



MORE THAN A GAME

Harnessing the power of sport to transform the lives of disadvantaged young people

A policy report by the Sport Working Group
Chaired by Michael de Giorgio

May 2011



THE CENTRE FOR
**SOCIAL
JUSTICE**

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About the Centre for Social Justice

The Centre for Social Justice (CSJ) aims to put social justice at the heart of British politics.

Our policy development is rooted in the wisdom of those working to tackle Britain's deepest social problems and the experience of those whose lives have been affected by poverty. Our Working Groups are non-partisan, comprising prominent academics, practitioners and policy makers who have expertise in the relevant fields. We consult nationally and internationally, especially with charities and social enterprises, who are the champions of the welfare society.

In addition to policy development, the CSJ has built an alliance of poverty fighting organisations that reverse social breakdown and transform communities.

We believe that the surest way the Government can reverse social breakdown and poverty is to enable such individuals, communities and voluntary groups to help themselves.

The CSJ was founded by Iain Duncan Smith in 2004, as the fulfilment of a promise made to Janice Dobbie, whose son had recently died from a drug overdose just after he was released from prison.

Executive Director: Gavin Poole

More than a Game: Harnessing the power of sport to transform the lives of disadvantaged young people

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Preface

The Centre for Social Justice (CSJ) was set up in 2004 to seek answers to the poverty that blights parts of Britain. Since then, we have produced over 50 publications looking at a wide spectrum of social issues, seeking to harness the experience and dedication of grass-roots organisations into the policy formation process. In January 2010 we launched six new policy areas, expanding the CSJ's overview into areas such as youth justice, mental health, older age and sport. This report is the second of those new areas to publish after *Outcome-Based Government* in January 2011, while the rest will be released over the course of the summer and autumn.

This report, *More than a Game*, seeks to examine the use of sport as a tool to engage and work with young people in our most deprived communities. Britain is a famously enthusiastic sporting nation, with millions of people participating in sport a week and hundreds of thousands attending professional sports matches. For three weeks in August 2012, this fact will be attested to, as London becomes the first city to host the Olympic Games three times.

Sports clubs are a vital thread in the fabric of our society, while across the UK, there are organisations and individuals that are making the most of sport's ability to inspire people to achieve things they had never thought possible. It is this last potential of sport – its social power – that led the CSJ to commission this report. Our Working Group has drawn on the evidence gathered from leading practitioners, its own experience and from the conversations held over the last 18 months with some of the most influential people in British sport. A set of recommendations has emerged which, if implemented, will radically alter our ability to harness sport as a tool for social good.

Vitality, the report draws a firm distinction between the promotion of sport in a generalised way and the clear, logical steps we need to harness it as a recognised and reliable feature of social policy. We argue that this distinction, which has long been apparent to both practitioners and researchers, needs to be enshrined in the way we fund and view sport as an area of public policy. By handing lead responsibility for sport to tackle social problems to the Department for Education, we recommend radical political and governance reform. Experts in particular fields, such as crime reduction, the fight against childhood obesity and the use of sport in education would remain autonomous, but under this proposal ministers and officials would be equipped to use sport as a powerful route out of poverty.

In the report we also set out how the promise of a world-leading coaching system can finally be fulfilled. Crucial to this is the persuasive case for investment in our coaches – the people

who deliver sport to so many thousands of young people in Britain. Finally, *More than a Game* expresses concern about the likely sporting legacy of the London 2012 Olympic Games – a type of legacy no other host city has ever achieved – despite lauding the ambition of those who seek to deliver a lasting increase in participation.

In publishing this report my thanks go to all who have played a part in shaping it. Particular thanks should go to Michael de Giorgio, who has led the process with dedication and expertise. I hope it will spark the reforms that Michael and his team have worked so hard for, and that so many young people in our poorest neighbourhoods would benefit from.

Gavin Poole

CSJ Executive Director

Chairman's foreword

I came to this country from Malta as a young boy. Like all children, I wanted an identity, a role and friends. Sport gave me every one of them. It boosted my self-esteem and even gave me a small measure of success.

Since then, I have believed that every child ought to have access to the same range of sporting opportunities which I had known, regardless of income, family background or ability. This was the driving force behind my decision to set up a charity called Greenhouse in 2002, and it is why I agreed to chair this report for the CSJ.

Sport, at its best, can be a forum for enjoyment, friendship and personal fulfilment. The same can be said for the arts and other activities – but sport enjoys a vast constituency and a hold on the national imagination. For more than a hundred years, various sports have also offered young people goals to work towards, whether they are able to realise their aspirations of fame and success, or whether, like me, their success in a more modest sporting arena helps them to succeed in other areas as well.

I welcome the Government's recent commitment to focusing sports policy on young people, because I believe that by investing in the young, we instil the potential for lifelong enjoyment and participation in sport.

Participation, however, should not be seen as an end in itself – or at least not the only end. This is especially true given the enormous amount of money having been spent on sport over the last few years and the fact participation figures are declining. Sport can do more. It can achieve some of the social outcomes that will help, even transform, our society. To achieve this, there has to be a significant redistribution of funds. Just now there are allocations amounting to hundreds of millions of pounds dedicated to 'growing and sustaining' participation in sport. Many of these could be spent to radically better effect – more of it must be targeted more specifically on sports programmes for disadvantaged young people.

I have observed through my experiences at Greenhouse and this CSJ review, that sport can reach and change this group. It can improve their life chances by increasing educational attainment and building life skills. The key ingredients for a successful programme seem to include: long term funding which enables forward planning and more importantly, commitment to the young people on these programmes; high quality coaches who are also trained to be

role models to work intensively, long term and consistently with the same young people; and suitable facilities, of which many already exist, but to which this group often do not have access.

In just over one year, London will become the first city to host the Olympic Games for a third time. While much of the £9.4 billion investment has been spent on things the world will notice for three weeks, the success of the Games will be judged on the changes we see in Britain over thirty years or more. In 2005, Lord Coe promised the world that the London Games would deliver a sporting legacy, inspiring young people across the country to take up sport. This report suggests that one achievable and worthwhile legacy would be to transform the lives of disadvantaged young people through sport.

In publishing *More than a Game* I would like to extend my thanks to all the members of the Working Group as well as our talented researcher and writer, Christopher Perfect, who have contributed so much. Their knowledge and commitment have enabled us to produce a report which, if implemented, will give disadvantaged young people in this country more of the kind of opportunities that have helped me.

Michael de Giorgio

CSJ Sport Working Group Chairman

Members of the CSJ Sport Working Group



Michael de Giorgio (Chairman)

Michael is the co-founder of the Greenhouse Schools Project. He continues to be involved full time in its development. Greenhouse was founded in 2002 and aims to transform the lives of young people aged 11 to 16 by engaging them in sports and performing arts. Projects currently take place in over 30 schools and seven community clubs.



John Amaechi

John Amaechi is a New York Times best-selling author, psychologist and former NBA basketball player. He is a senior fellow at the Applied Centre for Emotional Literacy, Learning and Research.



Professor Fred Coalter

Fred is a Professor and Director of Research at the University of Stirling and previously at the University of Edinburgh. For more than 30 years Fred has worked and researched with practitioners in the leisure industries, in particular in sports-related contexts. His expertise in the areas of monitoring and evaluation and organisational development, in particular for sport-for-development organisations, is complemented by his experience of working with such organisations from different cultures around the world, including in India, Africa and Brazil. He also has a wealth of UK experience, including eight years as chair of the board of Edinburgh Leisure, a leisure trust delivering sport and recreation services on behalf of Edinburgh City Council.



Clare Corran

Clare is the Regional Manager for Positive Futures (North West), and founder of the nationally recognised Positive Futures social enterprise in Liverpool. She delivers advice and services to the private, voluntary and public sectors, and is a keen adventure sports participant.



Dr Damian Hatton

In August 2001 Damian founded Street League, a leading Sport for social change programme, working with severely disadvantaged youths and adults across the UK. He originally trained as a medical doctor at University College London Hospital, practising in both the UK and Australia for five years. It was through Damian's daily contact with the homeless and individuals suffering from drug and alcohol addiction that he nurtured both the ideology and practical application of sporting interventions to successfully address a range of inter-related social issues including health problems, crime, social exclusion, low educational attainment and long term unemployment. Damian stepped down from the CEO position at Street League in mid-2010, after nine years at the helm to pursue an exciting dual role. Damian is currently the UK Director for streetfootballworld, helping scale up their work across the globe and secondly plays a Senior Advisor role for Aquamen Social Technologies, a social enterprise he co-founded in 2006 that offers cutting edge technology solutions for non-profits to performance manage their organisations and measure and report on their social return on investment.



Professor Barrie Houlihan

Barrie Houlihan is Professor of Sport Policy in the Institute of Sport and Leisure Policy at Loughborough University, UK. He has been involved in teaching and researching sport for over twenty years. His research interests include the domestic and international policy processes for sport. He has a particular interest in sports development, the diplomatic use of sport, and drug abuse by athletes.

In addition to his work as a teacher and researcher, Barrie Houlihan has undertaken consultancy projects for various UK government departments, UK Sport, Sport England, the Council of Europe, UNESCO and the European Union. He has chaired, and been a member of, various working groups in the sports councils. He is the editor in chief of the International Journal of Sport Policy and Politics and an Academician of the Academy of Social Sciences.



Simon Marcus

In 2006 Simon founded the London Boxing Academy Community Project which successfully re-integrates excluded teenagers into mainstream society. In 2010, the Academy expanded

into its second site. Previous to this he worked in the commercial sector including property development and publishing and from 2003-2006 the British Chamber of Commerce in Brussels.



Matthew Patten

Matthew Patten is Chief Executive of The Lord's Taverners, one of the UK's leading youth sports and disability charities, whose charitable mission is to enhance the prospects of disadvantaged and disabled young people using cricket and other forms of sport and recreation to engage with them.

He has over 20 years' senior management and sports marketing experience in the UK and worldwide in the private, public and third sectors.

Previous positions include Chief Executive, M&C Saatchi Sponsorship; Deputy Chairman, SP Holdings PLC; and Director of Communications for Clubs for Young People, working with over 400,000 disadvantaged young people. He was also a Trustee of The Sunday Times Oxford Literary Festival and Non-Executive Director of the Lord Mayor of London's Appeal in 2008/9.



Christopher Perfect

Christopher Perfect (CSJ researcher and author) – Christopher joined the CSJ in September 2009, after graduating in Modern History from Christ Church, Oxford. He is a keen rugby player, having played at school, club and county level in the past and serves as the secretary of a Middlesex League cricket club.

Supported by The Lord's Taverners

www.lordstaverners.org

The Lord's Taverners is a thriving club, the official charity for recreational cricket and the UK's leading youth cricket and disability sports charity.

We envisage a future where all young people, irrespective of background and ability, have the everyday opportunity to play cricket and enjoy other competitive sports and enjoy physical activities to the benefit of their self-esteem, health, education and future socio-economic potential.

Our charitable mission is to enhance the prospects of disadvantaged and disabled young people using cricket and other forms of sport and recreation to engage with them.

The Lord's Taverners benefits hugely from the fundraising activities of The Lady Taverners, our Regions and 4,000 Members across the UK, many of them drawn from the world of sport and entertainment.

Executive summary

This is the final report of the Centre for Social Justice's (CSJ) Sport Review which investigates how to harness the power of sport to transform the lives of disadvantaged young people.¹ To download the full report, please visit www.centreforsocialjustice.org.uk

Participation in school and community sport is a hallmark of British society. In addition to providing pleasure for those who play, coach, organise and support, it has played a powerful role in sparking better futures for many disadvantaged young people.

This report set out to establish how sport can produce the best results for young people living in Britain's most deprived areas. Whether through participation in organised recreational activity or tailored programmes that seek to achieve specific outcomes, the overall structure of sport in this country does not reliably produce the social benefits it can unlock. Neither the way sports policy is currently delivered, nor the way individual interventions are shaped, will help us overcome the array of challenges this report sets out. These include lower participation rates among more vulnerable groups, a misguided focus on low-level, low-value coaching qualifications and, frequently, a failure to properly define the outcomes which we expect from sport.

In *More than a Game*, we want to highlight the distinction between sport for its own sake and sport as a vehicle for improving the lives of disadvantaged or vulnerable young people. In some areas, notably coaching, our answers to the problems involved overlap, but this report has been written with the latter in mind.

In just over a year's time, London will host the Olympic Games for an unprecedented third time. Following the Games, sports bodies will merge and priorities which have driven sport policy since at least 2005 will have become redundant. Instead of reinforcing failure, or cutting funding for sport altogether, we believe that our report contains practical steps which we can take to reshape sport policy for the good of disadvantaged young people in our country.

Public support for sport's social good

There is a popular belief, endorsed by public opinion, that sport can contribute to a range of social policy objectives, including those related to cutting crime and enhancing levels of educational attainment. Polling undertaken for the CSJ found public support for making this the main focus of government spending on sport.²

¹ Sport here is defined as 'all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental well-being, forming social relationships or obtaining results in competition at all levels'. Council of Europe, *European Sports Charter*, Strasbourg: Council of Europe, 1993

² CSJ/YouGov polling, April 2011

More people (38 per cent) feel that the Government's main priority for sport funding should be maximising sport's contribution to cutting crime and improving education than on any other area.

CSJ/YouGov, April 2011

Our remit has been to identify the obstacles which must be overcome if this ambition for spending on sport is to become a reality.



Participation in school and community sport is a hallmark of British society

I. Sport, disadvantage and social reform

Evidence taken by the CSJ from grassroots organisations found individual programmes and leaders who successfully deliver sporting activity in disadvantaged communities. These people and projects make a significant difference to the lives of the young people. There has been some difficulty, however, in identifying how we can replicate best practice to deliver better social outcomes for young people.

Policy makers, funders and practitioners would benefit from a better understanding of what to expect from public investment in sport. If funding is targeted to programmes which take the correct approach towards sport, it will enhance programmes' ability to deliver social benefits and change lives. Further research is required to enable us to understand *how* sport programmes can most effectively contribute to social policy goals.

Recommendation: Further, and targeted, research into sport's contribution to social policy

If we want to make more definitive statements as to what sport's contribution to social policy might be, we need more research into which interventions are appropriate in which contexts, and the outcomes we can expect from them.

2. Governance and leadership

2.1 A lack of leadership for sport in a social policy context

'At the moment, a path for using sport to develop people as individuals, rather than just as sportsmen doesn't exist. If we want to take this agenda seriously, it's crucial that we establish one'.

Chief Executive, National Sports Association

A radical leap forward for sport policy

Since *Playing to Win* was published in 2008, Sport England has been funded primarily to deliver an increase of one million people playing a certain amount of sport a week.³ It has pursued this target through working with 46 national governing bodies (NGBs) of sport, each of which is contracted to deliver an agreed increase in their particular sport. Between 2009-13, Sport England agreed to invest £480 million in this strategy.⁴

So far, the investment has produced an extremely poor return. Total participation rates have not risen in line with expectations, and many sports receiving high levels of investment have reported declining participation rates despite the new funding. In March 2011, Secretary of State Jeremy Hunt announced that the participation target would be dropped and replaced with a small set of different measures.⁵

Figure 1: The performance of the 'Big Five' governing bodies

Governing Body	'Grow' Target over 2009-13 (increase in participants)	Performance as of AP 4, Dec 2010 (increase in participants) ⁶
England and Wales Cricket Board	72,459	-32,900
Rugby Football Union	141,312	-30,100
Rugby Football League	51,000	-29,700
Lawn Tennis Association	150,000	-50,000
Football Association	150,000	-54,700

3 Defined as 'three sessions of moderate intensity sport each week'. For an overview of the different participation measurements pursued by Sport England (until the spring of 2011), see Sport England, *Briefing Note: Explanation of the different sport participation indicators*, London: Sport England, November 2008

4 Sport England, *Sport England Strategy 2008-2011*, London: Sport England, June 2008

5 The Guardian, *Jeremy Hunt admits London 2012 legacy targets will be scrapped*, 29 March 2010

6 Sport England, *Active People Survey 4*, 'Once a week participation rates by sport', London: Sport England, December 2010

There are many reasons for the failure of the NGBs to deliver, including declining real incomes for many people in the UK and the need for them to adapt their structures in line with those expected of policy delivery agencies. Yet our main concern has not been the failure to deliver this policy, but rather with the underlying idea of funding 'sport for sport's sake'.

By differentiating between the use of sport as a targeted intervention for social good and the delivery of sport with the assumption that on its own, it will contribute to making Britain a safer and stronger society, we hope to make it clear that we favour the former over the latter.

This general faith in sport's ability to organically deliver positive social outcomes has inhibited the development of effective social policy. While there is a clear structure for sport-specific policy, overseen by the Department for Culture, Media and Sport (DCMS), there is a profound lack of political ownership, national strategy and targeted funding for sport as a tool for social justice.

Other government departments, such as Education, Health, Justice, Communities and Local Government, and Regions, invest in sport as a tool to deliver social policies, but their investment is based on widely differing policy briefs, assumptions, aims and budgets.

This should be tackled by radical reform of the policy structure for sport, giving overall ownership of this area to the Department for Education (DfE). It would have responsibility for co-ordinating delivery against policy outcomes, in addition to working with key partners from local police forces, the NHS, schools and further education colleges. The government department would report to the Social Justice Cabinet Committee, which we see as the appropriate body with a remit cutting across Whitehall.

2.2 Tackling inequalities within sporting participation

In addition to the absence of political ownership of the idea that sport can change the lives of disadvantaged young people, patterns of sports participation reflect the inequalities within British society. The less well-off are least likely to have the opportunity to take part in sporting activities.

- Young people who come from a two-parent family and from a higher socioeconomic background find it easier to participate in sport than those who do not.⁷
- Adult females and older age groups are less likely than others to take part in sport.⁸
- The DfE's School Sport Survey found that girls participated in less PE and school sport than boys, and that schools with high proportions of pupils eligible for Free School Meals, black and minority ethnic (BME) pupils or disabled pupils, were less likely to meet the previous Government's targets for Sport and PE.⁹

7 Kay T, *The Family Factor in Sport: a Review of Family Factors Affecting Sports Participation: Report Commissioned by Sport England*, Loughborough: Institute for Youth Sport, 2003, pp37–58, cited in Bailey R et al., *Participant Development in Sport: An Academic Review*, Leeds: Sports Coach UK, April 2010

8 Sport England Active People Survey 4, *Total results summary*, London: Sport England, 16 December 2010, p2

9 Quick S, Simon A and Thornton A, *School Sport Survey 2009-10*, London: Department for Education, September 2010

Recommendation: Re-evaluating our approach to community sport

If we want to make more definitive statements as to what sport's contribution to social policy might be, we need more research into which interventions are appropriate in which contexts, and the outcomes we can expect from them.

Recommendation: Strengthening NGB accountability

As the body responsible to Parliament through the DCMS, Sport England and its successor body should make all information received from the 46 NGBs regarding the direction of grant-in-aid funding received from Sport England available on an annual basis.

Recommendation: Establishing political ownership

The use of sport as a tool to benefit disadvantaged young people is currently held back by a lack of clear political ownership. This must change.

Given the lack of will for the establishment of a cross-departmental committee, ownership needs to be moved into a department with more expertise and more clout across Whitehall to drive this agenda.

We recognise the complications and implications of this proposal, but believe that the DfE represents the best choice for practitioners and for the young people they work with.

Recommendation: A full review of disability sport

Disability sport has a highly fragmented structure, with a wide variety of specialist and non-specialist bodies all competing for attention and funds. A review is urgently required.

3. Maximising the potential of coaching

Developing a world-class coaching system for Britain

64 per cent of people agree that sports coaches can make a large contribution to improving the lives of disadvantaged young people.

CSJ/YouGov, April 2011

There is a discrepancy between what research and policy documents say about the importance of sports coaches' training and the structure of the UK's coaching system.

For instance, it has been estimated that the Football Association currently delivers 30,000 Level 1 coaching certificates a year, each of which takes between 24-32 hours to deliver and costs £175.¹⁰ Level 1 certificates are increasingly valued just as a first step into coaching, and the holder is only equipped to work under the supervision of a more qualified coach. While football is exceptional in the size of its base, the qualifications are typical of the UK's current coaching infrastructure, in that they do not include training designed to equip coaches to work with young people or to promote the development of individuals through sport. Rather, they focus primarily on technical skills and basic safeguarding procedures. The higher level qualifications, which take longer and give coaches a more thorough education, still often lack

¹⁰ Sport and Recreation Alliance, *Red Card to Red Tape*, London: Sport and Recreation Alliance 2011, p51

these modules and are often prohibitively expensive – a Level 3 qualification in Hockey, for instance, requires a full season's worth of work and costs £850.¹¹ These time commitments are appropriate, given the benefits which young people may potentially derive from well-trained and dedicated sports coaches, but the costs are a concern.

There is evidence to suggest that a greater focus on developing coaches' ability to promote self-confidence, independence and self-efficacy would produce broader benefits for sport in the UK. Sports Coach UK (SCUK) has recognised the importance of participant development in a recent policy paper, and we argue that in order for sport to play a wider social role, it is important that we ensure that coaches are better trained to work in this way.¹² We believe that all coaching schemes should include this as a mandatory requirement alongside essential technical skills. In agreement with SCUK, we believe that the British coaching system can best be developed by allowing NGBs and other stakeholders to share best practice and to adopt an approach to coaching which stands to deliver maximum benefit for sport and for society.¹³

SCUK requires more secure funding, in return for which they should be expected to lead on the development of appropriate modules within sports. We recognise that these modules are more expensive to design and implement, and so argue that a greater proportion of the resources available to sport policy should be directed into the training and continuing professional development of the individuals who have the most influence over the quality of young people's sporting experience.

Recommendation: Sport policy is to be focused upon young people – so should sports coaching

In keeping with the Government's intention to focus sport policy on young people, sport coaches need to receive specific training to equip them with the skills needed to work effectively with young people.

In making these changes, coaches' skill sets should place a greater emphasis upon increasing confidence and competence and the technical skills required to play a particular sport. There is some evidence to suggest that this approach to training coaches can raise sporting achievement levels in addition to better outcomes (and a more rewarding experience) for those who are being coached.

The relationship between participant and coach is vital in any sporting context, and coaches must be able to manage sessions in such a way as to provide a creative and supportive environment for all their participants. This would radically improve sport's ability to make a positive contribution to the lives of disadvantaged young people and improve the experience of sport for young people more broadly.

Recommendation: More, and smarter, investment in Britain's neglected coaching infrastructure

In order to enable sports coaches to fulfil their social potential, more of the money allocated from the Exchequer/Lottery for sport should be invested in Britain's sports coaching infrastructure. A greater percentage of this money should be directed into the higher tiers of the coaching system, including into the development of modules encouraging child-focused coaching.

Level 1 coaching certificates should serve as a general introduction to coaching, after which, a greater breadth of qualifications should allow individuals to choose the direction they take within sport coaching.

¹¹ Ibid, p51; England Hockey, 'Level 3', [Accessed via: <http://www.englandhockey.co.uk/page.asp?section=95§ionTitle=Level+3>]

¹² Bailey, et al., *Participant Development in Sport*

¹³ Ibid, p99

In order to address problems of NGB revenue, some of the anticipated economic surplus from the Olympics could also be invested here.

Recommendation: Secure funding for SCUK

If the continuing development of Britain's coaching infrastructure is going to become a reality, the body put in place to oversee it must have confidence in the sustainability of their funding.

Therefore, SCUK's status should either be recognised by Sport England over and above its other non-NGB partners and its funding made secure, or any renewal of the post-2013 funding plans for NGBs should include a ring-fenced amount within each NGB funding agreement to fund SCUK's work with that organisation.

Since Sport England's remit is to be changed to focus on the promotion of sport among young people, this secure funding for SCUK should come with the condition that SCUK design modules specifically for this purpose, including how to increase participation rates among under-privileged groups.

4. Access to facilities

People from lower social groups were 34 per cent more likely than those from higher groups to feel that local sports facilities were too expensive or inaccessible for them to use.

CSJ/YouGov, April 2011

There are enough facilities, but they are not accessible enough. An inability to access those facilities that exist is a major problem for clubs, local community groups and individuals. State-of-the-art school facilities built under the Private Finance Initiative (PFI) are difficult and expensive to secure access to, while the trend for publicly managed facilities to be transferred to leisure trusts potentially threatens the ability of low-income groups to participate.

Future facilities built under PFI or other Public-Private Partnership mechanisms need to have arrangements for community access built into the contracts, even if this results in higher costs for the school in question. Likewise, local authorities should bear in mind the need to guarantee affordable access to leisure centres, sports halls, etc. when these are transferred into the management of trusts.

Just as local authorities have a statutory responsibility to consult Sport England on any applications to sell off playing fields, so they should have to consult them on any proposals to sell leisure centres, indoor sports halls or artificial football pitches in keeping with Sport England's Facilities Planning Model. This model, which allows local authorities to anticipate how closures and sell-offs will affect local participation patterns, is all the more useful given the current cuts to local authority funding.



We need more equal participation rates, but also a more focused approach to the training of our coaches

Recommendation: Matching supply and demand within leisure trusts

When transferring the management of facilities into the hands of leisure trusts or similar organisations, local authorities should take steps to ensure that conditions are included within the contract to ensure affordable use for all members of the local community, whether through subsidised concessions, targeted lessons for low-participating groups or other means.

In order to ensure accountability and to enforce the terms of the contract, they should have some representation on the organisation's board.

Recommendation: Securing the future of community sport facilities

Sport England should become a Statutory Consultee on planning applications which affect public availability of swimming pools, indoor sports centres and artificial grass pitches, in keeping with the situation which currently exists for playing fields under Statutory Instruments 1817 and 2184.

Recommendation: Widespread adoption of the 'twin-key' approach to facilities

In line with the plans for the 'Iconic Facilities' London 2012 legacy fund, planners and funders of new sport facilities of any type should identify at least one target user before submitting planning application. In return for taking into account the users' wishes for facility design, the funders should expect a certain amount of revenue for a set period of access, over a set period of time, enabling them to plan facility finances and schedules of use.

Recommendation: Two options for the future of the Private Finance Initiative

In the medium to long term, ensure that the operation of a facility is a matter for the public sector by changing the terms of the rental agreement so that the school manages a facility throughout the year, but pays a higher price. This would ensure that school facilities were better able to benefit their local communities.

Alternatively, shorter contracts, again at a higher price, would enable schools to exercise control (including the choice to maintain the contractual arrangement) over the facilities on their site at an earlier stage. These options should be considered by a full review of PFI commissioning procedures.

Recommendation: Smarter facilities investment

Where new facilities are planned, an assessment of need should include consideration as to whether there are similar facilities nearby that could be kept open for longer periods within the same budget.

'We are only beginning to wake up to the need to integrate what we do more sensibly... there is a huge amount to be done'



5. Overcoming the barriers – volunteering and sport

Safeguarding the foundations of British sport

Volunteering is vitally important to sport – up to 97 per cent of sports clubs are dependent on volunteering activity for their survival.¹⁴ The average sports club has 27 volunteers, but only one or two paid members of staff.¹⁵

Figures from the Department for Communities and Local Government (DCLG) showing that volunteering levels in England fell for the fifth consecutive year and the Active People Survey's reported decline in volunteering in sport since 2008 are therefore of serious concern.¹⁶

Bureaucratic barriers to voluntary activity, especially concerns over CRB checking, are often cited as a major factor in people's reluctance to volunteer.¹⁷ It is important that steps are taken to address concerns over the portability of CRB checks, and we welcome many of the recommendations contained in the Sport and Recreation Alliance's review of regulation and bureaucracy within sport.¹⁸

One club in South-East London has had to spend an additional £2,000 having their entire coaching staff checked by their NGB, despite having had each individual checked before starting work. The average sports club runs an annual surplus of less than £2,000.

¹⁴ Conversation with Central Council of Physical Recreation

¹⁵ Central Council of Physical Recreation, *Survey of Sports Clubs 2009*, London: Central Council of Physical Recreation, November 2009, p28

¹⁶ Department of Communities and Local Government, *Citizenship Survey: Headline Findings, April-September 2010* London: Department of Communities and Local Government, January 2011; Sport England, 'Key results from Active People Survey', *Active People Survey 4*, 2010

¹⁷ Cabinet Office, *Helping Out: A national survey of volunteering and charitable giving*, London: Cabinet Office, 2007, p68

¹⁸ Sport and Recreation Alliance, *Red Card to Red Tape*, London: Sport and Recreation Alliance, 2011, p51

Recommendation: Prioritising sport for young volunteers

Sports organisations should be given priority during the roll-out of the National Citizen Service volunteering programme for 16 year olds. This would increase the chances of volunteer retention, while helping safeguard the future of community sport.

Recommendation: Listening to sports organisations

Given the particular importance of volunteer work for sport and the intended focus of sport policy on young people, these bureaucratic and regulatory concerns are particularly important to the sport world. The Government should ensure that sport is fully consulted on the implementation of the Vetting and Barring scheme.

Recommendation: Improving the UK's CRB checking procedures

With reference to the recently completed review of sporting red tape, we agree that:

- The Government should press ahead with the implementation of portable CRB checks.
- However, CRB checks should continue to be free of charge for volunteers.

6. London 2012 and the legacy

Salvaging the Singapore promise

61 per cent of people believe that London 2012 will 'make no difference' to participation rates in their area.

In London, the figure was 54 per cent, and this increased with distance from the capital – 72 per cent of Scots felt this way.

CSJ/YouGov, April 2011

The plans to increase participation rates as part of the Olympic legacy display an admirable degree of ambition, both in terms of the scale of the undertaking and in the light of the evidence base (which suggests that holding major events has failed to deliver a significant increase in sports participation in the past).¹⁹ The Government's *Places, People, Play* strategy aims to deliver this aspect of the legacy through a combination of capital investment and the delivery of a series of 'taster sessions' for coaching.²⁰

We have serious concerns about this approach. Taster sessions are unlikely to deliver the sustained increase in participation which formed one of the cornerstones of the Olympic bid. Despite the unpromising funding picture and the short time before the Games, there are some steps which the Government can take in order to maximise the chances of a legacy for disadvantaged communities.

¹⁹ Culture, Media and Sport Committee, *London 2012 Olympic Games and Paralympic Games: funding and legacy*, HC 69-I, January 2007, par. 113

²⁰ Sport England press release, *Places People Play programme details*, London: Sport England, 14 November 2010

Recommendation: Matching supply and demand within the legacy

Under the terms of the Places, People, Play scheme, Sport England's £50 million 'Inspired Facilities' initiative should be targeted at those areas where 40,000 'Sport Makers' have been successfully recruited and retained.

Recommendation: Increasing participation through 2012 and Sportivate

Building on the lessons of the abandoned Free Swimming Programme, the 'taster sessions' which form part of *Places, People, Play* should focus on developing participants' skills, self-confidence and competence to enable people to find their own routes into long-term participation in sport. Without this, we risk the sessions becoming another resource laid on for the benefit of those who already participate.

Recommendation: Maximising the social benefits of major sporting events

Attempts to increase participation in grass-roots sport are unlikely to deliver wider social benefits for a number of reasons. Given the recent tendency for large sports events to be used as a catalyst for regeneration, funding for a sporting legacy should be directed into programmes which can contribute to these broader, more important, agendas.



These radical reforms to British sport will help us deliver a better future for all our young people

chapter one

Sport, disadvantage and social reform

'We've found that sport, on its own, can be a very powerful hook for what we do. But to make the best use of it and to make your programmes work, you need support from outside partners who are better equipped to deliver in health, or education, or crime. Otherwise, a hook is all you've got.'

Manager, Community Sports Foundation, Manchester

Policy makers, funders and practitioners would benefit from a better understanding of what to expect from public investment in sport. The remit of this review has been to identify the steps which should be taken if funding for sports programmes is to deliver the kind of social outcomes with which sport has been associated. We also hope to identify the trends towards the effective use of sport that can be identified in both the research evidence and within instances of best practice on the ground. By highlighting where there is a discrepancy between these traits and the way in which policy and funding are currently delivered, we will be able to set out the necessary measures which allow sport to play a more positive role in the lives of disadvantaged young people.

The advocates of sport's social role are often accused of a kind of unthinking faith in sport and of failing to consider seriously what sport can achieve when applied to social policy. It is important to state that neither the Centre for the Social Justice (CSJ) nor the Working Group which has produced this report believe that sport is a panacea for all of Britain's social ills; both research and first-hand experience have taught us that sport can only be effective in addressing social problems when it takes place in the right environment. We intend to highlight the strong and positive trends in practice that we have discovered through our investigation and illuminate some of the problems which hinder the development of these conditions. We will also suggest practical ways in which these can be solved.

1.1 Sport and social policy – where have we come from?

The idea that the significance of sport extends far beyond a source of recreational and social activity is not new. Attempts to harness sport to tackle social problems have been a feature of government policy in the UK for over 50 years, and have roots going back to the establishment of sport as a popular phenomenon in the Victorian era. The Wolfenden Committee was established in 1957 to investigate the contribution that 'games, sports and outdoor activities ... [might make] in promoting the general welfare of society', and tentatively endorsed the assumption that 'if more young people had opportunities for playing games fewer of them would develop criminal habits'.¹ In many respects, its report, published in 1960, built on what was already established practice in the youth sector, where sport was viewed as the magnet which attracted young people and which enabled welfare guidance and development to take place. The 1975 White Paper on Sport and Recreation defined facilities for sport and recreation as 'part of the general fabric of the social services', motivated by underlying social policy concerns.²

The election of the Labour Government in 1997 brought a number of policy initiatives designed to harness sport's perceived power to contribute to these agendas, starting with the 1999 Policy Action Team 10 (PAT10) Report. During this time, governmental confidence in sport had developed considerably, with the then Secretary of State for Culture, Media and Sport stating:

*'This report shows that art and sport can not only make a valuable contribution to delivering key outcomes of lower long-term unemployment, less crime, better health and better qualifications, but can also help to develop the individual pride, community spirit and capacity for responsibility that enable communities to run regeneration programmes themselves.'*³

In 2005, the authors of the Independent Sports Review argued that 'An integrated social sports policy would also assist wider policy frameworks [and] contribute tangible and quantifiable social and economic benefits'.⁴ The authors noted the considerable anecdotal evidence for the effectiveness of sport, but also that robust evidence was scarce. However, they also commented that 'care should be taken not to interpret the absence of evidence as evidence of absence'.⁵

What is apparent from these and other policy statements is that policy makers have been confident that sport can deliver significant individual and community benefits. This, however, acknowledges that the delivery of sporting activity on its own is not sufficient to achieve these benefits. The positive outcomes hoped for by policy makers can only occur when other factors

1 Wolfenden Committee, *Sport & The Community – The report of the Wolfenden Committee on Sport*, London: Central Council of Physical Recreation, 1960

2 Department of the Environment, *Sport and Recreation: White Paper* London: HMSO 1975; Coalter, F., *A Wider Social Role for Sport: Who's Keeping the Score?* Oxford: Routledge, 2007, p10

3 Foreword to Policy Action Team 10 (PAT 10), *A report to the Social Exclusion Unit*, London: Department for Culture, Media and Sport, 1999

4 Independent Sports Review, *Raising the Bar*, London: Independent Sports Review, 2005, p62

5 Ibid

are present, which may include affirmative coaching, strong leadership, positive engagement and development of life skills and when the delivery agency demonstrates positive values, seeking to achieve a clear mission and sustainable change.

1.1.1 Sport as a policy tool

The Audit Commission, assessing the effectiveness of the use of sport and leisure activities to prevent anti-social behaviour, not only endorsed the idea, but went further in outlining a basic theory as to how these activities might achieve this goal:

*'Sport and leisure pursuits are positive activities that can offer young people an alternative to anti-social behaviour. These activities provide them with clear frameworks that can help them to improve behaviour and develop good relationships with and mutual respect for other young people.'*⁶

This reflects a common assumption that sport can be used to tackle antisocial behaviour and thus in the medium-to-long term, reduce the risk of young people slipping into the criminal justice system. Such assumptions have also been influential in shaping the direction of spending targeted at improving the condition of young people in general and especially those deemed to be disadvantaged. For example, a 2007 strategy document for the Department for Children, Schools and Families – now the Department for Education (DfE) – argues that:

*'[Sport] offers a way of helping young people to build their confidence and self-esteem, overcome behavioural issues and acquire life skills... It can also reduce involvement in crime and anti-social behaviour and improve attainment.'*⁷

The idea that regular participation in sporting activity can improve educational performance forms a significant part of the underlying basis for the work of the Youth Sport Trust (YST). The YST, which was formed as an independent charity in 1994, now has responsibility for the development of PE and sport in British schools, which, until late 2010, was pursued primarily through the Specialist Sports Colleges framework and the School Sport Partnerships. As would be expected of an organisation which played a key role in this area of government policy, most of the YST's funding came from Whitehall. Government policy therefore implicitly endorsed the Youth Sport Trust's view that sport can be used to improve levels of achievement within schools, especially within the YST's own priority area of the core subjects (Maths, English and Science).⁸

The conclusions which we can draw from the available evidence will be discussed in detail later, but the history of public policy shows that government policy towards sport and disadvantaged youth has long assumed that sport can have a beneficial effect and that it can serve as a context for youth work. However, just as important as the assumptions which have underpinned this area of policy are the assumptions about disadvantage, which have played a key role in shaping policy.

⁶ Audit Commission, *Tired of Hanging Around*, London: Audit Commission, 2009, p21

⁷ Department for Children, Schools and Families (DCSF), *Aiming High for Young People: A Ten-Year Strategy for Positive Activities*, London: HMSO, 2007, p21

⁸ Youth Sport Trust, 'Specialism Impact', [Accessed via: <http://www.youthsporttrust.org/subpage/specialism-impact/index.html>]

The CSJ Sport Working Group has been discussing how we can harness sport to achieve better social policy outcomes



1.2 What is disadvantage?

There are two ways to look at disadvantage; first as a feature of a community and second as a personal attribute:

In the context of sport, disadvantaged communities lack convenient access to sport and leisure opportunities, such as clubs, leaders or facilities. In this case, all young people, whether they have additional personal disadvantages or not, are being denied the opportunity to benefit from sports participation.⁹ The second type of disadvantage discussed here is not specific to sport and includes individuals or communities living in poverty or at least low income backgrounds.

The former sees access to sport as part of a good quality of life which should, ideally, be available to everyone – much in the same way as decent housing, schools and hospitals. Therefore, absence of access to sports opportunities denies the whole community, not just those affected by personal disadvantage, the potential to benefit from participation in sport.

The latter views the provision of sports opportunities as part of a welfare strategy designed to tackle specific forms of disadvantage/social exclusion or behaviour which places young people 'at risk' (whether this risk is that of drug use, criminal behaviour or unemployment). We have seen at first hand that it is this approach which offers the greatest potential for targeted interventions and for customised policy approaches, but it is also here that evaluators have found difficulty in establishing what impact sport can have on ameliorating these risks.

1.2.1 Confused initiatives

The distinction between these views is important because sport policy has frequently been formulated with the former in mind, but often justified in terms of its impact on the latter. For

⁹ For studies of the cost to parents of their children's participation in sport, see Kirk, D., et al. 'The Economic Impact on Families of Children's Participation in Junior Sport'. *The Australian Journal of Science and Medicine in Sport* 29:2, pp27-33; Biddle, S., 'What helps and hinders people becoming more physically active?', in Killoran, AJ, et. al. (eds.), *Moving On: International perspectives on promoting physical activity*, Health Education Authority: London, 1994, pp110-148

example, *A Sporting Future for All*, a document outlining a new direction for sport policy referenced the PAT 10 report and declared it had shown that 'sport can make a unique contribution to tackling social exclusion', but its policy recommendations focused on the less specific questions of participation, talent development and the availability of and access to facilities.¹⁰ More recently, an update on the *Aiming High* initiative under the 'Every Child Matters' umbrella appeared to measure progress in terms of the number of young people who had been exposed to 'experiences that were previously beyond their reach, be they in sport or other areas'.¹¹

The clear sense from these public policy documents is that views people have about the benefits of sport policy have become confused. When the evidence base for sport's effectiveness is examined, it is clear that this confusion has affected the conception and design of sports programmes and, ultimately, their ability to deliver the social benefits which their advocates claim for them. In short, there is a real difference between using sport as part of a programme to deliver positive social outcomes, and assuming that sport will automatically deliver these on its own. This difference is not always recognised in current policy formation, and our report seeks to redress this failure.

1.2.2 Defining disadvantage – how many young people do we mean?

In compiling the original *Breakthrough Britain* reports, the CSJ's Working Groups identified five interconnected drivers of social breakdown, closely correlated to social deprivation and exclusion.¹² The CSJ has since argued that approaches to social policy should focus on finding innovative, replicable solutions to solving these issues. The five 'pathways to poverty' are:

1. Family Breakdown
2. Educational failure
3. Worklessness and economic dependence
4. Addiction; and
5. Personal indebtedness.

Many of the young people we are concerned with have experience of these five pathways to poverty. More specifically, there are certain measures of disadvantage which reflect the levels of poverty in England and Wales, and the serious social problems which afflict many young people in the UK as a whole. The National Audit Office estimates that the 201,800 criminal offences committed by young people between the ages of ten and 17 cost the country between £8.5 billion and £11 billion a year; while in the final quarter of 2010, there were 938,000 16 to 24 year olds in England who were not in education, employment or training (NEET), representing 15.6 per cent of all 16 to 24 year olds.¹³

Within education, a popular measure of disadvantage is the proportion of children who are on free school meals (FSM). In England, over 17 per cent of state school children qualify for FSM,

¹⁰ Department for Culture, Media and Sport (DCMS), *A Sporting Future for All*, London: Department for Culture, Media and Sport, 1999, p39; See also Alison, KR. et. al., 'Perceived barriers to physical activity among high-school students', *Preventative Medicine* 28 (1998), pp608-615

¹¹ Department for Children, Schools and Families, *Aiming High for young people – Three Years On*, London: DCSF, 2010

¹² Centre for Social Justice, *Breakthrough Britain*, London: Centre for Social Justice, 2007

¹³ Department for Education, *NEET Statistics – Quarterly Brief – Quarter 4 2010*, London: DfE, 24 February 2011; National Audit Office, *The Youth Justice system in England and Wales: Reducing offending by young people*, London: The Stationery Office, December 2010

while in Scotland the figure is over 15 per cent.¹⁴ However, this rises in areas associated with high rankings on the Index of Multiple Deprivation (IMD) – in Manchester, the figure is 37.6 per cent and in Tower Hamlets, it is 48.3 per cent.¹⁵ Educational outcomes for these pupils are considerably worse than the national average, with only 26.6 per cent of the 74,367 pupils on FSM achieving five A*-C GCSEs (including English and Maths) in 2008/9, compared to the national average of 53.4 per cent.¹⁶ In 2009/10, only 3.8 per cent of pupils eligible for FSM achieved the 'English Baccalaureate' at GCSE Level, compared to the national average of 15.6 per cent.¹⁷

Educational outcomes are also considerably worse for children who are in local authority care, with only 12 per cent of the 44,400 looked-after children in England achieving five A*-C GCSEs (including English and Maths) in the 12 months up to 31 March 2010.

Special Educational Needs

There are 220,810 pupils in English schools (including the independent sector) with statements of Special Educational Needs (SEN) – 2.7 per cent of the total pupil base. This includes 56,250 pupils on the autistic spectrum, 26,480 pupils with a physical disability, and 24,970 with some form of sensory impairment.¹⁸

1.3 Tension between assumptions and evidence

The uncertain and conflicted approaches illustrated in the public policy documents which have appeared during the last decade are an accurate reflection of the state of the academic evidence. This research has tended to highlight the discrepancy between the assumptions which underpin the discussion about the social outcomes of physical education and sport, which often appears to 'assume [the existence of] a substantial body of empirical data' and the evidence that it is actually available, which is nowhere near as conclusive.¹⁹

This gap is also reflected at a local level, where even the projects with well-trained and dedicated coaching staff, whose efforts are widely appreciated by both participants and key stakeholders, have difficulty showing their effectiveness to the levels that are often required by evaluators. During the course of researching this report, we have seen projects and programmes located in many of Britain's most deprived areas that are clearly valued by those they seek to work with and who are making a valuable contribution to their local communities. Only further research, aimed at allowing us to answer important questions about which approaches will deliver particular results, will ensure that investment in sport can be directed to ensure maximum social benefit. Simultaneously, it is important to encourage project managers to undertake evaluation work to the highest possible standard.

14 Department for Education (DfE), *Pupils and their Characteristics*, London, May 2010, table 3a; Scottish Government, *School Meals in Scotland*, Edinburgh: Scottish Government, June 2009, p2

15 Department for Communities and Local Government, *The English Indices of Deprivation 2007*, London: DCLG, March 2008

16 Office for National Statistics, *GCSE and Equivalent Results for Young People by Free School Meal Eligibility in England 2008/9*, London: DfE, 10 June 2010

17 Department for Education, *GCSE and Equivalent Results in England, 2009/10*, London: DfE, 12 January 2011. The 'English Baccalaureate' consist of five A*-C GCSE grades in English, Mathematics, at least two sciences and one humanities subject.

18 Department for Education, *Pupils and their Characteristics*, tables 7A, 7C

19 Bailey, 'Evaluating the relationship', p71

With this in mind, it is important to understand all the problems that can impinge upon projects in attempting to provide evidence of their work's effectiveness. Some of these are primarily political in nature, while others concern technical aspects of the projects themselves.

1.3.1 Political problems

Project managers may provide over-optimistic estimates of what their project can achieve during the fundraising process. These estimates can often exacerbate the problems caused by unrealistically high expectations of how far it is possible to demonstrate effectiveness, or the length of the time which is required for the demonstration of progress.

Alternatively, vaguely defined objectives, whether these are the objectives of the project itself or the government objectives which the project is trying to achieve, can also hinder the chances that a programme will be able to deliver its intended goals. In particular, government priorities can be changeable and alterations can require a refocusing of existing projects (e.g. a shift from community cohesion to obesity).

Perhaps most seriously, the pressure from funders, especially government, for quantifiable results encourages project managers to measure what is easily measurable rather than what is important. This may mean a focus on measuring outputs (number of courses run, schemes opened, and staff trained) rather than impact or outcomes (increase in employability, decrease in risk-taking behaviour, increase in confidence, etc).

1.3.2 Technical problems

It is often difficult to predict when the benefits of a project should become apparent; whether an immediate effect can be expected (and if so whether this will be sustainable) or whether the project is intended to be beneficial over the longer term. Similarly, the beneficial impact of participation in a project may eventually appear as one of a number of linked positive changes in an individual. It may become difficult to identify the effect of one particular project in isolation from other factors such as change in family circumstances, change in friendship or relationship patterns, or the commencement of part-time employment.

In addition to this, funding for projects does not always include a sum set aside for evaluation. Consequently, the task of showing effectiveness can be perceived as an additional burden for project managers, rather than as an essential part of the funding programme.

Common themes emerge from the research evidence across the areas of social policy that it is suggested sport can contribute to. It is possible to identify necessary conditions for sport to be effective in delivering desired outcomes, including the need for its integration into appropriate relationships between coaches and participants and engagement in a programme over a sustained period of time. Though we have yet to arrive at an understanding of which outcomes can be reached through specific processes, and in what contexts.²⁰ For instance in education, reports have emphasised the need for greater understanding of the processes

²⁰ Coalter, *A Wider Social Role for Sport?*, pp161-74

through which sport might be used to raise standards in schools or to re-engage young people who are at risk of dropping out of education. This would allow these programmes to be better designed and customised in order to take account of the very particular needs of their intended beneficiaries.²¹ Taking steps towards an understanding of these issues would allow policy-makers and practitioners to begin to outline coherent theories as to how, and why, different sport-based interventions can be effective.

It is a matter of dispute whether or not it is possible to say that one form of sporting activity is more effective than another in achieving a reduction in crime. This view has been endorsed by senior politicians from both parties, most recently exemplified by the Secretary of State for Education's assertion that some sports, such as football, hockey and rugby, are better at 'building character' in young people than some others.²² There is a profound lack of evidence for this assertion, and in the context of reducing crime it has been argued that integration into a programme is more essential, 'providing an activity where previously there was none is more important than the type of activity provided'.²³

1.4 The impact of sports programmes – which factors make for a positive impact?

'The point is that sport has the potential both to improve and inhibit an individual's personal growth... Sport, like most activities, is not *a priori* good or bad, but has the potential of producing both positive and negative outcomes. Questions like 'what conditions are necessary for sport to have beneficial outcomes?' must be asked more often.'²⁴

1.4.1 Clarity of purpose

The clarity with which a programme's objectives are set out is central to determining whether or not they will be deliverable. If a programme is designed with a sufficiently clear sense of how the project seeks to change the communities with which they work, the development of a suitable method to accomplish this is an infinitely less onerous task. It also becomes harder to manipulate the presentation of whether or not this has been achieved. The importance of this cannot be underestimated – programmes which focus on easily controllable outputs (such as the number of attendances over a year) and present them as evidence of success,

21 Bailey, R., et al., 'The educational benefits claimed for physical education and school sport: an academic review', *Research Papers in Education* 2008, pp1-26; Sandford, R.A., et al., 'Re-engaging disaffected youth through physical activity programmes', *British Educational Research Journal*, 32:2, pp257-27

22 Michael Gove interview with BBC News, 24 November 2010, [Accessed via: <http://www.bbc.co.uk/news/education-11827019>]

23 Endresen, IM and Olweus, D., 'Participation in power sports and antisocial involvement in preadolescent and adolescent boys', *Journal of Child Psychology*, 46(5), pp468-78; Andrews, JP and Andrews, GJ, 'Life in a Secure Unit: rehabilitation of young people through the use of sport', *Social Science and Medicine* 56 (2003), pp531-550

24 Patrikson, M., 'Scientific Review Part 2', in *The Significance of Sport for Society – Health, Socialisation, Economy: A Scientific Review*, prepared for the 8th Conference of European Ministers responsible for Sport, Lisbon, 17-18 May 1995, Strasbourg: Council of Europe Press

will not deliver the social change Britain needs.²⁵ When seeking to outline the problem to which their programme represents the (or part of the) solution, project managers should take into account the important impact which their answer will have on the direction of their programme, including the influence it will have upon:

How the programme uses sport to achieve its aims

Sustained engagement with the sports programme in question is necessary to an individual's development, even if it is not a sufficient condition for that development to take place. In many programmes sport acts as the 'hook', but if it is delivered correctly, it will also act to sustain their engagement for a long enough period to allow the achievement of the desired goals.

In seeking to achieve transformative goals in communities where young people are disenfranchised and/or where gang culture represents the dominant social structure for many, this represents perhaps the single most vital contribution which sport can make. As one researcher, analysing a project leader in 1990s Chicago has written, while this approach can lead some to conclude that sport is irrelevant to the success or failure of projects which seek to make use of it:

'Sport is the starting point, the foundation on which all his other educational skills and resources depend'.²⁶

A variant on this approach can be found in the work undertaken by the Foundations associated with many professional sports clubs. Clubs such as Manchester City Football Club and, in rugby league, the Warrington Wolves, have told us that their biggest unique contribution to the work that their charitable foundations do lies in the 'power of the badge', or the name recognition that comes with their popular names or brands. Alongside the possibility of coaching sessions or sporting activity, this acts to attract participants into their programmes, allowing their specialised partners from the NHS, schools, the police or other services to deliver work aimed at communicating a particular message or at a particular social problem.

Case Study: A professional sport club working in the local community

The Warrington Wolves Foundation is a charitable foundation attached to the Warrington Wolves rugby league club. Currently, the Foundation delivers projects within schools, Young Offenders Institutions and local community centres, in addition to using the club's stadium as a base for some activities.

In its work, the Foundation does not see itself primarily as a provider of programmes, although players/mascots/coaches can make a difference with regard to publicity or in delivering a particular message. Instead, it works primarily as an organisation that works with different partners with relevant experience in delivering a particular priority. As such, the club's standing and popularity in the local community is vitally important in enabling its partners to deliver their work.

²⁵ See Centre for Social Justice, *Outcome-Based Government: How to improve spending decisions across government*, London: Centre for Social Justice, January 2011

²⁶ Hartmann D, 'Theorizing Sport as Social Intervention: A View from the Grassroots', *QUEST* 2003, 55, pp 118-140

Project partnerships

The Premier League's Kickz programmes which aim (among other things) to reduce rates of crime or anti-social behaviour in their local area have partnered with local police forces. Other programmes, such as the Saheli Women's Project in the Balsall Heath area of Birmingham, which seek to develop sport or physical activity with their target group, have been part-funded by Primary Care Trusts (PCT).

Case Study: Saheli Women's Project, Birmingham

The Saheli Women's project forms part of a series of initiatives which were set up in the late 1980s as part of a drive to promote residential engagement with the Balsall Heath area in Birmingham, which at that time suffered from longstanding problems of drug use and prostitution. In particular, Saheli intended to engage women from the Bangladeshi community.

The group runs a gym within a local college, which runs women only sessions three days a week, and men only and mixed sessions for one day each a week. Saheli also runs activities for young women between 13 and 18. In common with much of their work, this is demand driven and so the activities largely reflect what the girls want to do. This has included rock-climbing and quad-biking, in addition to introductions to sports such as cricket and football.

Membership stands at considerably below market price, and Saheli has been funded by a number of partners. Currently, this includes Birmingham East and North (BEN) PCT, for their health and fitness programmes and the Local Network Fund. Previously, they worked with Sport England's Active England Fund.

Saheli originally formed a part of the organic community regeneration project is seen as having succeeded in its aims to rid the streets of drug dealers and prostitutes. Research conducted in the various communities within Birmingham showed that residents within Balsall Heath now report the highest achievement rates against various National Indicators, including those who feel they can influence decisions locally, satisfaction with their local area and feeling safe in their local area.

1.5 Playing together – the principle of integration

In order for sport to maximise its potential as a transformative tool, we need to consider it as one part of a combined approach to tackling social breakdown and poverty in the UK. Isolated approaches create isolated outcomes and fail to maximise their potential, whereas integrated approaches are more likely to be able to deliver positive outcomes for their target audience and value for money for funders. It has been argued by many academics that sport can work best when it forms part of a multi-component programme, which might include educational or other social aspects.²⁷

The principle of integration, where an individuals' progression is embedded into sports delivery and where the sporting experience acts as a context in which to deliver a deeper and richer progression than could be achieved elsewhere, lies at the heart of the matter.

²⁷ Coalter, F, *Sport and anti-social behaviour: a policy-related review*, Edinburgh: Scottish Sports Council; Morris, L; Sallybanks, J; Willis, K, and Makkai, T, 'Sport, physical activity and antisocial behaviour in youth', *Trends and Issues in Crime and Criminal Justice*, Research Digest 249, Canberra: Australian Institute of Criminology: 2003

Such enhanced results for participants are a great motivator on both a group and individual level. However, sport's potential to engage and to motivate target groups does not mean that this phenomenon will be a lasting one; participants' enthusiasm is liable to wane where there are no further incentives for their participation. Concerted efforts by staff members to maintain both participation and engagement are crucial. This requires a deliberate focus upon the desired social outcome itself.

Clarity of target group

Similarly, sports programmes have often been criticised for overlooking the need to define precisely the target group with which they intend to work to achieve their goal. For example, a project which is awarded funding in order to reduce crime or anti-social behaviour in a certain area will fail unless it manages to engage with the groups which are most likely to pose a threat. This vital step has important implications for a programme's choice of location, the time it runs, and the steps it takes to encourage, sustain and measure attendance.

Theory of change

Having defined their target group, programme designers should also think about how they intend to deliver change among the group. A lack of understanding of how programmes aim to bring about a desired change in their participants will result in projects or interventions that are unlikely to develop a coherent and effective approach. Without a clear idea of the steps which they will take and the impact they expect to see, programmes risk compromising their effectiveness both in terms of delivering positive outcomes and in demonstrating any progress they may have made to partners.²⁸

Recommendation: Further, and targeted, research is required

In order to make more definitive academic statements as to what sport's contribution to social policy might be, more research needs to be conducted into which interventions are appropriate in which contexts, and the outcomes we can expect from them.



We need to identify the right approaches for particular situations

²⁸ See for example, Witt and Crompton, *The protective factors framework: A key to programming for benefits and evaluating for results*. *Journal of Park and Recreation Administration*, 15(3):1-18, but also Audit Commission, *Tired of Hanging Around London: Audit Commission, 2009*, p25 and Sport England, *Transforming Lives*, London: Sport England, 2008, p12

1.6 Hitting the target – transformation as a goal

‘Something that seems to be very common, is that often people start off with a sport that they’d like to run in the community, and then incorporate broader activities around that sport to tackle an issue that they think is relevant. It seems more appropriate that people start with an issue or concern that they’d like to address, and then build sport into a response as part of a broader programme to tackle the issue.’

Programme manager, major UK funder, in evidence to CSJ Working Group

1.6.1 Managing successful programmes

Whatever transformative potential sport has can only be realised in the long term through designing sustainable initiatives. Therefore, the functions fulfilled by support staff, including budgeting, monitoring, evaluation and consultation are just as important as the approach which the programme takes. Recognising that the quality of the people delivering any initiative is key, we include an overview of the different functions which individuals employed in different roles in these programmes will be required to deliver. Clearly, the responsibility for much of the delivery of sport within community sports projects will rest with coaching staff; the importance of appropriately trained and deployed coaches is covered in an accompanying chapter.

1.6.2 Picking the team

The success or failure of sports programmes in a social sphere is dependent to a large extent on whether they are able to adopt and implement a suitable approach to deliver the intended change in their participants. This makes programmes heavily dependent on the individuals who operate the programme.

The ability of the people within the project to design, implement, and adapt methods and standards is perhaps the key determinant of success in sports-based social programming. The way in which individuals interact with the various stakeholders involved, especially funders and participants, represent the key relationships in the field. This chapter will consider the roles played by the wide variety of job positions in this area, from the Chief Executive or equivalent, to the face-to-face workers on whom projects rely.

The importance that the latter group possess the ability to work effectively with young people from some of the most challenging backgrounds cannot be underestimated. It is equally important that the individuals who recruit and manage them and who seek to create the conditions under which they can do their most effective work, are able to fulfil their roles properly.

The way in which effective programmes work can and will vary according to participants, location and their intended goals. What will not change, however, is the fact that at each level of operation, the programme will be delivered by a variety of individuals who will have to perform these functions according to their skill sets and job descriptions. The effectiveness of their work will play a critical role in determining that of the programme they work in. Below, we outline a simple set of principles which should inform the processes through which individuals to fill these vitally important roles can be recruited, trained, maintained and supported.

Figure 1: What is the function of the face-to-face worker?

Function	Programme Design	Outcome
Leading sessions	Session planning and evaluation.	Sessions are appropriately designed, implemented and assessed.
Teaching	Session planning to include opportunities for reflection, assessment and recall for participants.	Participants have the opportunity to consciously take on lessons and learn skills from their activities.
Outreach	Making use of friendship and community networks to attract participants from appropriate target groups.	New participants are engaged.
Relationship Building	Orientation sessions and consistent deployment of individual staff, where possible.	Participants feel a greater degree of engagement with the programme.
Personal Development Guidance	Classes, pointing individuals in the direction of services and other programmes which may be of use.	Participants have the chance to access needed support and have access to pathways for further individual development.
Management of challenging behaviour	Risk assessment exercises. Self-assessment exercises for participants.	Challenging or disruptive behaviour (highly likely in some target groups) can be effectively dealt with at the time, in a manner which minimises the impact on the individual concerned and his peer group.
Understanding contextual issues		Peer groups, other workers and project leaders are better able to understand the nature of some of the challenges they face.

Figure 2: What is the function of the facilitator or coordinator?

Function	Programme Design	Outcome
Project management /planning	Staff meetings; planning sessions,	Better conceived, effectively delivered projects/interventions
Responsibility for monitoring and evaluation		Ability of programme to demonstrate effectiveness or likely effectiveness.
Local level financial control and accountability		Accurate and efficient use of resources, maximising available funding.
Developing partnerships	Local consultations and meetings.	The project is able to link into local amenities and services, or other complementary projects in the local area, in order to improve access to these for service users and to enable it to 'punch above its weight'.
Management of casual staff	Volunteer recruitment, orientation, deployment and retention	Sport is a popular area for volunteering and correct use of volunteers can enhance a project's ability to deliver the impact expected of it.

Figure 3: What is the function of the chief executive or equivalent?

Function	Programme Design	Outcome
Strategic Planning	Planning sessions with staff, stakeholders and funders	Coherent plan for achieving desired change; strategy for organisational development.
HR responsibility	Appropriate HR processes	
Financial management	Filing of accounts, clear chain of financial reporting within projects.	Budgetary stability within project; ability to identify new funding opportunities and to cope with threats to existing income streams.
Meetings with funders and potential funders		Organisation has sufficient income from funders who feel valued and involved with the programme.
Employment of staff	Open and equitable recruitment processes	Project has sufficient staff, appropriately employed.
Organisation of staff		Staff are motivated and aware of their duties/responsibilities.
Organisational Governance	AGMs, EGMs, etc.	

The components of programme design which are outlined here are central in determining whether or not projects will succeed in delivering the social outcomes they set out to achieve. In developing a coherent plan for success, the various individuals on whom success ultimately depends must be considered at every level.

chapter two

Governance and leadership

2.1 A lack of leadership for sport

As we have seen, there is a profound difference between the promotion of sport for what are perceived to be its inherent values and the use of sporting activity to deliver better social outcomes in social policy areas such as crime and education. This assertion arises from a review of the available research evidence and from the evidence we have gathered from successful projects working in these fields. There is a gulf between the organisation and delivery of general policy for sport, and sport in the context of social policy. The former has a clear governmental structure and funding streams. The latter more specialised use of sport suffers from a lack of clear political leadership and from funding streams that are spread across Whitehall, as well as a variety of independent organisations.

Polling conducted by YouGov for the CSJ has shown that more people feel that the Government should prioritise sport's contribution to social issues ahead of increasing participation levels.¹ It is our contention that in addition to developing and acting upon the evidence base, sport-for-development's leadership structures require an overhaul if sport is to be able to make the positive contribution to the lives of disadvantaged young people which we, along with the general public, would like to see.

64 per cent of people believe that government spending on sport represents a good use of taxpayers' money.

CSJ/YouGov, April 2011

¹ CSJ/YouGov Polling, April 2011

More people (38 per cent) believe that the Government's main priority for sport funding should be maximising sport's contribution to cutting crime and improving education than on any other area.

CSJ/YouGov, April 2011

2.2 General direction of sport policy

At a national level, the Department for Culture, Media and Sport (DCMS) is the government department charged with the oversight of sport policy. DCMS has devolved responsibility for policy formation to two arm's length public bodies, both of which are responsible to Parliament through DCMS. These are UK Sport and Sport England. UK Sport currently has responsibility for elite/high performance sport and seeks to fund Olympic and Paralympic sports, which it does through Exchequer and Lottery funding of around £100 million a year. UK Sport has no direct involvement in community or school sport and its remit barely touches the areas of interest to the CSJ Sport Working Group.

2.2.1 Sport England and the national governing bodies (NGBs)

Formerly known as the English Sports Council, Sport England is the strategic body of sport within England. It is also a DCMS non-departmental public body, and is primarily funded through both the Treasury and the National Lottery. Since 2008, Sport England has been tasked with developing community sport through their 'Grow', 'Sustain' and 'Excel' agendas. These are:

'Grow'

15 per cent of Sport England's investment is directed at increasing participation in grass-roots sport. Since 2008, this has been focused on achieving two targets:

- One million more people regularly participating in sport by 2012/3, measured by the annual Active People Survey.² Secretary of State Jeremy Hunt recently announced that this target will be dropped and replaced with a 'more meaningful' target.³
- More children and young people participating in five hours of sport a week. This is in association with the Youth Sport Trust, and was measured through the DfE School Sport Survey, before Secretary of State Michael Gove announced that the information contained in the survey would no longer have to be collected by schools.⁴

'Sustain'

60 per cent of investment is directed at maintaining people's participation in sport. In particular, Sport England seeks to ensure that:

2 Defined as 'three sessions of moderate intensity sport each week'. For an overview of the different participation measurements pursued by Sport England (until the spring of 2011), see Sport England, *Briefing Note: Explanation of the different sport participation indicators*, London: Sport England, November 2008

3 The Guardian, *Jeremy Hunt admits London 2012 legacy targets will be scrapped*, 29 March 2010

4 Michael Gove letter to Baroness Campbell, 20th October 2010

- More people are satisfied with their sporting experience, measured through the annual Sport Satisfaction Survey.
- A 25 per cent reduction in the 'drop-off' rate in nine sports among 16 to 18 year olds. 'Drop-off' is a recurrent problem in sport and refers to the observed steep decline in participation rates as young people leave the structured environment of education. The problem was noted as far back as the 1960 Wolfenden report.⁵

'Excel'

The remaining 25 per cent of Sport England's funding is focused on developing talent and accelerating the progression of talented individuals towards elite programmes and sporting success. The sole target of this funding stream is:

- Improved talent development in at least 25 of the 46 funded sports.⁶

The role of the NGBs

Sport England's main delivery partners against the targets outlined above are 46 NGBs, ranging from those representing large mass-participation sports such as football, cricket and swimming, to smaller sports such as baseball, bowls and handball.⁷ Each NGB has to publish a 'Whole Sport Plan', which outlines how they will achieve this, and individual targets have been established for each governing body.⁸ The plans, however, are typically three or four pages long and contain little detail as to how each individual governing body will go about achieving the targets.

In total, £400 million is allocated to the NGBs to achieve these objectives over a four year period from 2008-12, with another £80 million going to related bodies, such as the Football Foundation. Money allocated to each individual sport is divided between capital and revenue funding, with the amount given to each body varying according to the perception of their needs. For instance, cricket is by some distance the best funded sport, with over £38 million of funding committed between 2009 and 2013.⁹ The ten sports with the largest Sport England grants overall are listed below in Figure 4.

Figure 4: Sport England's largest grants, 2009-13¹⁰

Sport	Allocation 2009-13
Cricket	£38,003,357
Rugby Union	£31,219,004
Rugby League	£29,408,341

5 *Sport & The Community – The report of the Wolfenden Committee on Sport*, London: Central Council of Physical Education and Recreation, 1960, pp23-6

6 All details taken from *Sport England Strategy 2008-2011*, London: Sport England, 2008, 'Vision and Outcomes', p8

7 See Department for Culture, Media and Sport/Strategy Unit, *Game Plan*, London: DCMS, 2002, p162; Moynihan C., Hoey K, *Raising the Bar: The final report of the Independent Sports Review*, London, September 2005, p87; DCMS, *Playing to Win*, London: DCMS, 2008, p15

8 Sport England, 'National Governing Body Outcomes 2009/13', Sport England: London, 2009, [Accessed via: http://www.sportengland.org/funding/ngb_investment.aspx]

9 'Investing in National governing bodies', [Accessed via: http://www.sportengland.org/funding/ngb_investment.aspx]

10 Ibid

Sport	Allocation 2009-13
Tennis	£26,800,000
Football	£25,635,000
Cycling	£24,288,000
Swimming	£20,875,000
Badminton	£20,800,000
Athletics	£20,447,169
Netball	£17,658,116

2.2.2 Measuring particular groups, but not targeting them

In addition to raising and sustaining participation across the community as a whole, Sport England is funded to increase participation among certain key under-participating social groups. These are:

- **Gender:** Participation in sport has historically been lower amongst women and girls.
- **BME Communities:** Ethnic minority communities have shown lower rates of participation in sport generally when compared to white adults.
- **Disability groups:** Disabled and SEN people have much lower rates of participation.¹¹
- **Age Groups:** Participation in sport and physical activity declines with age.¹²

It is important to note that while participation rates among these traditionally inactive groups are measured by Active People Survey, the measures do not amount to targets – general participation is the policy objective. Sport England does, however, run dedicated funding rounds which are aimed at stimulating demand for sport among these groups. Most notably, it recently ran the 'Active Women' funding round, which was aimed at including women living in disadvantaged communities and those looking after children under the age of 16 in sport.¹³

2.3 School sport

2.3.1 The YST and its role within the school sports system

The YST is the third of the three bodies which have a broad oversight of the delivery of government sport policy. The YST differs from the other two in that it is an independent

11 See Finch N, Lawton D, Williams J, Soper P, *Disability Survey 2000, Survey of Young People with a Disability and Sport*, London: Sport England, 2001

12 For an overview of the factors which affect the other three areas listed here, see Rowe N, (ed.), *Driving Up Participation: The Challenge for Sport*, London: Sport England, 2004

13 Sport England, 'Indices of Deprivation', [Accessed via: http://www.sportengland.org/funding/active_women/assessment_criteria/indices_of_deprivation.aspx]; Sport England, 'Active Women' [Accessed via: http://www.sportengland.org/funding/active_women.aspx], London: Sport England, January 2011



Participation among women and girls has been falling, despite heavy investment in NGBs

charity, set up in 1994. It is therefore not directly responsible to Parliament, although the vast majority of its funding (in 2010, £24 million out of a total of £31 million) was, before the October 2010 spending review, derived from either DCMS or the DfE.

2.3.2 The School Sports Partnership Network

Until October 2010, the 450 SSPs were the formal structures through which school sport was delivered. Centred on a Specialist Sports College (SSC), the Partnerships were managed by a Partnership Development Manager (PDM), whose responsibility was to develop and manage the partnerships. Through the work of the PDM, each Sports College was linked into around eight secondary schools, each with their own School Sport Coordinator (SSCO). In turn, the SSCO's responsibility was to work with each of around five primary schools to develop sport through after school activities and links with local communities and sport clubs. Each primary school had a Primary Link Teacher (PLT) to assist with this work. The system was bolstered by the inclusion of Competition Managers, whose introduction in 2005 was intended to help drive an increase in the number of pupils participating in intra and inter-school competitive sport. In total, each partnership of one Sports College, eight secondary schools and 45 primary schools was funded by a ring-fenced grant of around £270,000 a year.

2.4 What progress on participation?

2.4.1 Increasing regular participation in community sport – the 'Grow' agenda

Sport England's NGB-focused funding model is now into its third year, following the publication of the fourth annual Active People Survey in December 2010. Therefore it is possible to make some judgements as to the effectiveness of the funding model which Sport England has adopted in order to realise its targets, and to establish whether or not the anticipated upturn in participation rates has occurred or is likely to do so.

'A number of major sports have yet to deliver, despite significant levels of investment. They now urgently need to demonstrate their ability to grow participation in their sport'.

Jennie Price, CEO, Sport England¹⁴

Both the 2008/9 and 2009/10 Active People surveys show clearly that the policy of seeking to increase general participation via NGBs has had limited success. Although participation has increased in a few sports, the overall picture is of limited success and largely driven by a small number of sports; some governing bodies have experienced a decline in participation and others have remained static.

In the two years since the baseline survey (*Active People 2*), the total number of adults in England participating in the desired level of sport has increased by just 123,000.¹⁵ This is just 30 per cent of Sport England's targets, which anticipate an increase of 200,000 over each of the next five years.¹⁶

2.4.2 Performance among key demographics

If the general performance of the NGBs in increasing participation has been disappointing, the CSJ Working Group was keen to consider their performance in relation to Sport England's target groups. While participation has risen among some groups, including non-white adults and the 35-54 age group, it has fallen among others, including women and adults with a limiting disability or illness.¹⁷ Some sports which have had proportionately higher rates of participation among lower socio-economic groups (NS SEC5-8, in Sport England's figures) have reported particularly disappointing results against the general participation target, and also among these lower groups.¹⁸

2.4.3 Funding individual sports

When individual sports are examined, we can get a clearer picture of performance against the growth target. Each governing body has been allocated an amount which is roughly in proportion to the size of that sport's participant base.

The performance of the 'Big Five' NGBs against Sport England's participation target has been disappointing. With more than £75 million invested in these bodies between 2008-10, the 15 per cent of this directed towards the 'Grow' agenda has produced a decrease in total participation numbers of almost 200,000.

¹⁴ Sport England press release, 'Cycling and running boom shows appetite for sports participation', London: Sport England, December 2010

¹⁵ Sport England *Active People Survey 4*, 'total results summary'

¹⁶ Sport England, *Strategy 2008-11*, p9

¹⁷ Sport England, *Active People Survey 4, Summary of results for England*, London: Sport England, 16 December 2010

¹⁸ Sport England, *Active People Survey (APS) results for Basketball: APS2-APS4*, London: Sport England, 14 December 2010

Figure 5: Sport England's largest grants, 2009-13¹⁹

Governing Body	'Grow' Target over 2009-13 (increase in participants)	Performance as of AP 4, Dec. 2010 (increase in participants) ¹⁹
England and Wales Cricket Board	72,459	-32,900
Rugby Football Union	141,312	-30,100
Rugby Football League	51,000	-29,700
Lawn Tennis Association	150,000	-50,000
Football Association	150,000	-54,700

2.4.4 Holding the strategy to account

Since Sport England began to fund the NGBs as a means of raising participation in sport, their role in delivering government sport policy has become the focus of an increasing amount of attention and, often, criticism.²⁰ While it is right to criticise underperforming delivery bodies, it must be noted that the decision to deliver sport policy through the NGBs required these long-established organisations to take on a wholly unfamiliar role. Sport clubs, which have traditionally been the main focus of NGBs and who have a vital role to play in increasing participation, are overwhelmingly dependent on volunteers. The process of equipping these organisations to function as policy delivery bodies has been long, with inconsistent progress.

Recommendation: Re-evaluating our approach to community sport

Instead of highlighting underperformance by individual NGBs, Sport England and the Government would do well to consider the overall value of the strategy adopted in 2009, and to question whether they made the right decision. It may be simply that NGBs are not the best possible partners to deliver a mass participation agenda. This is particularly relevant in the light of the Government's intention of another policy change for Sport England.

2.4.5 Accountability in a new funding climate

Since *Active People Survey 4* showed a disappointing overall rise against the 'one million' target and a decline in the numbers of people taking part on a weekly basis in a series of well funded sports, Sport England has come under pressure to ensure that

¹⁹ Sport England, *Active People Survey 4*, 'Once a week participation rates by sport'

²⁰ See, for instance, Letter from Baroness Billingham to Gerry Sutcliffe MP, 27 March 2010; *The Guardian*, 'England Basketball has funding cut despite GB's 2012 Olympics berth', 25 March 2011

NGBs achieve the required increase in participation rates. Having indicated after the Comprehensive Spending Review that they would begin to do just this by reducing grant funding to NGBs which were underperforming, Sport England acted for the first time in March 2011 by reducing the amount of funding available to England Basketball, whose figures had been disappointing, by £1 million.²¹ While the use of sanctions to encourage underperforming governing bodies is an important part of Sport England's duty to hold delivery agencies to account, England Basketball has argued that other team sports have also performed badly against Sport England's measures without the threat of having their funding withdrawn.²²

A more satisfactory approach to ensuring NGB accountability might be provided if more information was available on how NGBs spend the money which Sport England allocates to them. Currently, although NGBs have to provide this information to Sport England, there is no public resource for seeing how Exchequer and Lottery funding is being spent that is readily available and consistently applied. While NGBs have to file accounts to Companies House, these are, with occasional exceptions, unhelpful as to how public money allocated to these organisations is being spent.²³

Many NGBs have substantial amounts of private or commercial income, and these NGBs also tend to be the ones to whom the largest sums of Exchequer and Lottery money is allocated. This income is clearly theirs to spend as they see fit, and there is little justification for further public accountability measures regarding this income. However, in the interests of transparency, and particularly bearing in mind the present economic climate, it is important that information regarding the destination of the £400 million allocated to various NGBs is made publicly available. Since NGBs are only responsible to Parliament through Sport England, it is Sport England who should make it available. This would involve a minimal amount of extra management compared to applying Freedom of Information to these limited sums of public money and would also make explicit the distinction between revenue raised privately by NGBs and the money they receive to enable their contribution to the delivery of public policy.

Recommendation: Strengthening NGB accountability

Sport England should publish all information received from the 46 NGBs regarding the direction of grant-in-aid funding received from Sport England on an annual basis.

21 Sport England press release 'Four Year Funding Settlement for Sport England', London: Sport England, 20 October 2010; Sport England press release 'Sport England decision on reduction of funding for England Basketball', London: Sport England, 24 March 2011

22 England Basketball, 'Active People Survey – Team Sports Comparisons, December 2010, [Accessed via: [http://www.englandbasketball.co.uk/uploads/General/England per cent20Basketball per cent20Active per cent20People per cent20Participation.pdf](http://www.englandbasketball.co.uk/uploads/General/England%20Basketball%20Active%20People%20Participation.pdf)]. Figures taken from Sport England, *Active People Survey 4*

23 For an unrepresentative example of better accountability practice, see England Hockey, *Annual Report and Accounts 2009*, Marlow: England Hockey, 2009, p33

2.5 School sport

Details for the performance of the school sport strategy were most recently published in September 2010. After this, Michael Gove signalled that schools would no longer be required to collect the information which made up the annual survey, as part of the Government's drive to release schools from central control. Therefore, the 2009/10 survey will likely be the last detailed source of information about the extent of sport within Britain's state schools for the foreseeable future.²⁴

2.5.1 Physical education delivery – a success story

The School Sport Survey revealed that the structure for school sport and the accompanying investment had dramatically improved the percentage of Britain's schoolchildren who were participating in two hours of curriculum PE. From 2003/4 to 2009/10, the mean percentage of pupils aged from five to 16 achieving this target rose from 44 per cent to 84 per cent, while every local authority in the UK achieved a rate of more than 70 per cent.²⁵

The 2010 survey showed that performance against the 'three-hour' measure, incorporating an hour of out-of-hours sport in addition to the two hours provided through the curriculum, had also increased by five percentage points over the 2008/9 figures.²⁶

2.5.2 Disadvantaged young people and school sport

In relation to understanding the nature of disadvantaged young peoples' participation in sport, the School Sport Survey reveals a number of interesting facts about the success of the Government's school sport policy and the problems involved in seeking to involve such young people in sport.

FSM (Figure 6)

- Schools which achieved the least success in engaging their pupils in three hours of PE/sport tended to be those with a higher proportion of children eligible for FSM.²⁷

Index of Multiple Deprivation rating (Figure 7)

- Schools which achieved the least success in engaging their pupils in three hours of PE/sport were more likely to be those situated in an area described as 'deprived' in the Government's IMD.
- Schools which achieved between 40-70 per cent of pupils meeting the three hour target, and those which reported more than 70 per cent achieving this level of participation, were more likely to be situated in an area described as 'affluent' in the IMD scale.

24 Quick, S., Simon, A., and Thornton, A., *School Sport Survey 2009-10*, London: Department for Education, 2010

25 Ibid; 'Table 1 – Percentage of pupils participating in at least 120 minutes of curriculum PE by Local Authority', in Ibid.

26 Ibid, p33

27 A 'high' proportion here is a school with more than 20 per cent of children eligible for FSM, a 'medium' proportion is one with 7-19 per cent and a 'low' proportion less than 7 per cent

Proportion of children from an ethnic minority background (Figure 8)

- Schools which had the least success in engaging their pupils in three hours of PE/sport were more likely to have a 'high' proportion of children from ethnic minority backgrounds.²⁸

Special Educational Needs (Figure 9)

- Schools which had the least success in engaging their pupils in three hours of PE/Sport were more likely to have a 'high' proportion of children with SEN.²⁹

Figure 6: School sport and pupils with FSM

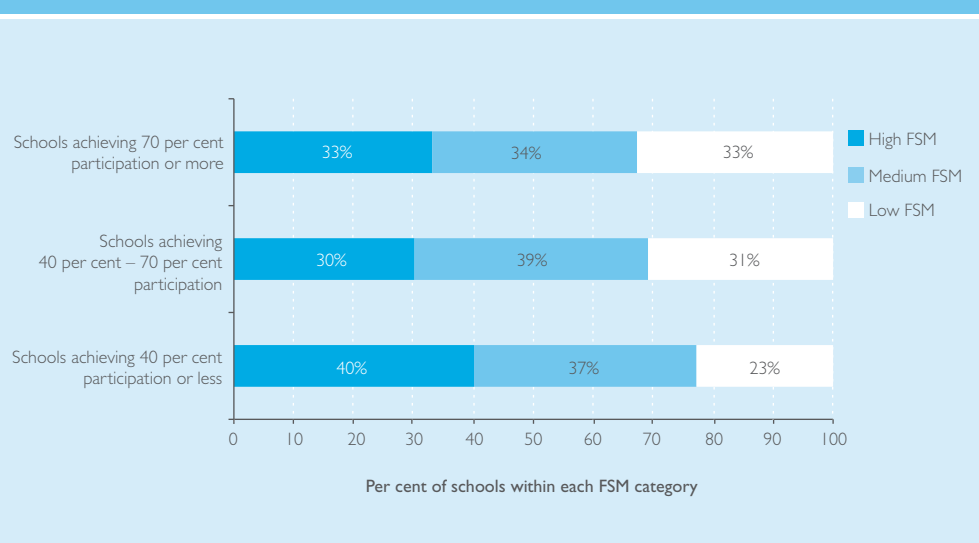
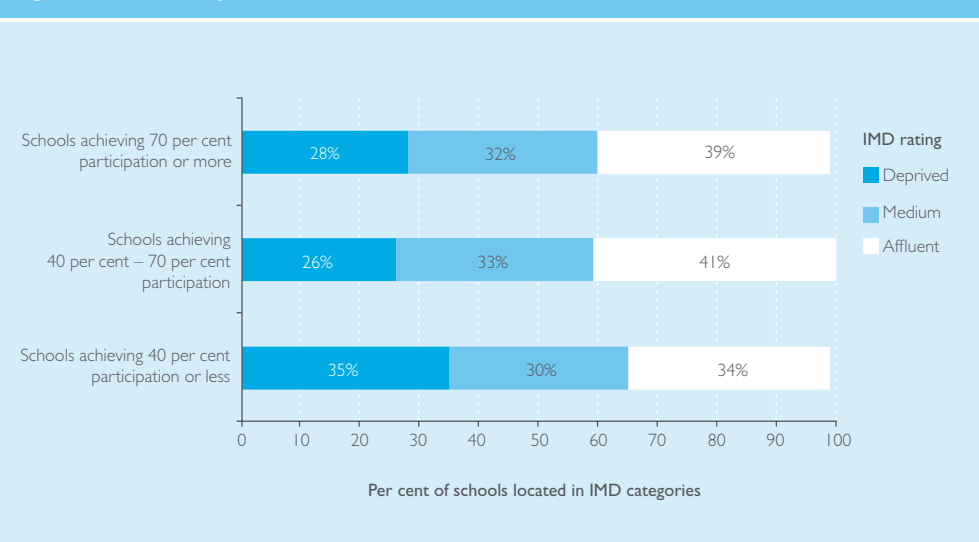


Figure 7: School sport and the IMD



28 A 'high' proportion here is a school with 12 per cent or more children from an ethnic minority background. A 'medium' proportion is defined as being between 4-11 per cent, while a 'low' proportion is a school with three per cent or fewer such students

29 A school with a 'high' proportion of children with SEN is defined here as being one with 23 per cent or more of SEN pupils, a 'medium' proportion is defined as being 14 per cent-23 per cent SEN pupils and a 'low' proportion is 0-13 per cent

Figure 8: School sport and pupils from ethnic minority backgrounds

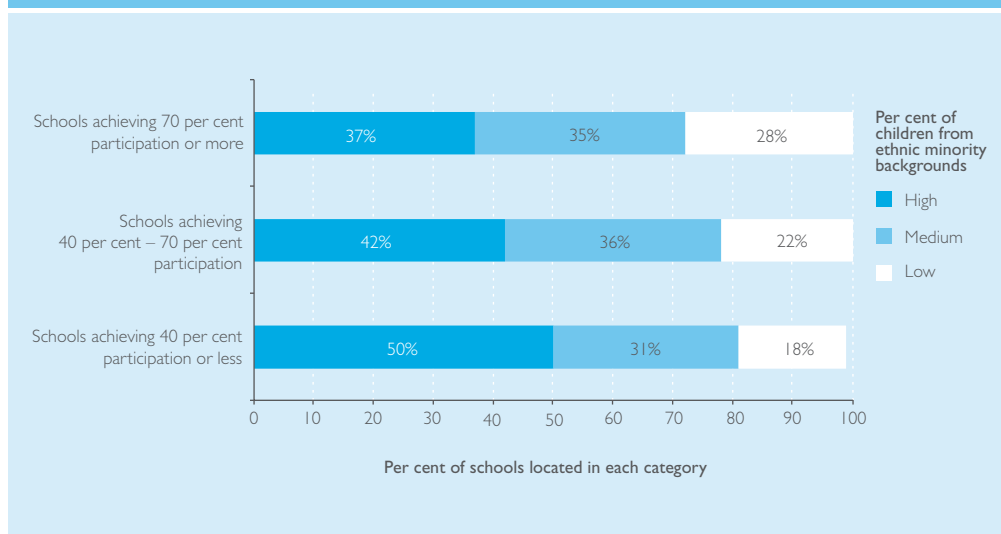
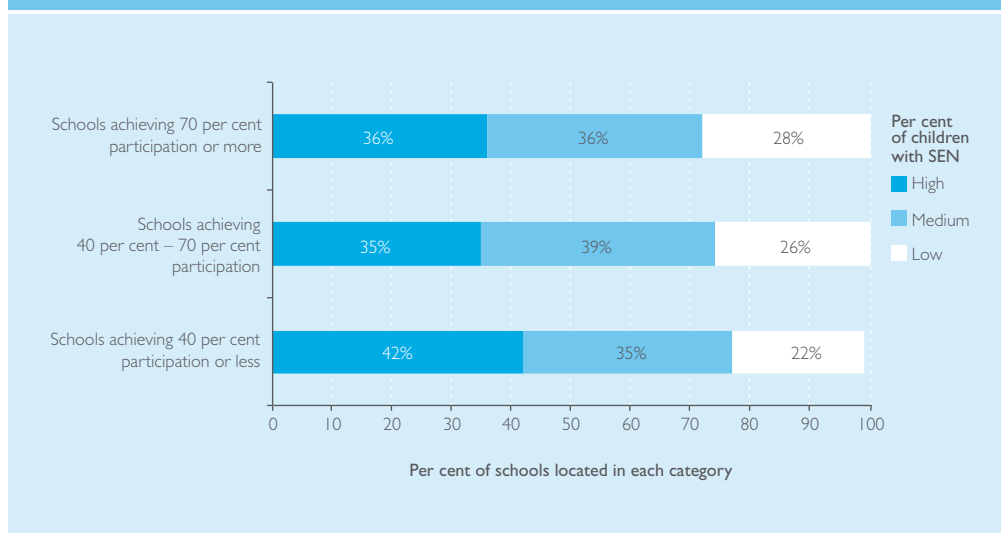


Figure 9: School sport and pupils with SEN



2.5.3 Progress in delivering school sport to under-represented groups

The improvement shown among schools with a high proportion of pupils eligible for FSM and also those with a high proportion of SEN pupils is faster than the improvement among schools with a low proportion of either pupil groups. This increase and the fact that schools with high proportions of ethnic minority, FSM and SEN pupils, and those situated in 'deprived' areas were frequently able to provide the majority of their pupils with three hours of PE and Sport, mean that some progress was clearly made on involving these under-participating groups in sport.³⁰

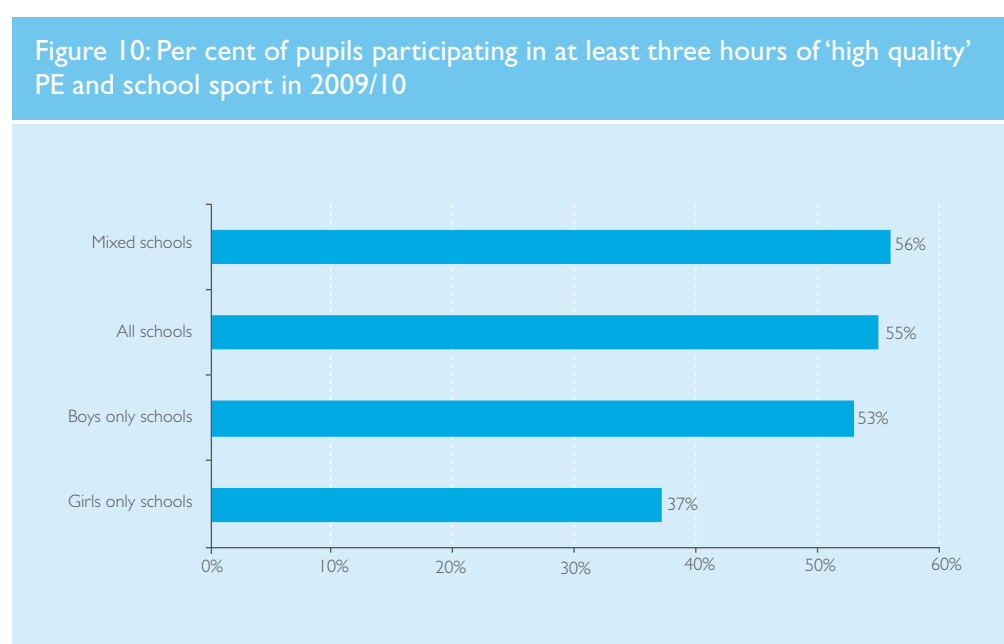
30 Quick, S., Simon, A., and Thornton, A., *School Sport Survey 2009-10*, London: Department for Education, 2010

2.5.4 Similarities between under-provision within schools and among adults

However, the school sport figures do show that people with disabilities, those from ethnic minorities and those from lower socio-economic groups, who tend to have lower rates of adult participation are also likely to have fewer opportunities to participate at school. Given the tendency for people's participation habits to be formed in school, it follows that those who attend schools that do not provide an hour of organised sport outside of the two hours of PE required in the curriculum may become inactive once they have finished education.

The gap between men and women's participation which is such a prominent feature of the figures from the Active People Survey is a longstanding feature of British sport, and can also be seen in school sport. In 2009/10, 52 per cent of girls participated in three hours of PE and school sport, compared to 58 per cent of boys.³¹

Figure 10 shows that the difference is particularly stark when the figures for girls-only schools are compared with those for all schools, boys-only schools and mixed schools.³²



The gap between boys' and girls' access to three hours of PE and sport in school becomes pronounced after the start of secondary school. While the proportion of girls accessing three hours while in primary school is six per cent lower than boys, the gap increases during secondary education to the point where the proportion of girls meeting the target is 18 per cent lower than that of their male counterparts.³³

³¹ School Sport Survey, p2

³² Ibid, p15

³³ Ibid, p16

The drop in female participation at the onset of adolescence can partly explain the disparity in men and women's participation rates in sport, which according to Sport England's figures is a constant feature of participation patterns until the 70+ mark.^{34, 35}

2.6 Planning for the future

2.6.1 A united front for sport policy?

Delivering on a long-standing Conservative promise to bring the three bodies central to English sport 'under one roof', Jeremy Hunt announced plans to merge Sport England and UK Sport in July 2010, arguing that this move would bring about a 'more effective structure' for sports policy.³⁶ Suggestions at the time that this move, when it is made in 2012, would also include the Youth Sport Trust are difficult to substantiate, although Sports Minister Hugh Robertson has been reported as saying that this will eventually be the case.³⁷

2.6.2 A focus on young people – a new approach to community sport

'I do think it's reasonable to ask... if it's an appropriate use of taxpayers' money to be focusing on adult participation when really what we want is to be getting young people into a habit for life.'³⁸

Rt. Hon. Jeremy Hunt MP

Against the backdrop of the expensive underperformance outlined above and with the post-2012 landscape in mind, Jeremy Hunt, the Secretary of State for Culture, Media and Sport, outlined the Government's ideas as to how Sport England would function after the completion of the current funding cycle.

Hunt indicated that from 2013, Sport England's focus on encouraging adult activity would be changed to focus on young people in the hope of encouraging them to form lifelong habits.³⁹ This move is in line with the general direction of evidence on participation, which suggests that people who participate in a variety of sports as children and into late adolescence are more likely to be active as adults.⁴⁰ However, there is much more to do if we are to allow national sport policy

34 See Women's Sport and Fitness Foundation, *Investigating reasons for sports drop-out amongst women and girls* London: Women's Sport and Fitness Foundation, 2010

35 See 'Figure 2: Participation in sports, games and physical activities' in Sport England, *Driving Up Participation: The Challenge for Sport* London: Sport England, April 2004, p8

36 Conservative Party, *Extending Opportunities: A Conservative Policy Paper on Sport*, London: Conservative Party, March 2009; DCMS Press Release, 'DCMS improves efficiency and cuts costs with review of arm's length bodies', London: DCMS, 26 July 2010; DCMS, 'Written Ministerial Statement on Arm's Length Bodies', *Hansard*, 26 July 2010

37 Duncan Mackay article, 'Exclusive: Sports Minister explains major overhaul of British sport', *Inside the Games*, 26 July 2010, [Accessed via: <http://insidethegames.biz/news/1-latest-news/10145-government-announce-major-change-to-running-of-british-sport>]

38 The Guardian, *Jeremy Hunt admits London 2012 legacy targets will be scrapped*, 29 March 2010

39 Ibid

40 Coalter F, *The Value of Sport Monitor: Participation*, University of Stirling/Sport England, April 2009

to make a genuine difference to the lives of underprivileged young people. In the meantime, this step represents another change to the direction of sport policy and adds to the picture of overall inconsistency which has been a key characteristic of Sport England's existence.⁴¹

2.7 A new landscape for school sport

2.7.1 Competitive sport in schools

On 20 October 2010, Michael Gove announced that the Government's desire to prioritise competitive sport meant that from April 2011 the SSP structure would no longer be funded, describing it as 'neither affordable nor likely to be the best way to help schools achieve their potential in improving competitive sport'.⁴²

While conceding the strategy's success in raising participation figures, the Secretary of State cited 2010 figures showing that only 21 per cent of pupils were regularly⁴³ participating in inter-school competitive sport. This figure, and the equivalent statistic from the 2009 survey, had repeatedly been cited by leading members of the Government, both in opposition and following the formation of the Coalition. The emphasis placed on competitive sport is a clear indicator of the likely future direction of policy in this area.⁴⁴

2.7.2 The new competitive school games

The Government's policy is due to come into operation in September 2011. Many of the details of the policy are still being formed as this report goes to press, but some information can be found through the 'Your School Games' website launched in March 2011.⁴⁵ For instance, the Games will encompass up to 30 sports, which will be played across four different levels of competition, from inter-school competition all the way to a national event including the 'most talented school-age young people from across the country', the first of which is scheduled to take place in May 2012.⁴⁶

2.7.3 Replacing the School Sports Partnerships

After the furore which resulted from the withdrawal of DfE funding to the SSP network, the DfE's alternative plans were announced in December 2010. Funding for SSPs will continue until July 2011, after which the functions performed by the PDM and the School Sports Coordinator will be transferred to individual PE teachers within secondary schools who, at a cost of £65 million, will be released from teaching duties and encouraged to continue the work of the SSPs. Their responsibilities will include establishing a fixture network intended to increase the number of schools playing regular competitive sport against one another.⁴⁷

41 For a brief summary of this problem, see MacDougall J, *Towards A Better Future for Youth Sport?*, London: Sportsthinktank.com, 2009, p22

42 Michael Gove letter to Sue Campbell, p2

43 Regular participation in the School Sport Surveys is defined as participating three times or more over the course of a school year

44 See Conservative Party Press Release 'Conservatives' Winning Proposal for School Sport' London: Conservative Party, 25 September 2009; Speech by the Rt. Hon. Jeremy Hunt MP to Southwark Academy, 28 June 2010

45 See Sport England press release, 'On your marks for new School Games', London: Sport England, 25 March 2011; www.yourschoolgames.com

46 See 'About the School Games', 'FAQ' [Accessed via: www.yourschoolgames.com]

47 Department for Education press release, 'A new approach for school sports', London: DfE, 20 December 2010; Jeremy Hunt letter to Richard Lewis.

2.8 How will changes affect sport's social role?

2.8.1 Lower rates of participation

We have seen in this chapter that disadvantaged groups display lower rates of participation in sport at an adult level and that schools with large numbers of FSM-eligible pupils, situated in deprived areas, with high proportions of ethnic minority pupils or of pupils with disabilities are all less likely to provide the amount of sport and PE targeted by the previous government. Given that people's participation habits are usually formed at an early age, this does not bode well for participation rates when these young people reach adulthood. Presently, participation rates in sport are a reflection of the deep inequalities within our society, and if this is to change, more must be done to make sport accessible to all young people. Sport England's main partner in trying to achieve more equitable rates of participation in sport has been StreetGames, who deliver a variety of sports activities for young people in deprived areas. However, these activities are not targeted and do not form part of Sport England's main funding programme.⁴⁸

2.8.2 Lack of focus on target groups

We would argue, though, that there is a more serious problem within English sport policy which should be addressed. While the above has shown that regardless of issues with provision, funding and transparency, the structure of sport policy is beginning to be clarified. What is lacking, however, is a clear sense of who is responsible for the use of sport in a wider context. While both community sport and school sport policy is focused on providing a number of sports to a broad target group, a wide number of government departments involved themselves in sport with the belief that it will contribute to their particular remits. For instance, *Playing to Win* identified five different government departments who could contribute to the delivery of the Free Swimming Programme, while the 2005 Carter Report set out its recommendations for a Sports Cabinet Committee to improve co-ordination on these issues within Whitehall and named nine Whitehall departments, including the gargantuan Office of the Deputy Prime Minister, who would usefully be represented.⁴⁹

2.9 Better leadership and clearer accountability

Accepting that the Government wishes reduced resources for sport to focus on benefiting young people, the CSJ Working Group has made recommendations with this new context in mind. Government departments allocate sections of their budgets to sport for different reasons, but the way in which they do so often touches upon our target group. For instance, the Home Office funds the 'Positive Futures' social inclusion programme aimed at young people between the ages of ten and 19, which focuses on improving the skills and ultimately life changes of young people in deprived

⁴⁸ StreetGames, 'About us', [Accessed via: <http://www.streetgames.org/drupal-5.0/?q=node/502>]

⁴⁹ See the Department for Culture, Media and Sport, *Playing to Win*, p18, or Carter, P., *Review of national sport effort & resources*, London: Sport England, March 2005, p30

communities across England and Wales.⁵⁰ Some of this money has recently been re-directed to other projects, but these projects share similar goals and target groups.⁵¹ Likewise, the Department of Health (DoH) helps fund the Change 4 Life programme, aimed at promoting active lifestyles among young people as part of an attempt to combat obesity.⁵²

With budgets allocated for sport and physical activity by at least the DCMS, DfE, the Home Office, the DoH and to local authorities via the Department for Communities and Local Government (DCLG), there is a clear case either for improving the levels of co-ordination within government or in transferring responsibility for the use of sport to work with disadvantaged young people. In either case, the establishment of such a mechanism where no formal equivalent currently exists would help drive the development of the research base and facilitate sharing of best practice.

2.10 Placing a social agenda for sport at the heart of policy

'We are only beginning to wake up to the need to integrate what we do more sensibly... there is a huge amount to be done.'⁵³

Hugh Robertson, Minister for Sport, in evidence to House of Lords Sub-Committee

Having outlined the distinction between a participation agenda for sport and the targeted use of sport as a tool to tackle problems related to poverty and social breakdown, the CSJ Working Group is clear that although participation is a necessary precondition for the use of sport as a tool, it is unlikely to be enough to deliver reductions in crime and levels of educational failure. Therefore Sport England, whose remit is to raise participation rates in sport, should not be held responsible for the delivery of 'sport for development' programmes. Instead, ownership of this area, which is currently split across a wide range of government departments, including the Home Office, DoH and DCLG, ought to be held exclusively by one organisation or government department, who would oversee the development of the area, the strengthening of the link between evidence and practice, and the coordination of budgets.

As noted, a similar point has been raised in the past, with the Carter Report recommending the formation of a Sports Cabinet Committee, chaired by the Secretary of State for Culture, Media and Sport. Lord Carter intended the report to bring together at least nine Whitehall departments with an investment in sport to improve the co-ordinated delivery

50 Positive Futures, 'About us', [Accessed via: <http://www.posfutures.org.uk/index.asp?m=794&t=About+us>]

51 Written ministerial statement, Rt. Hon. Theresa May, 'Funding to tackle knife, gun and gang crime', February 2 2011, [Accessed via: <http://www.homeoffice.gov.uk/publications/about-us/parliamentary-business/written-ministerial-statement/tackle-knife-gun-gang-crime/>]

52 Change for Life, 'Partners & supporters', [Accessed via: <http://www.nhs.uk/change4life/Pages/partners-supporters.aspx>]

53 House of Lords EU Sub-Committee G, 'Oral evidence with associated written evidence', *Grassroots Sport and the European Union*, London: House of Lords, March 2011

of sport within central government. Such a committee would have the advantage of fitting into the established Whitehall policy framework, and whereas Lord Carter envisaged that it would co-ordinate the delivery of a mass participation legacy, the varied expertise that such a range of departments could bring to bear would be better suited to the problems of using sport to delivery positive social outcomes.⁵⁴ However, the issue has stalled after the Carter Report, with a single Parliamentary question in 2005 simply stating that the Cabinet Committee did not exist, and no Parliamentary mention has been made of it since.⁵⁵

The question of which government department ought to oversee this agenda is evidently a complex one, but the department which has the clearest responsibility for the interests of all young people is the DfE. Schools also have a potentially vital role to play as community hubs for sport (where facilities allow – and this potentially also applies to other areas such as the arts). In some areas, where schools represent the main concentration of sport facilities, this role is particularly vital. This policy would involve the transfer of budgets to the relevant government department, which we propose should be the DfE.

We would tackle this by giving overall ownership of this area to a major governing department who would have responsibility for co-ordinating delivery and policy outcomes, in addition to working with key partners from local police forces, the NHS, schools and further education colleges. The government department would report to the Social Justice Cabinet Committee, which we see as the appropriate body with a remit cutting across a number of government departments.

In order to support the vital role of schools in the provision of sport to young people and to aid the community work of the new arm's length body which will focus its efforts on sport and young people, it is important that budgets for school sport are protected. Within this, schools should be free to spend their sport budgets how they see fit.

Recommendation: Establishing political ownership

The use of sport as a tool to benefit disadvantaged young people is currently held back by a lack of clear political ownership. This must change.

Given the lack of will for the establishment of a cross-departmental committee, ownership needs to be moved into a department with more expertise and more clout across Whitehall to drive this agenda.

We recognise the complications and implications of this proposal, but believe that the DfE represents the best choice for practitioners and for the young people they work with.

⁵⁴ Carter, P., *Review of national sport effort & resources*, p30

⁵⁵ Written question from the Lord Moynihan to Baroness Amos, *Hansard*, HL Deb, 26 May 2005, c13W

2.1 | Disability sport

2.1.1 | A complex structure

We have seen that Sport England has recognised that people with disabilities have lower participation rates than their able-bodied counterparts in the community, while schools with a high proportion of SEN pupils are less likely to deliver the targeted amount of school sport. Although there is a relatively small amount of evidence, these reduced rates of participation have long been recognised.⁵⁶

Previous reports have noted the extremely complex structure of disability sport, which was last reviewed in full in 1989, when the Minister for Sport's Review Group produced *Building on Ability*.⁵⁷ This complexity has been described as a consequence of the trend towards the 'mainstreaming' of disability sport which arose from *Building on Ability*.⁵⁸ This trend has seen responsibility and funding for disability sport gradually shift towards 'mainstream' governing bodies of the kind described above and away from the disability-specific organisations, such as the Great Britain Wheelchair Basketball Association (GBWBA). Sport England does continue to fund these organisations, however; and the resulting picture is one of confusion, with disability sport organisations such as the GBWBA, Boccia England and Goalball England receiving funding for their activities at the same time as the much larger and more powerful mainstream governing bodies also receive funding to promote participation in their sport among the disabled.⁵⁹ The English Federation of Disability Sport, the national body responsible for developing sport for disabled people, also works with these specialist organisations and has a regional structure of its own, which helps provide specialist expertise, but adds another layer of complexity to the structure of policy formation and structure.



We urgently require a full government review of disability sport

⁵⁶ Thomas N. 'Sport and Disability', in Houlihan B. (ed.), *Sport & Society*, London: SAGE Publications, 2003, pp105-124

⁵⁷ Minister for Sport Review Group, *Building on Ability*, Leeds: HMSO, 1989

⁵⁸ Thomas N. 'Sport and Disability'

⁵⁹ See 'Investing in National governing bodies', [Accessed via: http://www.sportengland.org/funding/ngb_investment.aspx]

While this reflects the complex picture of sports and activities which come under the category of 'disability sport', not to mention the differences inherent in the provision of activities to young people with SEN, sensory impairments, physical disabilities and conditions such as autism, it is something which should be reviewed to clarify the shape of policy for disability sport.

2.11.2 Provision within education

Similarly, a long-overdue report into sport provision for disabled people should consider the levels of provision made for disabled pupils in mainstream education. The Disability Discrimination Acts in 1996 and 2005 have made it illegal for schools to discriminate against pupils with disabilities, but as an OFSTED report in 2010 found, some schools have struggled to achieve equal levels of participation in extra-curricular activity for these pupils.⁶⁰ Ensuring that equal levels of provision are made for disabled children within mainstream schools has been identified as a serious issue for school sport, with the YST working to advise schools on how best to include disabled or SEN pupils in sport and PE. The review should consider how we can make further progress towards ensuring equality within sport for these young people.⁶¹

Recommendation: Full review of disability sport

Disability sport has a highly fragmented structure, with a wide variety of specialist and non-specialist bodies all competing for attention and funds. A review is urgently required.

⁶⁰ OFSTED, *The Special educational needs and disability review*, London: OFSTED, September 2010

⁶¹ The Herald, *Disability sport: Is it handicapped by PE teacher training?*, 25 February 2009; Youth Sport Trust website, 'Mainstream PE update', [Accessed via: <http://inclusion.youthsporttrust.org/page/mainstream-pe-update/index.html>]

chapter three

Maximising the potential of coaching

3.1 Introduction

Community sports projects in deprived areas often find that achieving sustained engagement with large numbers of the parents of participants, or the recruitment of a steady and sufficient supply of volunteers is unrealistic. Instead, it is very often just a few people – and often a single person – who bear the responsibility for the roles outlined above. Such individuals may be administrators, child-protection officers, travel coordinators, a parent of one or more participants and more, all rolled into one – but in their contact with young people, they often are just 'coach'.

As the focus of front-line contact in sport, coaches carry the main responsibility for overseeing the development of young people. Coaches are also in a position to plan and deliver activities in such a way as to promote the long-term interests of participants and to ensure that sport is always both an enjoyable and a worthwhile activity for them.

3.1.1 The importance of people

We have seen that when it comes to producing pro-social outcomes, participation in sport is a necessary, but not sufficient condition for programmes. While some sports are more popular than others, there are no 'magic sports' that always work, nor are there 'magic interventions'. In terms of people, there are no 'magic people' whose efforts are always effective, but dedicated, passionate and highly-skilled coaches can create the positive and supportive environment in which all young people can thrive. Instead of a haphazard approach to sport in the hope that participation in programmes will organically produce results, or one which is dependent on one inspirational individual, we say that should be changing the way we teach coaches and increasing the demands we make of them in order to allow for the outcomes we suggest should come through a young persons' initial contact with sport.

Our argument is not that sports coaches should become social workers, but that if we are to shape sports policy in such a way as to justify the widespread public and political faith in sport's beneficial social properties, we must have sufficient numbers of adequately trained coaches. We believe that giving coaches the skills to improve young people's self-confidence, self-efficacy and self-esteem will enhance their enjoyment of sport and will complement participation in sport at any level. In addition, we will argue that only a focus on these areas will enable sport to be a powerful and reliable force for good within our most deprived communities.

87 per cent of people believe good coaches can improve the lives of disadvantaged young people.

CSJ/YouGov, April 2011

Case Study: Good sports coaching in action

"We take a lot of pride in our approach to sport – we see it as a conduit for interacting with young people, not as a route to glory or as an end in itself.

When Lembo walked through the door we knew we would be tested. A man-child at 6'8" with anger issues to match. He bounced off the walls, challenged the rules and authority and our coaches and staff reacted to his efforts with empathy and more than a few conflict resolution skills. Six months in, Lembo was a pied-piper at the gym; all the younger kids followed him around, marvelling at his size and improving skills. Lembo, for his part, basked in the glow of the attention and seemed to cherish his new role of 'role model.'

Then a new boy came for his first practice – not much to look at – ten stone soaking wet – he ended up bouncing off Lembo and spinning to the floor before launching himself back at Lembo in the blink of an eye. As I watched from the office, Lembo grabbed the angry boy by his shoulders, so his toes just barely touched the ground. He leant in and said something, then put the kid down and play resumed. After practice, we found that Lembo had said '...that's not how we handle conflict here, yo' before putting him gently down. I grinned from ear to ear because that was the power of people in action."

Coach, Manchester community basketball club

3.2 Social change through coaching – what challenges do we face?

Political ownership for sport is split across national, regional and local government and delivery is the responsibility of dozens of NGBs, whose size, reach and effectiveness is hugely varied. Consequently, delivering a coherent policy agenda for sport is a considerable challenge. Shaping an agenda for sport in order to realise better social outcomes is a degree more challenging again.

This distinction is not always consciously observed, and when programmes are designed with nebulous intent, or where outputs have substituted for outcomes, it follows that their short, medium and long-term aims will be loosely defined. This is not confined to the use of sport in

social policy. Talent development, introducing young people to new sports, improving technical attributes and working on physical or mental fitness are all aspects of sports coaching which require separate approaches and the skill sets which we demand of our coaches will vary between sports.

3.2.1 Competitive sport – winning at all costs?

The process of organised sport participation is either an inherently competitive activity, or involves preparation for such. The competitive element has often been seen as sport's contribution to society, and this status has been reinforced by the Government's emphasis on competitive sport within schools.¹ Although this recognises one of the intrinsic characteristics of sporting activity, assumptions that taking part will teach lessons about winning and losing are not necessarily correct. Where coaches are unable to present competition in an appropriate manner for the groups with which they work, then these assumed benefits cannot be relied upon to materialise.

Sport is competitive, but an undue emphasis on competition can come at the expense of young people's welfare, hinder the development of positive social attributes and jeopardise attempts to attract new participants to sport. Guidance to best practice in coaching makes much of the need to balance competition with practice and training, particularly among new participants. This mitigates the danger that an approach which prioritises winning and losing will fail to create a positive environment for individuals who come to sport lacking in experience or self-confidence.

Within a team sport, an approach focused primarily on results poses a serious risk that less talented individuals, or those who are trying out the activity for the first time, will be overlooked in favour of those who may have more natural ability. Furthermore, some evidence suggests that competition exerts a stronger attraction over men and boys than it does over women and girls and that a broader concept of what sporting activity actually involves is necessary in order to address the gender imbalance in participation rates.² The potential for contradiction between competition and participation was implicitly recognised by Secretary of State Jeremy Hunt, but it remains to be seen whether the renewed focus on one will come at the expense of the other.³

The Women's Sport and Fitness Foundation found that only 36 per cent of women enjoy the competitiveness of sport, compared to 61 per cent of men.⁴

1 Department of National Heritage, 'Introduction by the Prime Minister', *Raising the Game*, London: Department of National Heritage, 1995, p2; Department for Culture, Media and Sport (DCMS)/Strategy Unit, 'Introduction by the Secretary of State', *Game Plan*, London: DCMS, 2002

2 Women's Sport and Fitness Foundation (WSFF), *Creating a nation of active women* London: WSFF, 2009

3 Sport England press release, *Places People Play programme details*, London: Sport England, 14 November 2010

4 Women's Sport and Fitness Foundation, *Creating a nation of active women* London: WSFF, 2009

3.3 Equipping coaches

3.3.1 The status quo

One of the effects of the current approach to sport policy has been that NGBs have begun to invest money in developing their coaching frameworks; in line with the 'Grow' 'Sustain' and 'Excel' agendas which Sport England funds them to deliver against.⁵ For instance, the Whole Sport Plans which each NGB produced at the start of the 2009-13 funding period commit NGBs to investing in trained sports coaching in order to help raise participation levels, increase satisfaction among current participants and create more effective talent identification and development networks.⁶ However, it is our contention that the training of coaches is less important than the question of what they are being trained to do, and how they are being trained to do it.

Clearly, it is important that participants in sport, particularly those who have recently started a new activity, are able to receive guidance in the technical aspects of those sports. Without being offered the opportunities to improve their skills, participants in sports may feel that they are not getting the levels of satisfaction from their involvement that they would like and it will be harder to maintain participation rates. More vitally, there are some sports, notably the rugby codes, where a basic grounding in some technical aspects of the game is a prerequisite for people of any age to be able to participate in a safe fashion.⁷ Finally, the task of developing pathways which allow individuals who have the ability and motivation to play at a higher level than their present one will naturally require coaches to be able to teach sets of technical skills to players.



87 per cent of people believe good coaches can improve the lives of disadvantaged young people

⁵ *Sport England Strategy 2008-2011*, London: Sport England, June 2008, 'Vision and Outcomes', p8

⁶ See, among others, Rugby Football Union, Badminton England and England Netball, *Whole Sport Plan* London: Sport England, 13 October 2009

⁷ See 'Introductory booklet to rugby', 'The Essential Skills for the Early Learners' and 'Building the Scrummage', in Rugby Football Union, *Coach Resource Archive* [Accessed via: <http://www.rfu.com/TakingPart/Coach/CoachResourceArchive/Tackling.aspx>]

3.3.2 Coaching structure

While NGBs hold responsibility for the formation and delivery of their own particular coaching networks, they all exist within the UK Coaching Framework drawn up by Sportscoach UK (SCUK), and are increasingly likely to be affiliated with the UK Coaching Certificate (UKCC), a non-mandatory certificate which acts as an endorsement of coach education programmes. Operating at four different levels, the framework is intended to advance coaching as a 'professionally regulated vocation', moving away from the heavily fragmented and volunteer-dependent picture identified in the 2002 Coaching Task Force report.⁸ Its ultimate goal is the 'world-leading coaching system' which was the target identified by the Task Force's report.

3.3.3 Basic qualifications

Within the framework, the main route into coaching for most people is through a particular sport's Level 1 qualification. While the detail of individual coaching qualifications varies from sport to sport, these entry-level qualifications essentially serve as an introduction to coaching in sport, and are correspondingly quick to undertake (typically between two to four days) and light on detail.⁹ In keeping with the general tone of NGB coaching certificates, their focus is on the technical skills base required for specific sports, and the intention behind the qualification is to enable an individual holding it to assist a more senior coach to organise and deliver sessions. The gap between levels 2 and 3 is significant – in rugby union, for example, Level 2 can take four days to complete, but Level 3 requires 12 months' experience, a minimum of five days' coursework and two off-site visits, while to become a Level 3 tennis coach, individuals must have reached a minimum playing standard.¹⁰ Some NGBs run divergent courses at Levels 3 and above, to recognise the distinction between developing community sport and coaching elite participants.¹¹ Unsurprisingly, while Levels 1 and 2 are increasingly popular, Levels 3 and above are markedly less so. The Sport and Recreation Alliance has reported that there are currently 30,000 Level 1 football coaches being trained a year in England, while during 2009 alone, 674 rugby league coaches were recruited and trained at Levels 1 and 2; compared to only 26 Level 3 qualified rugby league coaches in the whole of the United Kingdom.¹² Within England, there are 1,500 courses delivering Level 1 football certificates to their participants each year.¹³ There is a degree of uncertainty about the true value of Level 1 coaching qualifications, with some seeing them as essentially an introduction to sports coaching, the career ladder for which only starts properly at Level 2.¹⁴

8 Sportscoach UK, *The UK Coaching Framework, A 3-7-11 Year Action Plan* (executive summary), Leeds: Sportscoach UK, November 2008, p6; Department for Culture, Media and Sport, *The Coaching Task Force – Final Report*, London: DCMS, July 2002

9 See Sportscoach UK, *UKCC Level 1 Guide*, Leeds: Sportscoach UK, 2010, *RFU Coaching Qualifications*, [Accessed via: [http://www.rfu.com/TakingPart/Coach/CoachDevelopmentProgrammes/~/_media/Files/2009/Coaching/Coaching per cent20Qualifications per cent20Introduction.ashx](http://www.rfu.com/TakingPart/Coach/CoachDevelopmentProgrammes/~/_media/Files/2009/Coaching/Coaching%20Qualifications%20Introduction.ashx)]; Lawn Tennis Association, *LTA Coaching Pathway*, London: Lawn Tennis Association, [Accessed via: <http://www.lta.org.uk/Coaches-coaching-assistants/Coach-education-structure/>]

10 *RFU Coaching Qualifications; LTA Coaching Pathway*

11 Rugby Football Union, *Annual Report 2011*, London: Rugby Football Union, 2011, p18

12 Sport and Recreation Alliance (SRA), *Red Card to Red Tape*, London: SRA, 2011, p51; Rugby Football League (RFL) website, 'Coaching Courses', [Accessed via: http://www.rfl.co.uk/coach/coaching_courses]

13 The Football Association, 'Introduction to Coaching', *Get Into Football*, London: Football Association: 2011, [Accessed via: <http://www.thefa.com/GetIntoFootball/FALearning/FALearningPages/Introduction-to-football-coaching>]

14 SRA, *Red Card to Red Tape*, pp55-6

3.3.4 Cost of coaching qualifications

With NGBs or in some cases such as football and cricket, the county boards which award the qualifications, can be quite considerable. For instance, the 30,000 Level 1 football coaching certificates delivered each year cost £175 per certificate, while each of the 8,000 people who took Level 2 coaching certificates in the same period paid £300 per person.¹⁵ Level 2 Hockey coaches pay £399 and an additional £850, if they wish to take a Level 3 qualification.¹⁶ With 76 per cent of the UK's sports coaches working on a volunteer basis, the aim of an increasingly professional coaching system sits uneasily with the reality of British sport.

The brevity of Level 1 coaching certificates under the UKCC is very largely a result of the need for a qualification which requires a limited commitment of time and money, but which still enables individuals to take their first steps into sport coaching. However, the widespread nature of these qualifications means that the majority of the 63 per cent of sports coaches who hold NGB qualifications are being given limited amounts of training in order to hold qualifications which do not equip them to work productively with young people, but which instead are focused on a small range of technical sporting skills.¹⁷

3.3.5 Why this matters

'If you, as a coach, truly believe in, and are committed to, developing participants both in and through sport, you need to adopt the holistic view of what coaching entails.'¹⁸

Ian Stafford, writing for SCUUK

The task of providing a better sporting experience across the spectrum, especially for young people and more especially, for young people who are coming to sport from disadvantaged or vulnerable backgrounds, requires a more rounded approach to sports coaching. This is for a number of reasons.

3.3.6 A social role for sport requires well-trained individuals

We have seen already that the assumption that taking part in sports will automatically result in individuals developing teamwork or leadership skills, or learning lessons about dealing with success or disappointment is flawed. Instead, what matters more than participating in an activity is the way in which it is presented. If we value participation in sport for its alleged ability to develop these 'soft' outcomes, it makes sense to ensure that coaches are able to present activities in a way which increases the likelihood that these lessons will be learnt. Even the most

¹⁵ Ibid, p51

¹⁶ England Hockey, 'Level 2', [Accessed via: <http://englandhockey.co.uk/page.asp?section=94§ionTitle=Level+2+Award+in+Coaching+Hockey>]

¹⁷ SRA, *Red Card to Red Tape*

¹⁸ Sportscoach UK, *Coaching the Whole Child: Positive Development through Sport*, Leeds: Sportscoach UK, 2009

basic outcomes which we assume will result from taking part in sport, (e.g. enjoyment of the activity in question), will be greatly influenced by the coach's approach to the activity.

3.3.7 Dealing with difficult behaviour or dangerous situations

From the coach's perspective, children and young people from any background can display patterns of behaviour which are disruptive to others and difficult to manage. It is important that coaches are trained in such a way that they will be adequately equipped to handle this. Sometimes, working within sport and particularly (though not exclusively) in the context of the social challenges with which this report is concerned, can throw up more serious situations. During the course of this report, we have heard of at least one instance of trained sports coaches deployed by professional football clubs in deprived areas inadvertently putting themselves in danger through an inability to recognise potentially threatening or hostile environments.

3.3.8 Potential impact upon gender inequality in sport

Placing an overt emphasis on competition as the most important feature of sport risks exacerbating the gap between male and female participation rates. Research in the US has found that children and adolescents expressed a stronger preference for coaches who provided social support, encouragement and who adopted a more empathetic, democratic approach to coaching compared to their parents. The preference was also more strongly expressed by girls (and their mothers) who, as we have seen, have significantly lower participation rates than boys. While parental encouragement and motivation are vitally important for young people's participation in sport, the Government's expressed desire for sport policy to focus on young people will require coaches who are trained to understand how best to inspire enthusiasm among these groups.¹⁹

3.3.9 Different programmes require different coaches

Finally, practice within programmes operating what has been called 'sport-as-welfare' or 'plus sport' approaches, which seek to use sport as a means of delivering defined changes among individuals is necessarily different to the coaching of sport for its own sake. This is increasingly being recognised, for instance by the development of National Occupational Standards (NOS) for the planning and provision of sport-based activities in order to reduce crime and anti-social behaviour.²⁰

This report has argued that sport is not, on its own, a tool with which we can hope to counter Britain's most serious social problems. It is our contention instead that the main contribution which sport can make towards the development of participants and especially that of troubled or vulnerable children and young people lies in the potential inherent in the relationship between coach and participant. It remains for us to outline how we believe this potential can be realised.

¹⁹ Martin SB, Jackson AW, Richardson PA, & Weiller K, 'Coaching preferences of adolescent children and their parents', *Journal of Applied Sport Psychology* 11 (1999), 247-262

²⁰ SkillsActive, National Occupational Standards nos. 247, 'Plan and co-ordinate sport interventions to reduce crime and anti-social behaviour' and 248 'Provide sport based activities to reduce crime and anti-social behaviour', *Sport to Tackle Crime* (2010), [Accessed via: http://www.skillsactive.com/training/standards/no_level/using_sport_to_tackle_crime]

3.4 Realising the potential of coaching

3.4.1 Step one: Sustained engagement with participants

'I've been coming to this club since I was seven. I didn't even like football when I started coming, and I never played at school, but I kept coming back because I liked the people at the club. My brother now coaches here, when he's back from university. I'm going too next year – but I'll definitely come back in the same way, because I want to give something back.'

U17 member, football club, South-East London

Given that an important condition for the development of individuals through sport is regular attendance at a programme or club, it is important that the sporting environment is one to which young people are keen to return.

3.4.2 Step two: A constructive approach to working with young people

Based on research in the field of youth development, SCUK used their document *Coaching the Whole Child* in order to outline what they see as the key criteria which are key to producing positive outcomes through coaching for young people.²¹

SCUK's 'Five Cs': (adapted from Roth and Brooks-Gunn, 2003)

- Competence – Positive view of one's actions and capability
- Confidence – Internal sense of self-worth and being good at things
- Connection – Positive bonds with people and institutions
- Character – Respect for rules, correct behaviour and integrity
- Caring – A sense of sympathy and empathy for others

While these attributes may have been identified as the desirable outcomes from sports coaching, they are clearly positive attributes for young people to develop in general, or through any activity. Research has indicated that external influences can contribute towards children and young people developing pro-social behaviours such as helping and sharing.²² Given consistent engagement with the same group of young people, the impact, for better or worse, that sports coaches can have upon their charges is potentially huge.

Promoting positive behaviour within sport

Research has suggested that there is a correlation between the different motivations possessed by the members of a sports team and their likelihood to exhibit positive or negative behaviour:

²¹ Sportscoach UK, *Coaching the Whole Child: Positive Development through Sport*, Leeds: Sportscoach UK, 2009, p3

²² Eisenberg N, and Mussen PH, *The roots of pro-social behaviour in children*, Cambridge: Cambridge University Press, 1998

Those players who were driven primarily by their ego, or by a desire to win at all costs, were also more likely to display antisocial behaviour; whereas those who were driven by a desire to perform tasks or skills well were more likely to behave in a pro-social manner.²³ Another study found that sporting environments which encouraged participants to feel they were mastering skills or tasks (or being more competent, to use SCUK's formulation) were also more likely to elicit a greater degree of commitment from participants than those who were prepared to place an emphasis on end performance above these intermediate steps.²⁴ Given that sports programmes require sustained engagement over a long period of time in order to allow development in any sense, an approach to coaching which encourages this commitment is a potentially valuable asset in promoting better social outcomes through sport. Consequently we would argue that the ability to create an atmosphere that is conducive to sustained engagement, and in which participants are more likely to develop self-esteem, and to display positive behaviour towards others, ought to be considered an indispensable part of a coaching education.

Promoting emotional literacy through sport

In addition to taking steps which can more reliably promote these traditional concepts of sport's benefits to young people, we should consider whether there are approaches which can promote the wider development within sport of young people, and whether these are likely to have a positive impact on their development. One such factor is emotional intelligence (or 'literacy'), which is the ability to understand and control one's emotions. Studies have found low levels of this attribute to be a significant predictor of whether an individual will experience problems with tobacco, alcohol or drug abuse.²⁵

The ability to understand what leads to particular emotional states and to exercise a degree of control over one's emotions has been associated with the ability to achieve self-set goals in academic examinations and also in sport.²⁶ The possibility that training coaches to enable their charges to understand and manage their feelings, even at a very basic level, could produce sporting and social benefits is potentially very attractive.

3.4.3 Step three: Continuous Professional Development (CPD)

'There was a lot of talk about CPD, but it's been very expensive for people to implement. The trouble is that if you want a properly trained coaching workforce, for whatever reason, you've got to do it – there's no other way.'

Coaching manager, sports charity, London

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- 23 Kavanassu M, 'Motivational predictors of prosocial and antisocial behaviour in football', *Journal of Sports Sciences* 24, 2006, pp575-588
 - 24 Marcos FML, et. al., 'Influence of the Motivational climate created by coach in the sport commitment in youth basketball players' (trans. from Spanish), *Revista de Psicología del Deporte* 18, 2009, pp375-378
 - 25 Riley H & Schutte NS, 'Low emotional intelligence as a predictor of substance use problems', *Journal of Drug Education* 33, 2003, pp391-398; Trinidad DR, & Johnson CA, 'The association between emotional intelligence and early adolescent tobacco and alcohol use', *Personality and Individual Differences* 32, 2002, pp95-105
 - 26 Thelwell R, Lane A, & Weston N, 'Mood States, self-set goals, self-efficacy and performance in academic examinations', *Personality and Individual Differences* 42, 2007, pp573-583; for a general discussion of emotion and sport performance, see Jones M, 'Controlling emotions in sport', *The Sport Psychologist* 17, 2003, pp471-486

The Coaching Task Force Report identified the need for CPD opportunities to be made available to coaches to enable them to take advantage of new qualifications and courses as they became available. CPD would also ensure that a coach who acquired their qualification through the completion of a coaching course in 2001 would not find their skills had become obsolete within a few years.²⁷

The difficulty which CPD poses to the deliverers of coaching qualifications is that the process which these certificates are continuously updated is expensive, and regardless of whether the cost is borne by the NGB or, more likely whether it is passed on to the individual (who is likely to be a volunteer), these costs are prohibitive for the majority of those who may want to become involved in coaching.

However, the need for coaches to possess up-to-date qualifications and the benefits to the people they coach are too important for this report to ignore. To make the argument that we should invest in sports coaching for maximum sporting and social benefit, it is also necessary that we should have the best possible coaches. The challenge of furthering the development of CPD within the British coaching network is too great to ignore, and it is for this reason, in addition to the need to improve our coaches' interpersonal skills, that we believe that a greater proportion of investment into sport should be specifically dedicated to coaching.

3.5 A new approach to coaching

Although the CSJ Working Group's remit has focused on sport's contribution to resolving various social problems and our work on coaching has arisen from this, it is important to note that the benefits of a better coaching infrastructure for British sport will be felt in a wide number of areas. All young people who participate in sport would benefit from better-equipped sports coaching, regardless of the sport they play or the level at which they take part. Indeed, we would argue that our future elite athletes would benefit from this just as much as the majority of people at the grass-roots level. The potential as role models of well-known Premier League footballers, rugby players or boxers who had been trained by coaches would be immense.

This idea has been implicitly recognised by key players within the current infrastructure for coaching. As SCUK have said,

*'The UK coaching system must deliver wholly participant-centred coaching, putting the abilities, goals and potential of the participant first – matched with an appropriately skilled, experienced and motivated coach who is able to meet the needs of the participant regardless of age, gender, social background ability or disability. A world-leading coaching system will deliver this consistently.'*²⁸

It is our contention that despite the money and effort invested in improving our coaching system over the last decade, progress towards realising this wider-reaching concept of a

²⁷ The Coaching Task Force – Final Report, p13, 29, 39

²⁸ Sportscoach UK, 'Equity and Inclusion', [Accessed via: <http://www.sportscoachuk.org/index.php?PageID=2&sc=7>]

coach's role has been slow. Investing in the training of the individuals who deliver sport across the country represents the surest approach to developing sport's social potential, while helping ensure that more young people are able to take part in sporting activity in a safe, supportive and rewarding environment.

Case Study: Coaching in community clubs – Greenhouse Bethwin FC

Greenhouse Bethwin FC is situated on the Old Kent Road, situated between the Aylesbury estate and the site of the former North Peckham estate. Most of the club's 565 participants, aged from eight to 21, come from the surrounding area, which is one of the most deprived in London. However, the club has also attracted participants from considerably further away. The club runs 26 teams for men, women, boys and girls every week, who participate at no cost, or at a heavily subsidized rate.

Selection for the teams is dependent on attendance and attitude, rather than ability alone, and if a highly talented player is disruptive during training, or is only interested in playing matches, they will not be indulged for the sake of success. This approach to coaching is reinforced by the fact that more than half the coaches at the club are themselves former players.

Many of the club's members do not take part in school sport, often because their schools only run one team. As a consequence, the club takes in individuals with a wide range of abilities and has to work to accommodate them all. The club also struggles with the rising cost of facilities, and with a lack of parental involvement owing to a range of external social factors.

The club's approach, which seeks to incentivize commitment and a high standard of conduct among all its members, in addition to providing them with regular and enjoyable competitive sport, is not necessarily incompatible with success, and teams from the club regularly win the competitions they enter; while individuals have had trials with professional football clubs.

Recommendation: Sports policy is to be focused upon young people – so should sports coaching

In keeping with the Government's intention to focus sport policy on young people, sport coaches need to be trained in such a way as to be easily able to work with young people.

Specifically their skill sets should focus more on increasing confidence, competence, etc. than a narrow range of technical skills. There is some evidence to suggest that this can raise sporting achievement levels in addition to better outcomes (and a more rewarding experience) for those who are being coached.

The relationship between participant and coach is key to the use of sport to produce pro-social behaviour. Coaches must be able to manage sessions in such a way as to create a creative and supportive environment for all their participants. This would radically improve sport's ability to make a positive contribution to the lives of disadvantaged young people, but would also improve the experience of sport for young people as a whole.

Better training and deployment of coaches holds the key to realising the benefits of sport



3.5.1 The way forward

The manner in which the UK's sport coaching system has become concentrated on handing out tens of thousands of low-level qualifications, while neglecting the development of both the higher echelons of the coaching framework and of our young people, the situation is clearly incompatible with the development of quality sports coaching infrastructure. It forms a powerful contrast to the promise of a 'world-leading coaching system'. However, it also means that the potential contained within the position occupied by coaches is going to waste. Efforts and resources are spent on increasing a 'base' of entry-level coaches whose qualifications do not equip them with the bulk of the skills that might enable them to make a positive contribution to their charges, either within a sporting context or in their wider lives.

The problem of funding

It is important to recognise that the research and revision processes that would be required in order to change this situation would be significantly more cost-intensive than the present system. Given the present financial situation, the cost for this investment must be born from within the sum of money which is presently allocated to sport. It is neither practicable nor sensible to recommend that NGBs should alter their spending plans in the middle of a funding cycle, but we believe that from 2013, there is a compelling argument to be made for altering funding patterns so that more investment is directed into this vital area.

While this report has paid great attention to Sport England's efforts to increase the number of people taking part in sport, the bulk of their investment (60 per cent) is directed at maintaining the number of people who take part and reducing 'drop-off' rates in nine separate sports.²⁹ The 'Sustain' agenda is inter-linked with the target to grow sport, as individuals who are introduced to an activity or a club for the first time are only likely to continue to participate if they feel that their experience is enjoyable and rewarding.

29 Sport England, 'What we do', [Accessed via: http://www.sportengland.org/about_us/what_we_do.aspx]

Investment in coaching therefore has the potential to make a vital contribution to sports policy, as better coaches will provide a better experience for participants and will improve the ability of NGBs to meet the Sport England targets which they are being funded to deliver. However the CSJ Working Group views as far more important the challenge involved in ensuring that sports coaches have been provided with a relatively small number of simple inter-personal skills and are able to create an enjoyable, supportive and structured environment for sport. This is because we believe that this will enable sport to begin to justify public faith in its ability to contribute to important social agendas such as educational attainment, or cutting crime. While the thorny issue of balancing child protection in sport with strengthening the vital role which coaches and other key individuals should have within our sporting landscape will be dealt with in a further chapter, it is worth noting that developing the training of coaches so that they are better able to work with young people would, in itself, contribute to child protection.

One way of achieving this important development in the way we view sports coaches would be for the funding which Sport England would provide for coaching through NGBs to be allocated on a tiered structure, with a larger proportion of investment going into the higher tiers of coaching qualifications, where the need for steps to be taken towards CPD is greater. This would allow Level 1 courses to continue to serve as an introduction to coaching, along the lines of a Foundation level course within some aspects of further education.

Further along the coaching continuum, costlier courses which focus on a range of areas including participant development, emotional literacy and sport-specific technical skills, could be provided and subsidised by the increased funding for coaching which we believe is necessary to allow sport to contribute to strengthening Britain's social fabric. Similarly, the challenge of ensuring that qualified coaches are assessed after their qualifications could be met by weighting NGB coaching funding away from the number of coaches who receive a given qualification, towards the number of coaches who turn up to coach-training sessions regularly, or who take steps to continue to develop their skills.

3.5.2 The future of coaching?

Recommendation: More, and smarter, investment in Britain's neglected coaching infrastructure

In order to enable sports coaches to fulfil their social potential, more of the money allocated from the Exchequer/Lottery for sport should be invested in Britain's sports coaching infrastructure. A greater percentage of this money should be directed into the higher tiers of the coaching system, including into the development of modules encouraging child-focused coaching.

Level 1 coaching certificates could serve as a general introduction to coaching, after which, a greater breadth of qualifications could allow individuals to choose the direction they take within sport coaching.

In order to address problems of NGB revenue, some of the anticipated economic benefit from the Olympics could also be invested here.

A new emphasis on quality over quantity within Britain's coaching system would have to be rigorously enforced. The role of SCUK as a regulator of what has become a marketplace in coaching would have to be strengthened, and it is concerning, therefore, that Sport England has chosen to cut funding by around 30 per cent (from around £5.5 million in 2008/9) for this important partner (along with others) in order to maintain levels of funding for NGBs at as close to present levels as possible.³⁰ Despite slow progress on upgrading the country's coaching infrastructure, the central importance of coaching to improving the standards of sporting provision within Britain means that we can ill-afford cuts to the body with responsibility for the oversight of coaching in the UK, particularly when they are made in order to accommodate bodies whose work would greatly benefit from improved standards of coaching.

This, of course, assumes that SCUK is both willing and able to make use of the expertise that is at its disposal regarding how to present sport to get the best sporting and social results for participants. The instruction from Culture Secretary Jeremy Hunt that Sport England and its successor body will be expected to focus on developing sport among young people creates the opportunity for SCUK to help Sport England, NGBs and other partners to develop their coaching systems. This will deliver a more rewarding and satisfying sporting experience, and one that stands a greater chance of helping sport contribute to social policy agendas. In order to do so, SCUK's qualifications will have to be designed in accordance with the available research on how to promote sustainable participation in sport among young people, and particularly how to address the issues of under-participation among disadvantaged young people. This will require consistent and reliable funding from Sport England and, in keeping with both the Government's new emphasis for sport and our proposed policy shift, the DfE. In return for this, SCUK should be expected to deliver appropriate and meaningful coaching qualifications.

Recommendation: Secure funding for SCUK

If the continuing development of Britain's coaching infrastructure is going to become a reality, the body put in place to oversee it cannot be subjected to uncertainty over its levels of funding. Therefore, SCUK's status should either be recognised by Sport England over and above its other non-NGB partners and its funding made secure, or as part of any renewal of the post-2013 funding plans for NGBs should include a ring-fenced amount within each NGB funding agreement for SCUK's work with that organisation.

Since Sport England's remit is to be changed to focus on the promotion of sport among young people, this secure funding for SCUK should come with the condition that SCUK design modules specifically for this purpose, including how to increase participation rates among under-privileged groups.

30 Sportscoach UK, *Annual Report 2008/9*, Leeds: Sportscoach UK, 2009; Sport England press release 'Four-year funding settlement for Sport England', London: Sport England, 25 October 2010

chapter four

Access to facilities



There are enough facilities,
they just aren't accessible
enough

4.1 How can we maximise our stock of sports facilities to ensure regular, sustainable community use?

No consideration of sport's social policy role can ignore the need to ensure access to community sports facilities of all kinds for all groups. Creating more equal opportunities to participate in sport for these young people and ensuring that these opportunities contribute towards making Britain a fairer society cannot be done without addressing a number of issues concerning facilities policy. Sport clubs, charities and individuals working with the various groups with which the CSJ Sport Working Group is concerned have reported a number of facilities issues which impact on their work during the course of this review. These include, but are not limited to:

- Funding problems – facilities have to charge rates which allow them to continue to operate, but this can lead to the exclusion of groups who are unable to afford the prices which result.

- The location of facilities
- Ensuring access to the facilities that exist, including problems related to timing
- The quality of facilities
- The number of facilities, particularly within inner-city environments

These problems do not exist in isolation and a solution to any one of these issues is unlikely to be identified without consideration of the rest, but there are external considerations which mean that some of them are of a higher priority than others.

4.2 What do we mean by ‘facilities’?

By definition, a discussion of sport facilities covers a huge range of sites, from traditional grass playing fields to indoor sports halls and from waterways to school playgrounds. Disadvantaged young people and associated sporting organisations whether sports clubs, charitable groups or state-funded outreach programmes, have a clear need to access facilities, regardless of the nature of the activity they undertake.

In outlining ways in which more can be done to exploit sport as a tool to address various social policy issues, it is unavoidable that the CSJ Sport Working Group's remit touches on the question of facilities. Clearly, many of the associated issues of space and usage patterns fall into the realm of urban planning, and this chapter will therefore be limited to a focus on the role which sport and leisure facilities can play in supporting a new approach to developing sport within disadvantaged groups and maximising the contribution which this activity makes.

With this targeted scope in mind, we will review the patterns of use for Britain's current stock of sports facilities and will consider the different approaches to policy which have been suggested in recent years. Where they can be identified, we will discuss current trends within facility use and planning. The type, quality, location and availability of facilities are also important and impact upon the ability of providers to use them.

We will also review some good practice examples of community sports facilities which have had a real and lasting impact on their local area. Finally, we make some policy recommendations to support more effective planning and use of facilities in future, to reduce disadvantage within local communities.

4.3 Financial pressures on local authorities

The pressures on central funding for local authorities, who own the majority of community sport facilities within the UK, mean that authorities are already beginning to cut funding for sport and leisure facilities, which they are not statutorily obliged to provide. According to a survey undertaken by the Local Government Association, 13 per cent of local authorities are implementing proportionally greater cuts to their budget for 2011/12 for these facilities than are being made to other services. This then raises two issues in turn:

- Local authorities which are closing facilities risk decreasing stock to the extent that meeting existing demand becomes a severe challenge – let alone raising participation rates among currently inactive people.
- Many councils have already transferred the responsibility of running sport facilities in their communities to leisure trusts. This model brings councils the advantages of no longer having to spend money on running and maintaining the facilities, while the sites remain as assets on their balance sheets. This does also pose some risks.

4.3.1 The leisure trust model

In 2006, the Audit Commission found in a survey that of 40 councils which had changed their management options for sports facilities over the previous five years, more than 70 per cent had chosen to hand over this responsibility to a Leisure Trust.¹ A March 2011 conference held by Sporta, the body representing the bodies known as Leisure Trusts and their interests, found that 99 per cent of those attending indicated interest in transferring the management of their leisure facilities into trusts.² This corresponds evidence gathered by the CSJ Working Group members in the course of this report, suggesting that the number of local authorities who have already completed this transfer or who are preparing to do so may now be as high as 70 per cent.

Given that leisure trusts have already become an indelible part of Britain's sporting landscape, it is important to understand what they are, how they function and what the impacts of their growing influence are likely to be upon our target groups.

4.3.2 What are leisure trusts?

'Leisure trust' is in fact a term covering a variety of types of organisation – there is no legal definition of the term and they can be registered charities, exempt charities or companies limited by guarantee. All are essentially bodies that allow a local authority to divest itself of the responsibility of the day-to-day management of sport and leisure facilities through a long-term lease, while maintaining ultimate ownership of the facilities themselves. Trusts are run on a not-for-profit basis, and consequently many facilities run by trusts are exempt from taxes which would have to be paid if they were still in local authority management.

A 2003 report for Maidstone Borough Council argued that the savings on business rates for just one leisure centre could be as high as £145,000 a year.³ Facilities are also able to make savings on VAT rates. These benefits would be particularly attractive for local government in the present funding climate, as this option represents a way in which sports facilities that might otherwise be shut down can be preserved and kept open.

1 Audit Commission local government national report, *Public Sports and recreation services: making them fit for the future*, London: Audit Commission, 2006, p17

2 Sporta press release, 'Local Authorities convinced its' Time to Trust', London: Sporta, 8 March 2011, [Accessed via: http://www.sporta.org/index.cfm?fuseaction=c_articles.showArticle&articleID=62]

3 Maidstone Borough Council, Recreation and Community Services Overview and Scrutiny Committee, *Leisure Trusts: A Safe Pair of Hands?*, Maidstone: Maidstone BC, August 2003, p1

4.3.3 What do leisure trusts mean for community participation?

Clearly, it is preferable for sports facilities to remain open under new management than to be sold off, and the management of leisure trusts may choose to invest in the facilities they operate in order to provide better quality for their patrons. However, the fact that leisure trusts can make significant tax savings on the sites they operate is not in itself enough to ensure that those sites bring in the revenue that will make them sustainable. Prioritising the generation of revenue risks creating a situation where access to sport and leisure is even more the preserve of those who can afford rising prices than it is today. With the term covering such a wide range of different organisations, it is difficult to generalise, but the CSJ Sport Working Group has expressed a number of concerns regarding the 'leisure trust' model, which should be addressed if sporting opportunities for young people and families from low-income backgrounds to are not going to be a victim of the fiscal crisis.

4.3.4 Supply can become disconnected from demand

'There is no evidence that trusts have implemented a level or quality of participation over and above that which has been achieved by local authority leisure services'.⁴

Following the transfer of facilities to a trust model, the supply of participation opportunities becomes the responsibility of those who manage the trust. However, local authorities fund sports development officers, are often the first point of call for those individuals who wish to find out more about opportunities to take up a new sport, and maintain responsibility for risk attached to the facility. The Audit Commission's report into different options for managing sports facilities in the community found that responsibility for sport development was only transferred to leisure trusts in four per cent of cases.⁵

Even where this is not the case, research by the Central Council for Physical Recreation (CCPR) has shown that 68 per cent of clubs are dependent on hired facilities and are therefore exposed to rising prices.⁶ Either way, by transferring facility management into the hands of a trust, councils risk breaking the link between facilities, which supply opportunities to participate, and the programmes run by local councils, County Sports Partnerships (CSPs) and third sector organisations which stimulate demand. Although pricing initiatives or target outreach schemes on the part of leisure trusts can help, these schemes have not been universally adopted.

The ability of the host authority to influence the working practices of leisure trusts is a matter of some dispute. Although the Audit Commission argued that they could do so through a subsidy, which would give them some say in the trust's operation and potentially help keep prices down, the reality is that in 2011, this is not an option for many hard-pressed local authorities.⁷

4 European Services Strategy Unit, *The case against leisure trusts*. European Services Strategy Unit, 2008

5 Audit Commission, *Public Sports and Recreation Services*, p35

6 Central Council for Physical Recreation (CCPR), *Sports Club Survey 2009*, London: CCPR, 2009, p12

7 Audit Commission, *Public Sports and Recreation Services*, p15



The rising cost of facilities means that individuals and families on low incomes will find it harder to participate

To some extent, this is an unintended consequence of a measure which was put in place when the Charity Commission set out guidelines to ensure that charities which provided public services such as sport and leisure did not simply become auxiliary arms of the State. The Commission made it clear that 'A local authority could not simply expect to convert its leisure department into a charity'.⁸ While there has been some criticism of how effectively this distinction has been maintained, this move, intended to ensure that charities which deliver public services serve a purpose other than saving local authorities money on tax bills, has often been implemented so effectively as to impact upon the ability of local communities to participate in sport.

4.3.5 Getting around this problem

As we have mentioned, cuts to local authority grants are likely to be passed on to discretionary services provided by those authorities, notably including sport and leisure. Therefore, transferring facilities into the management of leisure trusts provides an option which is preferable to closing them down and selling them off. Given this, it is important to define how the future of community sport facilities can be safeguarded without jeopardising opportunities for disadvantaged young people to take part in sport.

Recommendation: Matching supply and demand within leisure trusts

When transferring the management of facilities into the hands of leisure trusts or similar organisations, local authorities should take steps to ensure that conditions are included within the contract to ensure affordable use for all members of the local community, whether through subsidised concessions, targeted lessons or other means.

In order to ensure a greater deal of accountability and to enforce the terms of the contract, local authority officials should have some representation on the organisation's board. This would also help strengthen the level of expertise on the board.

⁸ Charity Commission publication RR7, *The Independence of Charities from the State*, London: Charity Commission, February 2001, Section 7, [Accessed via: <http://www.charitycommission.gov.uk/publications/rr7.aspx#3>]

4.4 An unpromising backdrop for mass participation

The adoption of an agenda for sport which was explicitly focused on raising participation levels came at the start of the most serious recession for years. The recession and the subsequent slow return to growth have exacerbated problems across all sections of Britain's society, but nowhere more so than among the young. Unemployment among 18 to 24 year olds was 12.1 per cent in the last quarter before Britain's economy officially went into recession in 2008.⁹ By contrast, the most recent *Labour Force Survey* showed youth unemployment running at 17.9 per cent in April 2010, just 0.2. per cent down on the highest rate on record, recorded in the previous month.¹⁰

Even among those young people who are employed, or for those still in education that may be dependent on familial support or part-time jobs for disposable income, rising inflation and falling real wages pose a threat to the quality of life of young people in the UK, and particularly those on low incomes.

This backdrop serves as a reminder that while the provision of facilities may only be a discretionary service for local authorities, their continued use by disadvantaged young people is equally dependent upon the ability of these groups to access facilities and to pay for them. A survey conducted last year found that the cost of participating in organised leisure activities, including sport, was by far the most significant barrier in preventing participation by young people.¹¹

YouGov polling by our review found widespread levels of public support for the dedicated use of funds to give opportunities to participate in sport to those who would lack them, rather than on constructing facilities or on providing support for local sports clubs.¹² People's ability to access sport is already partially dependent on their ability to pay, and in the present financial situation, the problem may worsen.¹³

Our polling found that people from lower socio-economic groups were far more likely to feel that the cost of using local facilities put them off participating in sport.

CSJ/YouGov, April 2011

This chapter looks at how the UK's existing sports facility infrastructure might be more effectively used in this new economic climate. We will set out proposals to support the role of sport in helping communities who experience disadvantages in an era when continued community use is under threat.

⁹ Office for National Statistics, *Labour market statistics, first release*, March 2008, Table 9:1

¹⁰ Office for National Statistics statistical bulletin, *Labour market statistics, April 2011*, London: Office for National Statistics, 13 April 2011, p17

¹¹ British Youth Council, *Weathering the recession: Young people's experiences of the recession*, London: British Youth Council, January 2010

¹² CSJ/YouGov, April 2011

¹³ Ibid

4.4.1 Rising prices

As noted above, local authorities have traditionally held responsibility for the provision of sports facilities within their communities, and even as a majority of them now plan to transfer responsibility for this to leisure trusts, a large number of community facilities are still under local authority management.

The funding challenges faced by local government over the next few years pose a huge problem for sport in England. Cuts to central government grants mean that for those local authority facilities that have not been transferred to leisure trust management, alternative ways of making ends meet must be found. Inevitably, this has meant that the cost of hiring community facilities has risen. In combination with falling real incomes and taking into account the particular economic pressures felt by many young people, particularly those who are from low-income backgrounds, this poses a grave threat to community access.

None of this alters the need for those who manage facilities to take enough revenue to make the facility sustainable. If access for local communities becomes economically impossible, this revenue must be sought from elsewhere or the facility becomes a financial liability for its owners. Either way, people from low income backgrounds will lose out, and the use of the facility will become restricted to those individuals or organisations with the money to hire it out.

Figure 11 shows the percentage increase in cost per hour of a number of basketball facilities in Southampton and the surrounding area between October 2008 and October 2010. Price rises across the selection during the two years vary widely, but the general picture of rising prices represents a serious threat to efforts to establish wider levels of participation.

Figure 12 is an extract from a Southwark Council price list, showing the fees charged for a variety of sports facilities in 2009/10 and 2010/2011, along with percentage rises in fees for prices across the following two years. Where possible, fees for junior use are shown. Southwark has a mix of heavily deprived and some heavily gentrified areas.

Some of the facilities listed below did not increase their prices at all and others did so only around or just above the rate of inflation. However, in an era of stagnant or falling real incomes, price rises at any level risk excluding people on economic grounds, and to some degree, they are inevitable because, as noted above, facilities require sustainable revenue streams in order to continue to function.

The potential impact of local authority cuts on prices

The potential threat to participation levels posed by price rises without similar increases in living standards may be exacerbated by cuts to local authority funding, which are being passed onto discretionary services such as sport and leisure as local councils seek to maintain spending in higher priority areas. A pressing need for facilities to bring in revenue may lead to a vicious cycle of further price rises, resulting in still lower levels of participation and an ever-greater need for revenue generation. The leisure trust model is not immune to this effect. Even where concessionary rates for the very young, the elderly, students or recipients of JobSeeker's Allowance are maintained, facilities' management will come under pressure to sacrifice them.

Accessibility, not quantity, is the key

The only way for facilities policy to effectively provide sporting opportunities for all sections of society is for us to accept the CCPR's 2010 verdict that 'there are enough facilities' and to focus on ensuring that those we have remain or become accessible to all sections of British society.¹⁴ Not only would this policy be more effective in ensuring the continued sustainability of our facility stock without limiting participation to a privileged minority, it takes account of the present financial situation.

Cost is the most important issue, especially among the less well-off

Our polling found that people believe that a reduction in the cost of using local facilities would be the most valuable step local authorities could take with regard to the country's facility stock, ahead of improving quality and making them accessible at more convenient hours. Unsurprisingly, this issue is particularly important to lower socio-economic groups and was the only positive issue identified by over ten per cent of individuals from the C2DE groups that would make them more likely to participate in sport.

Our polling found that the C2DE group was far more likely to agree that local facilities were too expensive or inaccessible:

40 per cent of the people we polled believe that providing access to sport for those who could not otherwise afford it is the most important area of sport policy.

CSJ/YouGov, April 2011

Figure 11: The rising, but variable cost of basketball facilities in Southampton¹⁵

Location	Oct 2008 cost	Oct 2010 cost	per cent increase
Bitterne Park	£18.5	£24	29 per cent
Redbridge School	Adults £28, Juniors £18.50	Adult £35, Juniors £23	25 per cent, 24 per cent
Cantell School	£22 (Level 1) £28 (Level 2) £35.50 (Level 3)	£23 (Level 1 clubs/ U16s/over 60s) £30 (Level 2 clubs) £37 (commercial rate)	4.5 per cent, 7.1 per cent
St Georges	Adults £28, Juniors £20	Adults £30, Juniors £21.50	7.1 per cent, 7.5 per cent
Upper Shirley High	£25	£25	N/A
Chamberlayne Leisure Centre	£10 (Peak) £23.50 (Off- Peak)	£32 (Peak) £25.60 (Off-Peak)	220 per cent, 9 per cent

¹⁴ CCPR, *The Facilities Enquiry Report*, London: CCPR, 2010

¹⁵ Information from a NGB

King Edward School	£43	£43	N/A
Oasis Academy Green Lane	Adults £28, Juniors £20	Adults £35, Juniors £22	25 per cent, 10 per cent
Oasis Academy Lordshill	Adults £35.50, Juniors £21.30	Adults £45.60, Juniors £27.36	28 per cent
Regents Park	£7.00 (small area)	£7	N/A
St Mary's Leisure Centre	£34.40	£36.60 (Off-Peak) £46.95 (Peak) £20 (Student Off-peak) £30.60 (Student Peak)	N/A
Woodlands School	£13.50 (Under-18s) £23.00 (Over-18s)	£14.50 (Under-18s) £24.00 (Over-18s)	7 per cent 4 per cent
Oasis Academy Mayfield	Adults £28, Juniors £19	Adults £30.50, Juniors £21	8.9 per cent, 10.5 per cent
Taunton College	Adult £40, Juniors £25	Adult £43, Juniors £28	7.5 per cent, 12 per cent

Figure 12: The rising cost of playing sport in the London Borough of Southwark¹⁶

Type of facility	Fees for 2009-11	Predicted fees for 2011-13	Per cent increase
Cricket Pitch	£41.50 (per half day)	£58.00	39.77 per cent
Grass Football Pitch	£25.12 (per hour)	£36.00	43.33 per cent
Grass Football Pitch (for Southwark school)	No charge for hiring	£15.00 in 2011/12, £12.00 in 2012/13	N/A
Grass Football Pitch (for non-Southwark schools)	£25.16	£36	43.06 per cent
Rugby Pitch (per hour)	£18.56	£36	93.92 per cent
AstroTurf pitch, divided into thirds (per hour)	£66.61	£67	0.58 per cent
Full AstroTurf pitch (per hour)	£55.69	£72	29.28 per cent
Changing room hire	£43.37	£44	1.46 per cent

¹⁶ Information from a London sports charity

4.4.2 Planning for the future – predicting demand

In addition to ensuring that sports facilities are no longer built without thought to the provision of revenue streams and the supply of user groups, it is vitally important that future decisions about building or shutting facilities are taken with the likely impact on participation patterns in mind.

Sport England has the licence for the use of a model which maps demand levels for certain types of facilities and allows them to predict what the impact of a facility shutting or reducing opening hours is likely to be. The model, developed and owned by Edinburgh University and entitled the Facilities Planning Model (FPM), can take into account different modes of travel to the facility in question and the number of hours which it is open for general use (because a swimming pool, for instance, may be used by schools in the daytime, or have special sessions to which the general public cannot be admitted).¹⁷

The FPM is increasingly being used as a consequence of the new funding environment as local and regional authorities seek to ensure that they have access to as much information as possible when they make difficult decisions to close facilities or restrict their opening hours. By mapping the likely impact of shutting a particular facility, it becomes possible to predict whether other facilities are likely to experience increased demand as users go elsewhere, or whether some, faced with unacceptably long travel times or confronted with a choice of facilities that are too crowded to use, will stop participating in sport altogether.

The FPM is not comprehensive, as it only covers a limited range of facilities and does not reflect varying levels of demand, for instance in deprived areas with populations who have lower participation rates.¹⁸ However, this does not detract from its promise as a planning tool for the facilities it does cover. Since 1996, Sport England has been a Statutory Consultee on any planning applications affecting the provision of playing fields. We believe that the FPM provides the basis upon which consultations on the provision of swimming pools, artificial grass pitches and indoor sports halls can be made, and therefore that they should be given a similar status with regard to these facilities. With local authority cuts hitting the sport and leisure sector, and with disadvantaged young people in line to be hit hardest, this is an urgent step we should take to protect sports facilities for those who need them most.

Recommendation: Securing the future of community sports facilities

Sport England should become a Statutory Consultee on planning applications which affect the availability to the public of swimming pools, indoor sports centres and artificial grass pitches, in keeping with the situation which currently exists for playing fields under Statutory Instruments 1817 and 2184.

¹⁷ For more information, see Sport England, 'Facilities Planning Model', [Accessed via: http://www.sportengland.org/facilities__planning/putting_policy_into_practice/assessing_need_and_demand/facilities_planning_model/facilities_planning_model.aspx]

¹⁸ See Quick S, Simon A, and Thornton A, *School Sport Survey 2009-10*, London: Department for Education, 2010; Sport England, *Active People Survey 4*, London: Sport England, 16 December 2010

4.4.3 Planning for the future – what do sustainable facilities look like?

In the course of our review, we have spoken to a number of groups who have funded facilities in the past, including Barclays, whose Spaces for Sports programme, run in conjunction with the Football Foundation, has funded 202 sports facilities in the UK since 2004. While the programme funded a range of different sized facilities, they shared some general conclusions with us as to the factors that can determine the success or failure of a newly built facility. Given the hugely limited resources that are likely to be available for capital projects such as these in the near future, those overseeing the construction of new facilities or the refurbishment of older ones cannot afford to ignore these recommendations.

4.4.4 Directing capital investment towards sustainability

One thing which funders have emphasised to us is that investing in things which may initially seem ancillary to the project will pay dividends in the mid-to-long term. Two examples of this are ensuring that playing surfaces, buildings, etc. are constructed with the input of specialist technical advisors – we have been told of cases where the absence of this input has resulted in newly built sites becoming unsatisfactory or dangerous and therefore a vast waste of money. On the other side of the ledger, the extra cost involved in ensuring that new builds are floodlit, and the time and effort which must be spent consulting and reassuring local communities on this potentially unpopular move is worthwhile because of the potential for evening usage during the long winter months.

Without floodlights, outdoor facilities are only usable during weekends or weekday mornings and afternoons, which would usually be considered off-peak times. They therefore risk being deserted. Indeed, this point could be taken further, and those considering constructing new outdoor facilities, including under the auspices of the Olympic legacy (see Chapter Six), should consider whether better rewards in terms of participation might be derived from ensuring that existing outdoor facilities are floodlit, an initiative which would save substantial sums of money. The same point applies to bodies such as Fields in Trust who are involved with protecting playing fields and who are now working with Sport England as part of their Olympic legacy strategy.¹⁹

4.4.5 Capital and revenue

'Providing revenue funding alongside capital funding is essential to ensuring that sports facilities are used to their full potential.'

Big Lottery Fund written evidence to CSJ Working Group

Conversations with funders and the experiences of CSJ Working Group members have taught us that past investment in facilities stock has sometimes resulted in the construction

¹⁹ Sport England press release, 'Places, People, Play programme details', 15 November 2010, [Accessed via: http://www.sportengland.org/media_centre/press_releases/places_people_play/places.aspx]

of unsustainable sites which have had little or no consideration given to the use patterns that they will see after they open. As we have seen, the price of using those facilities that are publicly available is rising as standards of living and disposable income are falling. This pattern is exacerbated with sites where capital investment has created a high-quality facility which is expensive to use, but where planning for revenue generation has not been fully thought through.



The rising cost of facilities means that individuals and families on low incomes will find it harder to participate

There are two possible answers to this problem. Firstly, as the Big Lottery Fund has suggested, funding should be raised and set aside to support a facility's ability to generate revenue and therefore its sustainability. Secondly, the 'twin-key' approach, which is where a prospective user, or users, is identified beforehand and the facility is built with them in mind. This has been adopted for the 'Iconic Facilities' part of Sport England's 2012 legacy programme.²⁰ The model clearly poses some challenges, notably the need to ensure an equitable balance between the pre-selected user groups, those who might be interested at a later date, and casual local participants, but the CSJ Working Group has felt that it offers the greatest potential for sustainable use of new facilities, and goes furthest to eliminate the risk that large-scale capital investment would go to waste.

Recommendation: The 'twin-key' approach to facilities

In line with the plans for the 'Iconic Facilities' London 2012 legacy fund, planners and funders of new sport facilities of any type should identify at least one targeted user before submitting planning application. In return for taking into account the users' wishes for facility design, the funders should expect a certain amount of revenue for a set period of access, over a set period of time, enabling them to plan facility finances and schedules of use.

²⁰ Sport England 'Iconic Facilities', [Accessed via: http://www.sportengland.org/funding/sustainable_facilities.aspx]

4.5 The importance of school facilities

One important area of facilities policy is that of the availability of sport facilities within schools after school hours and during the weekends and school holidays. According to Sport England, a large majority of sports halls and artificial pitches are located within educational sites.²¹ The issue is particularly important in those deprived areas with little open space or where other sport facilities are inaccessible or too expensive. In these areas, community access to school facilities should form a central piece of any strategy to achieve more equal and sustainable participation in sport.

4.5.1 Private Finance Initiatives and school-building programmes

Since their introduction in 1992, various forms of Public Private Partnerships (PPP) have been used to deliver large-scale infrastructure projects. The most common have been built under Private Finance Initiatives (PFI) including, latterly, much of the Building Schools for the Future (BSF) programme until the programme was scrapped in July 2010.²² Under PFI schemes, a consortium of private sector contractors agree to design, build, finance and operate facilities for a set period, usually 25 to 30 years. The facilities are built with privately raised capital, before being leased back by the public sector (in this case, whichever body is responsible for the school in question) at an agreed rate.

Some PFI schemes, notably BSF, were explicitly targeted at areas of deprivation, either at local authority level or within specific areas of a local authority.²³ While the scheme enabled the direction of large amounts of capital investment into deprived areas, school facilities built under PFI have frequently been criticised for their perceived wastefulness and the difficulties and expense for those seeking community access.

4.5.2 Building school sport facilities – who are they for?

A constant tension between school and community use

With well over half of new sport facilities in each of the years between 2001-06 being located on school sites, and with much of the investment involved via PFI schemes, it has become increasingly important to ensure that this spending represents value for money.²⁴ A common criticism of such schemes has been that their understandable focus on the needs of the school often led to a failure to consider the requirements of community use. Media reports have highlighted instances where schools find that their ability to use their new PFI facilities as they want has been severely curtailed by the conditions attached to the site.²⁵ Some local authorities have also been aware of this flaw for a number of years, as shown by a 2004 report by a Leeds City Council Scrutiny Board, which recommended that in order to ensure community access to the new facilities, community use should be established as a contract requirement for all new school buildings.²⁶

21 Sport England, *School facilities and community sport: Creating the win-win scenario*, London: Sport England, September 2007

22 House of Commons Library Research Paper, *The Private Finance Initiative*, London: House of Commons, 18 December 2001

23 Partnerships for Schools, written evidence to CSJ Working Group, 11 January 2011

24 Audit Commission, *Public Sports and Recreation Services*, Figure 11, p49

25 The Daily Telegraph, *PFI: £70m bill for schools that had to close*, 26 January 2011

26 Leeds City Council Scrutiny Board (Learning and Leisure), *Interim Report – Building Schools and the Private Finance Initiative*, Leeds: Leeds City Council, May 2004

This has been implicitly recognised by the inclusion of a period to identify existing third party users of school sites during the pre-procurement phase of a BSF project to see if they intend to continue using the site after the new facilities have been constructed.²⁷ Sport England offers a wide range of tools designed to enable PFI schemes to construct facilities which can be used by local groups to the mutual satisfaction of schools and their local communities. These tools, which emphasise the potential social role of schools in regenerating communities and the potentially central importance of school facilities to local sport strategies, emphasise how important it is to ensure that access to these facilities is not simply confined to the school pupils.

Sport England's 2011 review of capital spending procedure within education touched on another important issue connected to community use. Over and above simply identifying potential third-party users of new school facilities, the report identified engagement with these groups and their inclusion within the facility design process as an important part of best practice within BSF.²⁸

PFI contracts can make community use impossible, or prohibitively expensive

Arranging community use of school facilities can be difficult for local groups, due to the logistical challenges of ensuring that regular community use does not come into conflict with the often complex needs of a school. However, there are certain reputational benefits which a school can derive from opening its facilities to the surrounding community, in addition to the extra revenue which can be derived from charging users.

PFI contracts are different. After a facility is constructed using capital raised by the private sector, the public sector agrees to purchase the use of that facility over the 25-30 years of the contract.²⁹ Within the contract, the private contractor and the responsible body for the school set out the rights which each will have to use the facility, so that the school will have full access during opening hours. Provision will be made for some aspects of community use such as for a polling station, but importantly, other use outside of school hours is dependent on the terms set out within the initial contract.³⁰ Since the contractor will have responsibility for the maintenance and upkeep of a facility, it is arguably in their interest to ensure that a facility is used as little as possible to avoid the possibility of wear and tear and/or damage. As a result of these extra commitments, along with the staffing and maintenance cost involved in keeping the facility open longer, the same amount of revenue which might be of value to a school is less significant to an external contractor. If the contractor does wish to open the facility to other users, it will likely be at a higher price. Therefore, the mechanisms which might allow access to school facilities out of hours where the school owns the facility in question are ineffective in relation to PFI.

27 James S, *Review of Education Capital*, London: Department for Education, April 2011, p90

28 Ibid

29 HM Treasury, *Infrastructure procurement: delivering long-term value*, London: HMSO, March 2008, p18

30 Metropolitan Borough of Gateshead, 'Gateshead Schools PFI Questions', [Accessed via: <http://www.gateshead.gov.uk/Education/per cent20and per cent20Learning/Schools/pfi/What per cent20is per cent20PFI.aspx>]

4.5.3 Community access

'I know schools with beautiful new facilities and where we could probably double our provision, if those schools if could only access their facilities after a certain time. Instead, half the time, when it gets to half four or five, the facility is being rented out for more than the locals can afford and the kids have nowhere to go.'

Chief Executive, London Sports Charity

A question of ownership?

PFI/BSF facilities require a large amount of initial capital investment, and ensuring that a school does not make a loss on running the facility is clearly important. While Sport England, in keeping with its focus on the development of clubs and NGB sport, favours the inclusion of local club structures, this relies on the existence of local clubs who will be able to use the facilities in question. Given that club structures are often weak in areas of deprivation, this is not necessarily a reliable way of ensuring that community access to school facilities benefits those who need it most. However, the establishment of some sort of partnership, whether with local sports clubs, sport development offices situated within local authorities or charitable organisations, is clearly the approach that is most likely to achieve the desired goals of sustainability in terms of levels of use and providing some degree of revenue. Indeed, this 'twin-key' approach, where the manager of a new facility identifies partner(s) who will provide a sizable proportion of its usage and revenue, reflects what we have heard in our conversations with the DfE and bodies such as Barclays Spaces for Sport.

How can we ensure community access for future PFI facilities?

The experience of the CSJ Working Group is that the only method of ensuring that local communities are able to access PFI-built facilities is for this condition to be stipulated in the original contract. Although the extra expense to which the contractor will be put will still result in charges for community use, the tendering process means that these charges are likely to be substantially lower than if they were imposed after the contract had been signed.

Recommendation: Two recommendations for the future of PFI

1. In the medium-to-long term, ensuring that the operation of a facility is a matter for the public sector would ensure that school facilities were better able to benefit their local communities. This could be accomplished in a number of ways, perhaps by changing the terms of the rental agreement so that the school manages a facility throughout the year, but pays a higher price.
2. Alternatively, shorter contracts, again at a higher price, would enable schools to exercise control (including the choice to maintain the contractual arrangement) over the facilities on their site at an earlier stage. These options should be considered by a full-scale review of PFI commissioning procedures.

How can we ensure community access for current PFI facilities?

As implied by the above, ensuring that communities are able to access PFI facilities on local school sites is not easy. Private contractors may choose to rent out the facilities which they manage at commercial rates which are too expensive for local communities. Equally, contractors who own PFI sites have a vested interest in restricting levels of use as far as possible outside of the hours covered in the initial contract, in order to prevent their asset from depreciating as a result of wear and tear. The hard truth is that once a contract has been signed, community use of a PFI facility outside the terms of the contract can only be guaranteed if an organisation or group are prepared to pay for it. When some disadvantaged communities are concerned, this is all the more difficult because of the need to make the facility available at an affordable rate.

There are enough facilities, they just aren't accessible enough

The all-important funding issue brings us onto the question of how, in an era of limited resources, we can make the best of what funding is available for facilities. The Independent Review of England's sport facilities made the case that 'there are enough facilities, but they simply aren't good enough', implicitly acknowledging the case that future investment in the facility stock would be better directed at improving the quality of those that already exist.³¹ With our review in mind, and particularly in the case of newly built facilities, we would argue that the key factor is neither the quantity nor the quality of facilities, but their accessibility to local communities, and more especially to disadvantaged young people. While building new facilities represents a superficially attractive direction for investment, there are, as we have seen, a number of problems relating to levels of revenue and use which have to be overcome. The wiser course in the current economic climate would be for NGBs, CSPs and local authorities to use their capital budgets to guarantee access to facilities which already exist.

Recommendation: Smarter facilities investment

Where new facilities are planned, an assessment of need should include consideration as to whether there are similar facilities nearby which it would be possible to open for longer periods within the same budget.

31 Independent Panel, *Facilities Enquiry*, London: Central Council for Physical Recreation, 2010

chapter five

Overcoming the barriers – volunteering and sport

‘All the research says that sport in this country ... is almost if not entirely dependent on volunteers. Therefore, it is in everyone’s interests to make sure that these people have the appropriate skills and are properly supported.’

Development Manager, National Sports Organisation

5.1 Sport and volunteering – a winning combination?

Sport is dependent on voluntary activity

Participation in voluntary activity is an important thread in the fabric of British life. The 2008/09 Citizenship Survey, conducted by the DCLG found that in total, 61 per cent of adults in England regularly volunteer each year, with 26 per cent doing so on a formal basis and 35 per cent on an informal basis.¹

Of the 26 per cent who the DCLG estimated regularly volunteered on a formal basis, 52 per cent volunteered with groups related to sport and exercise.² Different surveys of voluntary work in sport from 1998 to 2006 have put this figure from 2.7 million to almost six million.³

As we have seen, the training and effective deployment of coaching and non-coaching staff within community sports projects is key to their successful operation. However, sport at all

¹ Department of Communities and Local Government, *2008-09 Citizenship Survey: Volunteering and Charitable Giving Topic Report*, London: HMSO, 2010, p71. The definitions adopted here are found in the text and the footnotes of the 2008-09 Citizenship Survey, p10

² *2008-09 Citizenship Survey*, p26

³ Gaskin E, *A Winning Team? The Impact of Volunteers in Sport*, London: Institute of Volunteering Research and Volunteering England, 2008, p3

levels within the UK is dependent on volunteering, and volunteering in sport covers the full variety of roles within clubs, local associations and NGBs.

The most recent Sports Club Survey undertaken by the CCPR revealed that a majority of surveyed sports clubs used volunteers in almost every conceivable way, including management, administration, coaching and fundraising. In all these cases, no more than ten per cent of clubs are able to employ paid staff to perform the same functions.⁴ Another report by the same organisation found that 76 per cent of the UK's 1.1 million sport coaches are volunteers.⁵

The importance of volunteering to sports clubs is therefore clear, but its contribution has been valued in different ways. A 2004 report argued that the importance of volunteers to the club structure means that they have a vital contribution to make to some areas of social policy.⁶ However, the DCMS report *Playing to Win*, in keeping with its focus on 'sport for sport's sake,' makes no mention of any possible social contribution from voluntary work nor indeed any benefits which volunteers might derive from their involvement in sport, focusing exclusively on the development of sport through making it easier to volunteer.⁷

What is clear is that sporting activity of any sort cannot continue to exist on its present scale without a healthy culture of volunteering. This truth is recognised at all levels of sport, from policy formation to programme delivery. Promoting and supporting this culture must therefore be a central plank of any sporting policy initiative.

5.1.1 Obstacles to the development of volunteering

Informality within sports organisations can make it difficult to run them effectively

However, it is important to note that efforts to promote volunteering will have to deal with some important obstacles which can hinder the recruitment and/or retention of volunteers. In her study *A Winning Team?*, Elizabeth Gaskin quotes a 2005 study of volunteering within cricket which argued that one of the shortcomings of sport-based volunteering in the UK is that:

'People giving of their time freely... do not consider themselves as volunteers, nor, until now, did the NGBs consider these people as volunteers'.⁸

A 2007 assessment of Sport England's Volunteer Investment Programme, which between 1997 to 2005 sought to highlight the important role of volunteers in sport, found that a number of tools designed to increase the effectiveness of volunteering, such as management of volunteers, succession planning for key posts within sports clubs or organisations, and the

4 Central Council for Physical Recreation, *Survey of Sports Clubs 2009*, London: Central Council for Physical Recreation, 2009, p30

5 Sport and Recreation Alliance, *Red Card to Red Tape*, London: SRA, March 2011, p51

6 Nichols G et al., 'Voluntary Activity in UK sport', *Voluntary Action* 6(2): 31-54

7 Department for Culture, Media and Sport, *Playing to Win*, London: HMSO, 2008, p15

8 De Cruz C, 'Volunteers in cricket' in Nichols G and Collins M, *Volunteers in sports clubs*, Eastbourne: Leisure Studies Association, 2005, quoted in Gaskin, *A Winning Team*, p10

sharing of good practice, were not welcomed by clubs or their volunteers. This was because as the above quote suggests, the nature of much voluntary activity is not conducive to the programme's techniques. This represents a problem that any attempt to promote voluntary sector-dependent sports clubs as potential arms of policy delivery, whether purely sporting or social, will have to reckon with.⁹



Volunteering tells us something about the state of our society: the extent to which people are prepared to sacrifice time and energy for the benefit of others, for no financial reward

As we have already argued, the CSJ Working Group does not believe that sports clubs or programmes should necessarily be regarded in the same way as social interventions. However, statements such as the one above illustrate a potential problem with the promotion of volunteering in sport. This is that clubs which seek to deliver sporting activity entirely for its own sake can derive more benefit from part-time and occasional volunteers than those organisations which seek to make a different contribution to their communities and to develop their participants in a wider sense as their work necessitates more sustained commitment.

5.2 Volunteering among disadvantaged young people – the research context

Young people from disadvantaged groups can benefit from participation in volunteering activity
Much of the research available in this area focuses more generally on volunteering in sport, with little specific attention paid to voluntary work in sport for disadvantaged young people in particular or the barriers to this work. The last decade has seen the publication of some research on the issue of volunteering as a means to tackle social exclusion, but there is little which focuses directly on tackling issues of disadvantage through sport.

There is also little empirical evidence that examines the positive effects of actually recruiting and training volunteers from disadvantaged groups themselves. The Institute

9 Taylor P, et. al., 'Facilitating organizational effectiveness among volunteers in sport', *Voluntary Action*, 8:3, 2007, pp70-76

for Volunteering report *Volunteering for All?* is, however, a formative study in this area, and advocates improving accessibility to volunteering across a large spectrum of disadvantaged groups. The survey conducted for this paper indicates that those from disadvantaged backgrounds can indeed gain significantly in vocational experience, social skills, self esteem and a general sense of well being from a beneficial volunteer experience. Although the limited nature of the evidence means that any conclusions drawn from it will be sketchy, there is value in the survey's finding that 'involving volunteers from socially excluded groups, particularly those who were service users or from a similar background, helped organisations deliver their services better to their clients who also had experience of social exclusion'.¹⁰

Policy to use sport as a social good would undoubtedly benefit from further research into what motivates volunteers from different social groups and how host organisations can ensure that their volunteers' experience is both worthwhile and rewarding. Anecdotal and research evidence shows that where organisations are able to ensure that this is the case, the benefits to the individuals concerned can be enormous.

'Volunteering tells us something about the state of our society: the extent to which people are prepared to sacrifice time and energy for the benefit of others, for no financial reward.'

Centre for Social Justice, *Breakdown Britain*¹¹

5.3 Levels of volunteering

Who volunteers, and are their numbers rising or falling?

The most recent edition of the Citizenship Survey indicates that levels of volunteering in England have fallen over recent years. Figures indicating the proportion of the population who volunteer both once a month and once a year show that regular volunteering has declined by two percentage points since 2005, while occasional volunteering, on both a formal and informal basis, has declined since 2007/08.¹²

The Citizenship Survey has also shown declines among the numbers of young people (aged 16 to 25) who volunteer, although they are still more likely than any other group to volunteer on an informal basis.¹³

Levels of volunteering in England also vary according to:

¹⁰ Davis Smith J, Ellis A, Howlett S & O'Brien J, *Volunteering for All? Exploring the link between volunteering and social exclusion*, London: Institute for Volunteering Research, 2004, pp53-8

¹¹ Centre for Social Justice, *Breakthrough Britain: Third Sector*, London: Centre for Social Justice, 2007

¹² Department for Communities and Local Government, *Citizenship Survey 2008-09*, pp11-12

¹³ Ibid, pp13-14

- **Ethnicity** – people from BME communities are less likely to regularly volunteer on either a formal or informal basis.
- **Socio-economic status** – people in lower income occupations, or who are without a job, are less likely to volunteer.
- **Education** – people with formal qualifications are more likely to volunteer either formally or informally than people without. Degree holders are also more likely to volunteer than people educated to A-level standard or lower.
- **Disability** – people with a disability or a long-term limiting illness are less likely than people without a disability to volunteer.¹⁴

A 2008 study conducted for Volunteering England found that:

'Around a third of organisations have found it increasingly difficult to recruit volunteers and trustees. One in five has seen their volunteer numbers decline'.¹⁵

The study went on to report that volunteering within sport has been much harder hit than other groups:

'Among sports and adventure organisations, around sixty per cent are finding it harder to recruit volunteers and forty per cent trustees'.¹⁶

A broad range of evidence reflects these concerns among sports clubs of increasing workloads spread among fewer people, and recruitment and retention of volunteers becoming harder. The experiences of CSJ Working Group members and many of the project managers we spoke to during the course of this work serve to confirm this.¹⁷

5.4 Why volunteer?

'One possible explanation for the decline of competitive school sport is that teachers now live further away from their schools than they once did, and so are less willing to give up their free time to manage extra-curricular activity'.

Steve Grainger, Chief Executive, YST, in evidence to CSJ Working Group

5.4.1 Modern lifestyles and volunteering

If there is general agreement that recruiting and retaining volunteers is becoming more difficult, there is also general agreement on the reasons why. Many people now have a work life balance which is not conducive to sustained volunteering. We have already seen that the financial pressures

¹⁴ Ibid, pp13-15

¹⁵ Gaskin E, *On the Safe Side: Risk, Risk management and Volunteering*, London: Volunteering England, 2006, p6

¹⁶ Ibid

¹⁷ See, for instance, *Sports Volunteering in England in 2002*, London: Sport England, 2003, pp17-18

faced by many individuals and families over the last few years have been cited as a barrier to participation in sport by young people, and broader social trends have an influence on behaviour which is very difficult for any organisation or government to reverse. The quote given above, citing one theory as to why teachers may be less ready to give up their free time to organise school sport (an important form of volunteering), illustrates the influence of these trends on voluntary activity.

Increasing social pressures' detrimental impact on levels of voluntary activity is further highlighted by *Helping Out*, a 2007 Cabinet Office survey which asked respondents to list the main barriers which prevented them from undertaking voluntary activity. The survey found that 83 per cent cited a lack of spare time as a reason they did not volunteer, with 60 per cent citing it as a major preventative factor.¹⁸

Worryingly, polling conducted for the CSJ seemed to support the contention that present levels of voluntary activity within sport may not be sustainable. 55 per cent of those surveyed by YouGov indicated no interest in volunteering within sport, while 23 per cent declared an interest in doing so, but cited time shortage or health issues as preventing them. Meanwhile, only 40 per cent of those polled were able to identify an initiative which, if implemented, might make them more likely to volunteer within sport.

55 per cent of people polled told us that they would not be interested in volunteering to help a local sports group, and 49 per cent told us that nothing would make them more likely to.

CSJ/YouGov, April 2011

Case Study: 'Volunteering in sport has allowed me to have hopes, dreams and ambitions which I have never had before.'

'I left school at the age of 14 and didn't have a real interest in sports or a sporty background. I dropped out, and was also getting involved with a bad crew. I did things that I am not very proud of.

When I was 16, the opportunity then came about for me to volunteer and gain some valuable work experience with a scheme on my housing estate funded by The Lord's Taverners. I did this for two years and then was offered a part time job with Cricket for Change. I then started to run and create my own programmes and was then offered the role of Development Manager:

Being involved in sport has allowed me to have hopes, dreams and ambitions which I have never had before, and I have grown into a well established adult. I was voted ECB/Sky Sports Young Coach of the year for my services to working with young people from similar backgrounds to mine. I know other people who have been inspired by my story, and it changes theirs. This is an amazing thing to be able to do.'

Adam Hall, 22, is a Development Manager at Cricket for Change, a charity which uses cricket to work with a variety of disadvantaged groups

¹⁸ Cabinet Office, *Helping Out: A national survey of volunteering and charitable giving*, London: HMSO, p68

5.4.2 Recruiting young people into voluntary activity

Similar problems are encountered in the recruitment and retention of young people as volunteers. *On the Safe Side* sought to ascertain the main barriers which specifically face upon young people. The study found that in common with the adult population, a perceived lack of time was the most significant single deterrent factor, with 51 per cent of respondents saying this prevented them from getting involved. However, 70 per cent replied that uncertainties, either over the manner in which they could help, or as to how they could offer their help were a factor, making these connected problems cumulatively more important.¹⁹

A 2009 study came to a similar conclusion, namely that the issues which may deter young people from volunteering are similar to those that affect other age groups, such as a lack of time and financial difficulties. However, young people, especially those who are under pressure to choose a career path or to pass exams, may feel these pressures particularly acutely. This is suggested by the fact that young people were also more likely to cite low levels of confidence and to state that they had nothing to offer. This study noted that such a lack of confidence may be exacerbated in unfamiliar environments, which would certainly include many of those which would bring volunteers into contact with disadvantaged young people. It may therefore be that this deters young people from working with our target group.²⁰

On the Safe Side also noted significant levels of apathy among young people in tackling local and national issues such as crime and social exclusion. Its conclusion, that young people can most easily be engaged by issues which they can relate to personally, led to it recommending that attempts to promote volunteering or social action amongst young people focus on using their concerns about these issues to stimulate involvement.²¹

This links with the findings of the *Helping Out* survey, which showed that young people who did volunteer reported high levels of satisfaction and feelings of self-efficacy, felt they were appreciated and believed volunteering raised their prospects of finding employment. Such a contrast between the concerns of those that do not volunteer and the satisfaction of those who do suggests that the main problem involved in engaging young people in volunteering is one of perception.²²

5.5 Promoting volunteering among young people

Although we have seen that young people are already the most frequent volunteers on an informal basis, research suggests that work is needed to change the perceptions of volunteering among young people. Building on the success of programmes which encourage volunteering within schools, such as the Duke of Edinburgh's Award Scheme, more should be done to introduce young people to voluntary activity. The promised National Citizen Service

¹⁹ 'V', *Barriers preventing passionate young people acting on their concerns*, London: Volunteering England, 2007, p7

²⁰ Hill M and Russell J, *Young People, volunteering and youth projects: A rapid review of recent evidence*, London: Institute of Volunteering Research, 2009, pp10-12

²¹ Ibid, p10

²² *Helping Out*, p13-14

(NCS) introduced in the Coalition Agreement has been the subject of controversy, but the deliverers of the 11 pilot schemes, announced in November 2010, include sport and physical activity projects such as the Bolton Lads' and Girls' Club and the Football League Trust. The Government's intention to target sport policy resources at young people, together with its belief in promoting voluntary activity, means that there is a strong case for linking the NCS with sport projects across the country.²³

Recommendation: Putting sport in first place for young volunteers

Sports organisations should be given priority during the roll-out of the National Citizen Service volunteering programme for 16 year-olds. This would increase the chances of volunteer engagement and retention, while helping safeguard the future of community sport.

5.6 Barriers to volunteering

5.6.1 The bureaucratic barriers to volunteering

While popular apathy towards voluntary activity is difficult to address in a comprehensive manner, the voluntary sector, including sports organisations, is doing admirable work trying to promote volunteering as an attractive activity. With 90 per cent of volunteering centres receiving funding directly from local authorities, it is to be hoped that this network is able to survive the current difficult climate, and the £42.5 million funding for volunteering infrastructure announced in the Government's Green Paper is to be welcomed, if the funding programme can be implemented quickly enough.²⁴

Other factors are easier to address, including the burdens imposed upon charities and project managers by bureaucracy and regulation, which are repeatedly portrayed as crucial barriers preventing people from becoming involved in voluntary activity. For example, *On the Safe Side* argues that:

'Greater caution in programme planning and volunteer development, and the increased burden of bureaucracy, limit organisations' capacity to engage and retain volunteers'.²⁵

The 2007 *Helping Out* national survey of volunteering noted that although the questions used were not identically worded, 'concerns about bureaucracy seem to have increased in significance as a reason for not volunteering' since the previous such survey was carried out in 1997.²⁶

It has been suggested that just as sports organisations are far more likely to report difficulties recruiting and retaining volunteers, the bureaucratic barriers to volunteering, including the need for risk management, insurance and the resulting charges, are worse within a sporting

23 HM Government, *The Coalition: Our programme for government*, London: HMSO, May 2010, p29; Cabinet Office press release, *National Citizen Service pilots announced*, London: Cabinet Office, 10 November 2010

24 Cabinet Office, *Giving Green Paper*, London: HMSO, 2010; Volunteering England press release, 'Local spending cuts threaten volunteering movement', London: Volunteering England, 19 January 2011

25 *On the Safe Side*, p26

26 Office of the Third Sector, *Helping Out: A national survey of volunteering and charitable giving*, Cabinet Office, London, 2007, p68

environment, and also in a high-risk one.²⁷ As a consequence, the sports sector may be losing out on high quality volunteer sports coaches, mentors, organisers and administrators to a greater extent than other areas of the voluntary sector. This in turn is having an adverse effect upon sport's capacity to change the lives of disadvantaged young people.²⁸

On the Safe Side also argues that there is a link between the worries which many volunteers express about the demands of balancing work and home life with other time commitments such as volunteering and the bureaucratic burden which is increasingly associated with voluntary activity in the UK. People with a limited amount of leisure time and who are keen to make the most productive use of what they have are unlikely to look favourably upon requirements which seek to regulate or restrict access to what they may view as a leisure activity, or something which they do out of a sense of altruism.²⁹

5.6.2 The impact of Criminal Record Bureau (CRB) checks

The system of CRB checks established in 1997 contains no legal requirement for sports organisations to undertake such checks on their staff or volunteers. Nonetheless, they have become a popular means of meeting requirements around child safeguarding. They are now an established feature of British sport, used to protect young participants, to meet the concerns of parents or guardians, and to instil confidence in programmes among funders and other key partners.

There is no doubt that the system serves an essential purpose for all these key groups, and that it provides a useful means of safeguarding children's welfare. However, a number of concerns about the system and its impact on voluntary activity, including within sports clubs, have been made public over the last few years, and it was against this background that Hugh Robertson asked the CCPR (now the SRA) to conduct a review of the impact of red tape and bureaucracy upon sports clubs.³⁰

In particular, the CSJ Working Group has been concerned with the related issues of cost and portability of CRB checks. As a successful check only reflects the individual's suitability to work with children on the day it was taken, applications to work with different organisations, for instance within different sport clubs, or in different areas of voluntary activity, have resulted in the applicant undergoing a separate check for each application they have submitted. This has created a situation where there is no theoretical limit on the number of checks which an individual must undergo. Within sport, this has been made worse by the fact that individual NGBs have taken charge of their own club network's programme of CRB checks or, where scale will not allow, has contracted them out to another provider. While CRB checks for volunteers are free, the SRA has outlined how the administration costs of these checks have been passed on from NGBs to the volunteers themselves.³¹ When the charges that are made for employees are considered, the fragmented nature of CRB checking in sport becomes a serious issue.³²

²⁷ *On the Safe Side*, p8, 14, 27-8.

²⁸ *Ibid*, pp26-7

²⁹ *Ibid*, p6

³⁰ Department for Culture, Media and Sport Press Release, *Red tape review for sports clubs*, London: DCMS, 26 July 2010

³¹ Sport and Recreation Alliance, *Red Card to Red Tape*, p65

³² As of the 31 March 2011, these are £44 for an Enhanced check, £26 for a Standard check and £6 for an adult's first check by the Independent Safeguarding Authority. Criminal Records Bureau Press Release, *Enhanced Check Charges Increase*, London: Home Office, 31 March 2011

Case Study: The impact of unnecessary bureaucracy on sports clubs

One club in South-East London has had to spend an additional £2,000 having their coaching staff checked by their NGB, despite having already had each individual CRB checked by a leading outsourcing company before they had started work. The average club's annual surplus is £1,316 (excluding golf).

5.6.3 Perceptions of risk deter volunteers

Research indicates that the higher the level of risk, the greater the difficulty in recruiting and retaining volunteers. In *On the Safe Side*, Elizabeth Gaskin notes that organisations mounting adventure holidays and other high risk activities experience more recruiting difficulties.³³ She also notes a culture of risk aversion reflected by organisations such as a teachers' union calling for teachers to stop supervising extra-curricular activities for fear of the danger of being sued. Sport England's 2002 study also notes that activities with young people carry a much greater risk due to fear of litigation. However, it may be that these fears are massively out of proportion to actual risk. Here again, we must note the discrepancy between people's perception of the risks involved in volunteering and what the body of research allows us to say about the reality.³⁴

Case Study: Managing risk and volunteering

Within the term 'disadvantaged' are different groups carrying different levels of risk. One pivotal issue is to differentiate between those that may be perceived as high risk and those that may be seen as less of a risk, and managing volunteering programmes accordingly.

The Boxing Academy in Tottenham launched a volunteer program with Mencap. While both volunteers and participants were from disadvantaged groups, the risk level was low, while the reward and satisfaction for both parties was high.

5.7 The impact of these barriers on voluntary activity in sport

These general surveys of the broader barriers to volunteering in sport can be taken as a basis from which to focus on barriers to voluntary work in sport with disadvantaged young people in particular. The evidence base diminishes in accordance with the narrowing focus of the research, and it is important to note that there is little research at all in this specific area. However it may also be accepted that when the level of risk is perceived as higher, volunteers perceive the barriers to volunteering as greater and this may disproportionately affect those who volunteer for sports provision with disadvantaged young people.

33 *On the Safe Side*, p26

34 *Ibid*, p5, 12; *Sports volunteering in England in 2002*, p21

An uncertain overall picture

Sport England's 2002 study adds to our understanding of some of the problems which volunteers and the clubs that depend on them face. 40 per cent of clubs surveyed indicated falling volunteer numbers, while 36 per cent of clubs (and 34 per cent of NGBs) said that they had problems recruiting new volunteers. However, a similar proportion of respondent clubs indicated numbers of volunteers were rising, while the majority of clubs and NGBs clearly felt that they did not face significant problems with volunteer recruitment.³⁵

5.7.1 The impact of bureaucracy on volunteers

'If all the clubs complied with all the laws, you would probably end up with a third of the clubs that you've got today.'

Chief Executive, National Sports Association

Sport England's study also sheds some light on the impact of the bureaucratic and regulatory barriers to voluntary activity in sport observed above. These factors, including more complex registration and licensing agreements, risk assessments, child protection and CRB policies, have had the effect of increasing the workload of sports volunteers in the UK. These issues were the most common areas for help given by NGBs to individual sports clubs, and so must be considered as an important barrier to voluntary activity in general, with particular concerns surrounding the high-risk activity which is unavoidable in working in deprived areas or with many disadvantaged groups.³⁶

While there is a strong foundation of research regarding barriers to volunteering from the point of view of potential volunteers, there is very little research from the perspective of organisations who would like to recruit and retain volunteers. Though many of the problems such as high levels of regulation and paperwork are a problem in common to volunteers and organisations, there are steps that can be taken by organisations themselves that would alleviate many recruitment and retention problems. Elizabeth Gaskin notes that succession planning, and the nurturing and training of new volunteers from within organisations is vital.³⁷

Almost all the studies touched on in this paper concur that more support for volunteers is vital and that reimbursement of travel and other expenses would help. There was also a consensus that volunteers needed training opportunities, clear job descriptions, a definition of rights and responsibilities, continuing development, better communication and management.

5.7.2 Reducing the bureaucratic burden on sport

The Working Group has noted the recommendations of the SRA's review of bureaucracy and regulation within the sporting world, and endorses many of them, particularly:

³⁵ *Sports Volunteering in England*, p17

³⁶ *Ibid*, p17

³⁷ *A Winning Team?* p36

British sport is dependent upon volunteering. It's in everyone's interests to make sure these individuals are properly supported



Recommendation: Listening to sports organisations

Given the particular importance of volunteer work for sport and the intended focus of sport policy on young people, these bureaucratic and regulatory concerns are particularly important to the sport world. The Government should ensure that sport is consulted on the implementation of the Vetting and Barring scheme.

In addition, the Government's review of the Vetting and Barring scheme, which ran alongside the SRA's review, has set out proposals to ensure that CRB checks are transferrable between jobs and activities and therefore represent less of a burden on sports organisations. As the review noted, this step will take years and require primary legislation. The introduction of the necessary system to ensure that CRBs can be continuously updated (which, as we have seen, is the reason for the present lack of transferability) will require a subscription fee which, if devolved to clubs, may impose an extra financial burden. The SRA review also notes that it is unclear if this cost will apply to volunteers. While ensuring portability is a vitally important step in ensuring that sports clubs provide children and young people with a safe sporting environment, it is important that this does not jeopardise the voluntary activity upon which those clubs depend.

Recommendation: Improving the UK's CRB checking procedures

- The Government should press ahead with the implementation of portable CRB checks.
- However, CRB checks should continue to be free of charge for volunteers.

chapter six

London 2012 and the legacy

6.1 Introduction

A report which seeks to examine issues surrounding sport, disadvantaged young people and social policy must necessarily consider the impact of the proposed legacy plans associated with London's 2012 Summer Olympic and Paralympic Games. In particular, less than 18 months before the Games open, it seems appropriate to compare existing plans against the promises which were made at the time London was bidding. The experience of delivering a legacy from 2012 can and should be used to inform future bids for major events.

The issue of legacy was central to the initial bid. From the start, however, the term 'legacy' has been a fluid concept, with different individuals using it to mean different things depending on their own particular priorities. The Mayor of London, Ken Livingstone's support for the Olympic bid was motivated by his intention to secure funding for regeneration in the East of the capital, while Prime Minister Tony Blair and others insisted that hosting the Games would inspire young people throughout the country to begin to participate in sport.¹ Lord Coe's speech to the International Olympic Committee in 2005, which has been cited as a major factor in convincing the IOC's judges to award the Games to London, strongly emphasised the potential of the Games to increase participation. The wide span of the legacy agenda is amply indicated in the Government's recent review of the likely legacy, which identified economic, sporting, cultural and social benefits.²

Figure 13 shows how flexible the concept of an 'Olympic legacy' can be. The table shows the five priorities which formed the intended legacy between 2007 and 2010 and also the priorities which have emerged since the formation of the coalition government in May 2010.

1 Daily Mirror, 'Ken Livingstone claims he trapped Government into Olympic bid', 24 April 2008; 'Letter from the Rt. Hon. Tony Blair to Count Jacques Rogge, 13 October 2004', *London 2012 Candidate File*, Vol. 1, London 2012 Bid, London, 19 November 2004, p5

2 See HM Government, *PSA Delivery Agreement 22*, London: HM Stationery Office, October 2007, and Department for Culture, Media and Sport (DCMS), *Plans for the Legacy from the 2012 Olympic and Paralympic Games*, London: HMSO, December 2010

Figure 13: All things to all people? The five priorities for the Olympic legacy 2007-2010³

1. Making the UK a world-leading sporting nation.
2. Transforming the heart of east London.
3. Inspiring a new generation of young people to take part in volunteering, cultural and physical activity.
4. Making the Olympic Park a blueprint for sustainable living.
5. Demonstrating the UK is a creative, inclusive and welcoming place to live in, visit and for business.

Figure 14: The four updated priorities 2010 onwards⁴

1. Harnessing the United Kingdom's passion for sport to increase grass roots participation, particularly by young people.
2. Exploiting to the full the opportunities for economic growth offered by hosting the Games
3. Promoting community engagement and achieving participation across all groups in society through the Games
4. Ensuring that the Olympic Park can be developed after the Games as one of the principal drivers of regeneration in East London

Both sets of intended aims reflect an admirable determination that the impact of the Games will not be limited to the summer of 2012, but they throw up some sizable challenges which the Games organisers will have to meet. Although the remit has altered somewhat since 2007, the fact that such a complex set of priorities will require co-operation between a wide range of different delivery agencies has not. According to the Government Olympic Executive report published in February 2011, organisations involved in delivering the legacy range from central government departments and quangos, to various levels of regional and local government, including the Mayor of London and local authorities. In keeping with the Government's approach and with the post-2010 emphasis on exploiting the economic opportunities offered by the Games, the voluntary and business sectors will also be heavily involved.⁵

The CSJ's interest in Olympic and Paralympic legacy issues is confined to the challenge posed by the promise to use the Games as a catalyst for driving up participation rates in sport. While definitive judgment on the delivery of the promised sporting legacy will be deferred until several years after the Games, the publication of the Government's strategy for this agenda in November 2010 offers an opportunity to assess what form the plans are likely to take.

3 Department for Culture, Media and Sport, *Before, During and After: Making the Most of the London 2012 Games*, London: HMSO, June 2008

4 Department for Culture, Media and Sport, *Plans for the Legacy from the 2012 Olympic and Paralympic Games*, p1, London: DCMS, December 2010

5 Government Olympic Executive, *London 2012 Olympic and Paralympic Games Annual Report*, London: DCMS, February 2011, p17

6.2 Previous experience – what has been the experience of previous hosts?

'It would seem that hosting events is not an effective, value for money method of achieving either a sustained increase in mass participation or sustainable international success.'⁶

DCMS, *Game Plan*, 2002

'Our vision is to see millions more young people in Britain and across the world participating in sport, and improving their lives as a result of that participation. And London has the power to make that happen.'⁷

Rt. Hon. Tony Blair, 2005

The publicity given to the promise that London's hosting the 2012 Olympic and Paralympic Games could be the catalyst for a rapid increase in participation rates in sport both within the UK and abroad overshadowed the limited evidence which supports the assertion. In 2002, the DCMS produced *Game Plan*, which acknowledged that hosting major sporting events was unlikely to deliver this increase. Nonetheless, London's bid for the Games as presented three years later contained ambitious promises that the Olympics would manage to do just that.

Research on patterns of sporting participation in Australia published in 2003 found that although Australian rates of participation in seven sports did increase after the 2000 Sydney Olympics, there was a decrease in nine others.⁸ Closer to home, UK Sport-sponsored research by MORI into the impact of the 2002 Commonwealth Games in Manchester on local participation rates found that, at best, overall participation rates and levels of club membership remained the same, or experienced a small decline.⁹

Reviewing the evidence behind the Olympic legacy claim, a 2007 Departmental Select Committee commented that '*No host country has yet been able to demonstrate a direct benefit from the Olympic Games in the form of a lasting increase in participation*' and recommended that funding be focused on an expansion of school sport and community activity, delivered by local authorities.¹⁰

6 Department for Culture, Media and Sport/Strategy Unit, *Game Plan*, p75

7 Rt. Hon. Tony Blair; London 2012 *Presentation to the International Olympic Committee, Singapore in Singapore*, 6 July 2005

8 Veal AJ, 2003, 'Tracking Change: Leisure participation and policy in Australia, 1985-2002', *Annals of Leisure Research* 6.3, pp245-277, quoted in Coalter F, 'Stuck in the blocks?' in Vigor A (ed.), *After the gold rush: a sustainable Olympics for London*, Demos/IPPR, 2004, p96

9 MORI, *The Sports Development Impact of the Commonwealth Games 2002: Final report* Research conducted for UK Sport in Greater Manchester, Blackburn, Congleton and Liverpool, London: MORI, 2004, quoted in Coalter, 'Stuck in the blocks?', *After the Gold Rush*

10 House of Commons Culture Media and Sport Committee, *London 2012 Olympic Games and Paralympic Games: funding and legacy*, House of Commons, London, 2007, p37

A number of possible explanations exist for the failure of major sports events to produce a measurable increase in participation rates, despite the events being considered successful in many other respects. It is important to note one explanation, that governments or host cities have not always attempted to use these events to increase participation. By explicitly outlining raised participation rates as a target for the Olympic and Paralympic legacy, London's bid team have made a bold statement of ambition.

However, it is our contention that the legacy promise will come in time to be viewed as a highly effective sales pitch that was never fully realised. The scale of the challenge that the Olympic organisers have set themselves is too high for the relatively limited amounts of funding and the programmes which have been promised, to successfully deliver.

6.3 The right sports for the UK?

When considering why past Games have failed to deliver raised participation rates, we should consider a range of other factors, including the fact that many Olympic sports are minority sports with limited popular appeal and some sports require substantial investment in equipment and training as a precondition of participation, such as rowing or equestrianism. The more popular Olympic sports often do not regard the Olympic Games as their primary showcase, prime examples being football and tennis. Figure 15 shows Sport England's figures for the 12 most popular sports among adults in terms of weekly participation, while Figure 16 shows the most popular sports in state schools, from the most recent edition of the DfE's School Sport Survey.¹¹

The figures clearly show that many of the most popular sports in the UK are either not represented at the Olympics or are those for which the Olympics is not the most prominent event. For instance, within a few months of 2012, football's European Championships and the tennis Championships at Wimbledon will both be regarded as more significant and higher-profile events in their respective sports than the Olympic and Paralympic competitions. In terms of sports which are provided within schools and are therefore more likely to be accessible to young people, only seven of the 12 most popular sports feature in the Games at all. Therefore, major problems regarding scale, accessibility and affordability must be addressed if these sports are to gain significant numbers of participants, or a mechanism must be developed for translating three weeks' worth of publicity for one set of sports into sustainable participation in another, largely different set.

Figure 17 shows that four of the ten sports which currently receive most revenue funding from Sport England are not Olympic sports, including the three best-funded – cricket and the two rugby codes.¹² In total, more than £116 million over four years is going into the four non-Olympic sports in the top ten, with an additional £39.89 million going into other non-

11 Sport England, *Active People Survey 4*, Sport England, London, 2010. Participation here is measured as the number of individuals taking part in at least 30 minutes of activity, once a week, in each sport. 'Rugby Union' here includes touch and tag rugby; Department for Education, *School Sport Survey 2009/10*, Department for Education, London, p32. This table excludes entries for 'multi-skill clubs', 'outdoor/adventure activities' and 'fitness' as these entries may cover a range of sports and physical activities.

12 Sport England, 'Investing in National governing bodies' [Accessed via: http://www.sportengland.org/funding/ngb_investment.aspx]

Olympic sports.¹³ Again, this raises questions as to whether sport funding over the last two years has been directed in a manner that will deliver a participation legacy in Olympic sports, and highlights the need for a mechanism which will convert presumed popular interest in the sports showcased in the Games into participation in sports that are not.



None of the three best-funded sports by Sport England will feature at London 2012

6.4 Will British success deliver the legacy?

If hosting the Olympics and Paralympics will not in itself deliver a sustained increase in participation, it cannot either be assumed that British success in the Games will necessarily make a more substantial contribution to the same goal. Figure 18 shows the 11 sports in which British athletes won medals during the 2008 Beijing Olympics (the most successful Games for the UK since 1908 alongside participation figures from those sports, drawn from Sport England's Active People Surveys in 2008 and 2010. The figures clearly show that it is impossible to draw a link between success in Olympic sports and participation figures across the board. In the aftermath of a hugely successful event, there has been no 'across-the-board' increase in participation rates in the sports in which British athletes achieved success and of the six sports which have observed a 'statistically significant' change in participation numbers, five have experienced a decrease.¹⁴

More importantly, many of the sports listed below, and those in which UK Sport and the British Olympic Association (BOA) are targeting success in the run-up to 2012, are those which have particular barriers to participation for young people who are from urban environments, who attend schools with severely limited facilities or who are otherwise disadvantaged. Many of these sports require equipment and/or training to allow individuals to participate and therefore pose a barrier to participation by these individuals.

¹³ Ibid. The sports in question are Angling, Baseball/Softball, Bowls, Golf, Lacrosse, Mountaineering, Orienteering, Rounders, Squash and Waterskiing

¹⁴ Sport England, *Active People Survey 2*, London: Sport England, 2008; Sport England, *Active People Survey 4*. Figures for athletics include jogging, while cycling includes recreational cycling, but not cycling for travel purposes only

Figure 15: The 12 most popular sports among adults in England, 2009/10¹⁵

Sport	Participants	In London 2012?
Swimming	3,156,300	Yes
Football	2,090,000	Yes
Athletics	1,875,500	Yes
Cycling	1,866,300	Yes
Golf	860,900	No
Badminton	520,900	Yes
Tennis	437,500	Yes
Equestrian	337,800	Yes
Squash	290,100	No
Bowls	246,600	No
Rugby Union	194,200	No
Cricket	171,900	No

Figure 16: The 12 most popular sports in state schools in England and Wales, 2009/10¹⁶

Sport	per cent of schools	In London 2012?
Football	98	Yes
Dance	96	No
Athletics	93	Yes
Gymnastics	91	Yes
Cricket	89	No
Rounders	85	No
Swimming	84	Yes
Tennis	80	Yes
Netball	79	No
Hockey	73	Yes
Basketball	69	Yes
Rugby Union	66	No

¹⁵ Sport England, *Active People Survey 4*, 'Once a week participation rates by sport', Sport England: London, 16 December 2010

¹⁶ Quick S, Simon A, and Thornton A, *School Sport Survey 2009/10*, London: Department for Education, 2010, p34

Figure 17: Sport England's top ten funded sports, 2009-13¹⁷

Sport	Allocation 2009-13	In London 2012?
Cricket	£38,003,357	No
Rugby Union	£31,219,004	No
Rugby League	£29,408,341	No
Tennis	£26,800,000	Yes
Football	£25,635,000	Yes
Cycling	£24,288,000	Yes
Swimming	£20,875,000	Yes
Badminton	£20,800,000	Yes
Athletics	£20,447,169	Yes
Netball	£17,658,116	No

Figure 18: Successful Olympic events for the UK team in Beijing, 2008¹⁸

Sport	Medals won	Weekly Participation, Active People Survey 2, 2008	Weekly Participation, Active People Survey 4, 2010	Increase or decrease in Participation?
Cycling	14	1,767,200	1,866,300	Increase
Rowing	6	55,000	45,300	Decrease
Sailing	6	90,000	65,100	Decrease
Swimming	6	3,244,400	3,156,300	Decrease
Athletics	4	1,604,900	1,875,500	Decrease
Boxing	3	106,900	117,200	Increase*
Canoeing	3	43,500	51,100	Increase*
Equestrian	2	341,700	337,800	Decrease*
Gymnastics	1	89,300	50,300	Decrease
Taekwondo	1	24,300	25,900	Increase*

*denotes changes which are not denoted as statistically significant by Sport England.

¹⁷ Sport England, 'Investing in National Governing Bodies' [Accessed via: http://www.sportengland.org/funding/ngb_investment.aspx]. Figures cover both grant-in-aid funding for both capital and revenue

¹⁸ Medal figures widely available; participation figures from Sport England, *Active People Survey 2* 'Once a week participation rates'; Sport England, *Active People Survey 4*, 'Once a week participation rates by sport'

6.5 Over the hurdles – can London overcome the challenge of delivering a sustainable sporting legacy from 2012?

'If we transform the area around Stratford but leave no more people enjoying the opportunities available through sport, we will have missed a once in a lifetime opportunity.'

Rt. Hon. Hugh Robertson MP, October 2008 ¹⁹

As demonstrated above, by promising to use the Games to deliver an increase in participation the organisers of London 2012 were not only promising to achieve something which no previous host city had experienced, but something to which there are significant practical barriers. Clearly, just because the project is ambitious does not mean that it cannot be accomplished, but the size of the task which the Games' organisers set themselves is vast.

61 per cent of people believe that the London 2012 Olympics will make no difference to the number of people participating in sport.

CSJ/YouGov, April 2011

Worryingly, we have found a wide degree of public scepticism as to the likelihood that the legacy promise will be delivered. The likelihood that an individual would perceive the Games as an irrelevance to levels of participation in their area also increased with distance from London – 54 per cent of Londoners felt this way, compared with 72 per cent of Scots.

The scale of the task means that if the range of sports which will be on display during the 19 days of the Olympic Games and the 12 days of the Paralympics are not those which possess a sizeable base of participants or which have the potential to be accessed easily, we must ask what plans are in place to deliver the legacy promise in full, and particularly, what impact those plans will be likely to have upon young people in our disadvantaged communities.

6.6 What will the impact of the Games be?

The plans which aim to use the Olympic and Paralympic Games as a spur for increasing levels of participation in sport are partly reliant on the expectation that hosting the Games will inspire popular enthusiasm for sport, which these plans will then be able to exploit. However, there is some debate as to whether this interest will be capitalised on sufficiently to allow us to achieve the desired result. Across Britain, communities are familiar with the dangers of this assumption, because of the anecdotal phenomenon known as the 'Wimbledon effect'. Although this is hard to quantify, the annual tennis tournament is popularly believed to raise

¹⁹ Hugh Robertson, 'Sports Legacy is key to a successful 2012 Olympics', *Daily Telegraph*, 23 October 2008

interest and participation in tennis during the event and in the immediate aftermath, but has relatively little long term impact on participation levels across the year.²⁰

One worry is that the Games will have a comparable impact across the broad spectrum of British sport, with a short-term spike in interest levels, followed by a rapid return to 'normal' participation rates. In order to avoid this, organisations with responsibility for delivering the legacy must ensure that their plans, for example in terms of supply of opportunities, will be able to turn interest in the Games into a sustained demand for sport.

6.7 Increasing supply or raising demand?

Within government, the DCMS has primary responsibility for delivering a sporting legacy from the Games. In order to accomplish this, the DCMS now co-operates with Sport England, the British Olympic Association, the London Organising Committee of the Olympic and Paralympic Games (LOCOG) and ParalympicsGB on delivering the promised sporting legacy from the Games.²¹

One issue which these bodies will have to face as they attempt to deliver the promised sporting legacy is how exactly they will turn the excitement and interest in sport generated by the Games into an increase in the number of people participating in sport. If such initiatives are successful, a further concern is whether they will simply reinforce the disparities which already exist within sports provision, or whether they can help many young people from disadvantaged backgrounds overcome the barriers that currently prevent them from taking part.

It can be useful to divide sport policy initiatives into two groups, those that aim at increasing the supply of opportunities for people to participate and those that intend to create the demand to participate. For example, building a new facility supplies an opportunity for local people to participate, but if it lacks users for reasons of cost, location or poor design, there will be no demand for the opportunities which it offers. However, creating enthusiasm for sport among previously inactive people is a necessary, but not sufficient, condition to ensure they become involved – if those people wish to begin to participate, but find that opportunities to do so are restricted or non-existent where they live, their enthusiasm will be short lived.

Since 2005, the belief that London 2012 will result in a participation increase has been repeatedly stated, but these statements have not always been accompanied by a clear strategy. In November 2010, the Government's plans for the sporting element of the Olympic legacy were published by Sport England, under the title of *Places, People, Play*. They have been funded with £135 million from the National Lottery and have been sold as representing delivery on the promise made in Singapore in 2005. These plans, which will sit alongside the Government's plan for a 'Competitive School Games', have three main components, which are listed below in Figure 19.²²

20 For a discussion of this model and its application to the participation legacy, see Question 5 in 'Oral evidence taken before the Culture, Media and Sport Committee on Wednesday 3 March 2010', House of Commons Select Committee, *Olympic Games and Paralympic Games 2012: Legacy*, London: House of Commons, 3 April 2010

21 Department for Culture, Media and Sport press release 'London 2012 mass participation sports legacy launched', London: DCMS, 15 November 2010

22 Sport England press release, *Places People Play programme details*, London: Sport England, 14 November 2010

Figure 19: 'Places, People, Play' – The new approach to the Olympic sports legacy

Name	Components	Cost
Places	'Inspired Facilities' – Upgrading local facilities	£50 million
	Strengthening Sport England's 'Sustainable Facilities' fund, to set standards for future development.	£30 million (£3 million per facility)
	Protecting playing fields	£10 million
People	40,000 'sport leaders' recruited to assist with grassroots sport	£2 million
Play	The 'Gold Challenge' – inspiring adults to take up sport and raise money for charity in the process	£3 million set aside to help sports with any increase in demand.
	Sportivate – six weeks coaching for 14-25 year olds	£32 million over four years
	Removing barriers to disabled people's participation in sport	£8 million

6.7.1 Supply

If you build it, will they come?

As shown above, the vast majority of funding will be spent on facilities, under two schemes. One will focus on allocating grants of between £25,000 and £150,000 to local groups who can demonstrate a 'proven need' for the improvement of their facility. The other is a £30 million extension of the existing 'Sustainable Facilities' fund and will be targeted at the creation of what Sport England describe as 'innovative, large-scale, multi-sport' facilities.²³ A third, much smaller, amount will be directed at the preservation of playing fields, in co-operation with the Fields in Trust charity which has this as its primary aim.²⁴



Turning three weeks of high-class sport into a legacy of wider participation is a hugely ambitious project

²³ Ibid

²⁴ Sport England, 'Iconic Facilities', [Accessed via: http://www.sportengland.org/funding/sustainable_facilities.aspx]

The CSJ Working Group has been told that this 'supply-side' approach to delivering a high-profile component of the promised legacy will seek to overcome the difficulties that have previously beset attempts to raise participation in sport through the construction of new sports facilities. For example, we have been told that the 'Inspired Facilities' fund has been specifically designed to increase the chances that smaller groups who have previously struggled to access funding from their NGB will be able to obtain funding from this source. This fund is intended to 'open up new sporting opportunities' to ensure that current inconsistencies within provision can be addressed.²⁵ Clearly, this is an important undertaking and Sport England has committed to spending the spring and summer of 2011 assessing how funding can best be delivered to the targeted groups.

It will be difficult to judge whether these plans for the Olympic participation legacy deliver on London's promise until years after 2012. They have been formed against the backdrop of an extremely difficult financial situation and their plans should be commended for stating their commitment to ensuring that the 'Iconic' facilities are provided with sustainable revenue streams and are linked into multi-agency partnerships enabling sports organisations to work alongside agencies involved in health, education and childcare provision. Such factors have been cited as crucial to ensuring the long-term viability of sports facilities by leading funders, and their absence has been described as a weakness in past schemes for developing facilities.^{26, 27}

These developments are welcome, but they will not themselves result in higher levels of participation. In order to achieve this important Olympic legacy goal, steps need to be taken to ensure that supply will be matched by demand, that the facilities that are to be constructed or refurbished will have a sustainable and committed user base. As seen above, partnerships with existing organisations will have a crucial role to play in this, particularly in exploiting the potential for costly new facilities to act as hubs for their communities.

However, *Places, People, Play* contains measures to raise demand for sport, and it is vital that these are taken into account when Sport England consider the deployment of their resources.

6.7.2 Demand

A demand for sport?

However, while the bulk of the money allocated for the sport legacy is allocated to facilities and therefore to the supply of sport within communities, the 'demand' side of the programme seems to have vastly more potential for realising the Singapore promise of bringing sport into the lives of Britain's young people. Past experience of attempts to develop sport within inactive or deprived communities suggest that building facilities will not necessarily raise participation rates, and that this is certainly not guaranteed to happen with our target groups. Therefore, the *People* and *Play* strategies are extremely important in ensuring that young people with disabilities, living in areas of deprivation or from modest backgrounds will not be left behind by the development of the Olympic legacy.

²⁵ Sport England press release, *Places People Play* programme details

²⁶ Sport England website, 'Iconic Facilities', [Accessed via: http://www.sportengland.org/funding/sustainable_facilities.aspx]

²⁷ Central Council for Physical Recreation (CCPR) Secretariat, *Facilities Enquiry Report and Recommendations*, London: CCPR, May 2010

6.7.3 Making it happen – the Sport Makers initiative

We have already seen the importance of voluntary activity to the health of community sport – without volunteers, sport cannot exist. This is all the more important in communities where patterns of participation are more fragile or where access to coaching programmes or facilities is limited.

It is, therefore, encouraging that Sport England's plan recognises this vitally important aspect of community sport and that funding is in place for the training and deployment of 40,000 volunteer 'Sport Makers', to work in the communities 'where the need is greatest'.²⁸ Unlike the general approach to participation which has been a feature of their overall approach to policy, this plan contains specific measures designed to raise participation in inactive areas. As we have seen, individuals from lower socio-economic backgrounds, with lower levels of educational attainment, or with a disability or long-term illness are less likely to volunteer and participation in sport also varies along similar lines. Therefore, a specific initiative to train more of these vital sports volunteer has the potential to redress one of the serious inequalities which characterise British sport.

6.8 Different strands of the legacy plan must be linked

It is important that efforts to increase the number of people who participate in sport are not stymied by a lack of opportunities to do, and equally vital that scarce legacy resources are not spent on community facilities for which there is no latent or existing demand which is likely to be sustained over the medium to long term. Therefore, these elements of the Government's flagship scheme to make good on the promise made in Singapore must be treated as two halves of a whole – without the successful implementation of both, the scheme is doomed to failure.

Recommendation: Matching supply and demand within the legacy

Under the terms of the *Places, People, Play* scheme, Sport England's £50 million 'Inspired Facilities' initiative should be targeted at those areas where 40,000 'Sport Makers' have been successfully recruited and retained.

6.8.1 Sportivate – the participation programme

With the future of disadvantaged young people in mind, it is important to examine how the programmes designed to increase people's participation in sport are set to be delivered.

The 'Sportivate' programme, which over the next four years will see £32 million directed at a series of six week 'taster courses' in various sports, is therefore the most obvious area of interest to the CSJ Sports Working Group. The programme is intended to enable 300,000 young people to access six weeks of coaching, of whom 120,000 are intended to go into

28 Ibid

regular participation. The journey from the initial sessions to longer-term participation will be facilitated through 'exit routes' and links into local club networks or other providers of sport.²⁹

The programme will be delivered through Sport England's County Sports Partnerships (CSPs). Targets for each CSP have been drawn up, according to the percentage of Britain's 14 to 25 year olds contained in each of their areas, and money will be allocated according to these targets. For example, in London, these are as follows:

Figure 20: 'Sportivate' CSP Targets in London³⁰

CSP Area	Participant targets	Money allocated (over four years)
West London	8,148	£720,000
East London	12,300	£980,000
North London	5,719	£457,000
Central London	10,676	£854,360
South London	7,080	£566,430

6.8.2 What conditions will be set for this programme?

According to the CSPs listed above, there are four main conditions attached to this funding. They are:³¹

1. There must be an identified need for the project. This need can be identified through a variety of diagnostic tools, including Sport England's Active People Survey.
2. There must be a confirmed exit route for the project, and this must be able to cope with an increase in numbers.
3. Key Performance Indicators will be set, which providers must commit to meeting, whilst also committing to club development targets.
4. Funding from the programme will not comprise 100 per cent of a project's money.

Given the short-term nature of the programme itself and the fact that it is being aimed at organisations which are able to access other sources of funding, it is clearly designed to be a contribution towards existing provision. The limited resources with which the programme

²⁹ Sport England press release, *Places People Play programme details*

³⁰ Pro-Active East London, 'Welcome to Sportivate', [Accessed via: <http://www.pro-activeeastlondon.org/page.asp?section=000100010005000400030001§ionTitle=Sportivate&preview=1>]; Pro-Active North London, 'Sportivate' [Accessed via: <http://www.pro-activenorthlondon.org/landing.asp?section=00010001000400340025§ionTitle=sportivate>]; Pro-Active South London, 'The £135 million mass participation legacy', [Accessed via: <http://www.pro-activesouthlondon.org/page.asp?section=00010001000300350008§ionTitle=The+per+centA3135+million+mass+participation+legacy>]; Pro-Active West London, 'Sportivate', [Accessed via: <http://www.pro-activewestlondon.org/page.asp?section=00010001000200510003§ionTitle=Improved+sport+provision+in+and+out+of+school+for+young+people>]; Pro-Active Central London, 'Sportivate', [Accessed via: <http://www.pro-activecentrallondon.org/landing.asp?section=00010001000600300004§ionTitle=Sportivate>]

³¹ Pro-Active London, 'The Sportivate Programme' [Accessed via: <http://pro-activelondon.org/news.asp?itemid=10610&itemTitle=The+Sportivate+Programme§ion=0001000100010004§ionTitle=News>]

has been endowed mean that this is understandable, but it does mean that Britain's ability to deliver the Olympic participation legacy is dependent on the nature and quality of existing provision.

6.8.3 Existing provision is unequal

It is therefore not unreasonable to expect that the programme will be more successful in providing greater opportunities to participate in sport in areas and communities where provision already exists. As we have seen previously, participation among young people varies according to socio-economic status, ethnic and cultural background, gender and the relative prosperity of the area in which their school is located. There is therefore a risk that the Sportivate initiative simply reinforces rather than reduces disparities in participation.

6.8.4 Identifying exit routes

Another important question concerns the ability of programmes to identify opportunities for participants in Sportivate to move into a club or other source of provision which has the capacity to cope with an increase in demand. As successful projects in areas of deprivation have shown, the problem with running effective programmes in areas where there are limited opportunities can be one of meeting high levels, rather than an absence of demand. Areas with wider access to facilities, where families have a greater ability to support their children's participation in sport and, most importantly, where a larger number of sources of provision exist, are likely to be able to cope with the greater demand Sportivate hopes to stimulate.

6.8.5 Lessons learnt – the Free Swimming Programme

When designing the sessions which will be delivered under the Sportivate brand, CSPs will have the opportunity to learn from the experience of the Free Swimming Programme. Announced in June 2008 in *Playing to Win*, the programme sought to contribute to the previous Government's target of getting two million people more active by 2012 by offering free swimming sessions for the over 60s and under 16s, delivered by local authorities and funded by a collection of Whitehall departments.³²

PricewaterhouseCoopers (PWC) was commissioned to review the efficacy of the programme. Their interim report, published in June 2009, found that the policy had resulted in a substantial number of free swims (seven million), but had not resulted in as significant a number of additional swimmers. Indeed, the average cost of attracting each new swimmer was £535 per additional swimmer aged over 60, and £172 for those under 16. The programme was not seen to be sufficient value for money to justify its extension into a second year and, against the background of the Government's deficit reduction measures, it was scrapped in June 2010.³³

32 Department for Culture, Media and Sport, *Playing to Win*, London: HM Stationery Office, June 2008, p18

33 Pricewaterhouse Coopers LLP, *Evaluation of the Impact of Free Swimming*, London: Pricewaterhouse Coopers, June 2010, pp48-9; Department for Culture, Media and Sport release, 'Free Swimming Programme announcement', June 2010, [Accessed via: http://www.culture.gov.uk/news/hot_topics/7192.aspx]



Teaching young people new skills represents our best chance of delivering the legacy

However, in addition to outlining its full cost, the PWC review of the Free Swimming Programme made an observation which should be taken into account by CSPs as they design the sessions which will make up Sportivate. On the basis of interviews with local authorities who delivered the scheme and their staff, the report recommended that although providing free swimming lessons posed logistical challenges over and above those presented by providing core swimming sessions for no charge, these lessons had greater potential to raise participation in swimming in general and also amongst targeted groups.

Providing lessons to those who do not swim has far greater potential for getting inactive groups to participate by building their self-confidence as swimmers and, by teaching a new skill, making it clear to them that they are capable of taking part in an activity and thereby increasing the chances that they will continue to do so independently. It also eliminates the likelihood that by making an activity free, providers will simply be subsidising participation by those who already take part.

Recommendation: Increasing participation through 2012 and Sportivate

Building on the lessons of the abandoned Free Swimming Programme, the 'taster sessions' which form part of *Places, People, Play* should focus on developing skills, self-confidence and competence, which will enable people to find their own routes into participation in sport. Without this, the risk sessions becoming another resource made available for the sole benefit of those who already participate.

6.8.6 What about development?

While the details of these plans' implementation are still being developed, it is clear that they will broadly follow the policy pattern over the last few years, with participation numbers as the chief goal and national governing bodies and CSPs as the main deliverers. As with the facilities strategy described above, some of the problems associated with initiatives to raise participation have been clearly identified and plans, such as the need for programme deliverers to set out their participants' exit routes into sustained participation, have been put

in place to address them. However, there are also reasons to doubt whether the programme will be sufficient to prevent the participation-driven agenda reinforcing, rather than redressing, the inequalities within British sport.

More importantly, however, we have repeatedly seen that investment in participation for its own sake is not enough to realise better social outcomes for disadvantaged young people. This is partly because of the unequal patterns of participation in Britain, which mean that these young people have less access to sport, but also because research and anecdotal evidence both show that programmes with the potential to deliver these outcomes will be multi-faceted and will use sport as a tool, rather than an end in itself. Therefore, a programme which seeks to emphasise sport as an end in itself risks bypassing the serious social issues faced by young people growing up in deprived communities across the country, not least in the five host boroughs themselves.³⁴

Other programmes connected with the legacy from London 2012 have recognised this distinction between programmes which seek to deliver participation increases and those which seek to work towards other social policy aims, including the much smaller initiative currently being run by the Greater London Assembly (GLA). The GLA's £4 million 'Participation Fund' aims both to raise participation rates within inactive communities and to fund projects which use sport as a tool to tackle wider social problems, and funds different projects to accomplish these different objectives.³⁵

6.9 Summary – flawed promises, inadequate delivery

Both the inadequacies of a participation-driven approach to the Olympic legacy, and the unequal nature of sports participation in this country lead us to question whether it is possible for the legacy promise made in Singapore to be delivered. Limited available funding, and the tendency to direct what there is into capital spending and short-term programming mean that it is difficult to see how the money which has been allocated for this can be expected to produce greater benefits for disadvantaged young people. While co-ordinating aspects of the *Places, People, Play* money will enable more efficient delivery, without more specific targeting for the groups we are focused on, the programme will lack both the scale and the methodology to seriously impact upon participation levels.

Moreover, as we have stated above and in other chapters, even if the participation target were to be reached, it does not necessarily follow that this would produce the wider social outcomes which have been our focus. In this sense, the target was intrinsically flawed from the outset, not just because it was more convincing as a sales pitch than a policy objective, but also because engaging any number of additional people in some unspecified sporting activity is not the same thing as serious, targeted work aimed at transforming the lives of Britain's neediest people.

34 For a succinct summary of these issues, see 'Written evidence from the Host Boroughs Unit' (OLL 27) in Select Committee on Culture, Media and Sport, *Memoranda*, February 2010

35 Greater London Authority, 'Sports Participation Fund', [Accessed via: <http://www.london.gov.uk/priorities/sport/funding-projects/playsport/freesport/sports-participation-fund>]

We admire the previous Government's honourable ambition to use the Olympics for more than just a three-week national sporting occasion, but with our target group in mind, we hope that the recommendations we outline in this report will provide some guidelines as to how government spending on sport and sports events can help address our country's serious social problems.

Recommendation: Maximising the social benefits of major sporting events

Attempts to increase participation in grass-roots sport are unlikely to deliver wider social benefits for a number of reasons. Given the recent tendency for large sports events to be used as a catalyst for regeneration, funding for a sporting legacy should be directed into programmes which can contribute to these broader, more important, agendas.

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