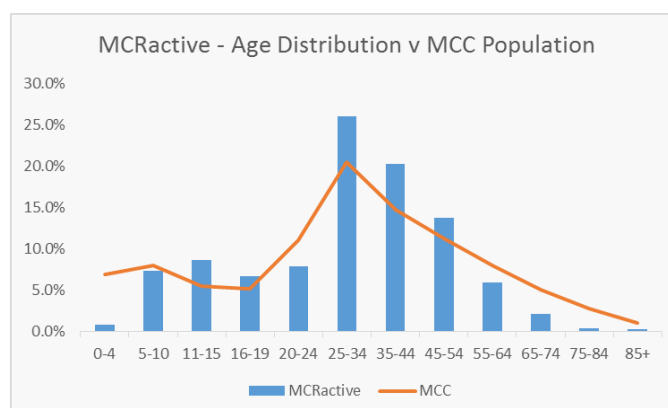
been surpassed with over 88,000 people registered. In addition, the Council already held data on over 59,000 people who have either a pre-paid gym membership or who are enrolled on a course or programme. Therefore, the Council for the first time has a very strong understanding of the makeup of service 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 formalize MCRactive.
- Continue conversations with Manchester Health and Care Commissioning in relation to joint commissioning and co-investment.