

CLACKMANNANSHIRE COUNCIL

Report to Clackmannanshire Council

Date of Meeting: 8 March 2012

Subject: Leisure and Sports Strategy 2012 - 2016

Report by: Head of Facilities Management

1.0 Purpose

- 1.1. This report introduces an approach to formulating a 2012 to 2016 leisure and sports strategy.
- 1.2 The Main Issues Paper sets out the current position, considers key priority outcomes and suggests objectives and targets that could be included in a finalised strategy. This has been arrived at by a working group, but recognises that considerable further consultation with a wide range of stakeholders is necessary to tease these out more definitively.
- 1.3 The Main Issues Paper sets out a consultation programme that will secure the required views on the suggested priorities and approaches to the provision of Leisure and Sport in Clackmannanshire and specifically asks key questions on the amount and nature of what the provision should be.

2.0 Recommendations

- 2.1 It is recommended that the Council:
 - (a) approves a public consultation exercise in order to formulate a new Leisure and Sports Strategy on the basis of the appended Main Issues paper and
 - (b) requires a further report on the resulting Leisure and Sports Strategy for Clackmannanshire be brought back to a future Council meeting.

3.0 Considerations

- 3.1 Leisure and sport provided by Clackmannanshire Council is a non statutory function. Provision of leisure facilities, promotion and sports development is spread over many Council departments and non-Council providers. A strategy must be seen as a corporate strategy and viewed in a wider context as an intrinsic part of community well being, and as such contributes to the delivery of a number of Single Outcome Agreement (SOA) priorities.

- 3.2 In recent years a number of significant leisure and sports strategies/initiatives have been brought forward:
- A leisure facilities strategy in 2009 confirmed the operating model for key facilities including an independent assessment of recreational facilities; and
 - Sports development is nationally recognised as a leading provider of early years sports coaching in schools, especially primary;
- 3.3 Recently key decisions such as the transfer of Alva Pool to the community group Ochil Leisure Enterprises (OLE) have expanded the 3rd party service offering in Clackmannanshire.
- 3.4 The 2012/13 the General Services Revenue Budget identified significant support to OLE and also funding to review leisure provision.
- 3.5 The Main Issues Paper in Appendix 1 aims to expand a strategy from merely looking at Council facilities and functions, to cross departmental boundaries and involve a wide range of partners as well as the community in the development of a strategy in line with public sector reform aspirations.
- 3.6 A working group has assembled current intelligence and analysis, however, a key conclusion is that further information is required on current participation, barriers to participation and needs and demand. Current surveys and performance monitoring provides an overview of views and trends but these are not sufficiently detailed or comprehensive to arrive at firm conclusions and recommendations in a final strategy.
- 3.7 The consultation timetable is outlined in Appendix 1 as part of the Main Issues Report.
- 3.8 This report specifically excludes arts and cultural activities which are not considered to be appropriate in the Leisure and Sport strategy and will be considered in a future Council report.

4.0 Sustainability Implications

- 4.1. There are no direct sustainability implications arising from this report.

5.0 Resource Implications

5.1. Revenue / Capital Funding

- 5.1.1. There are no direct new financial implications arising out of this report other than those already committed in 2012 /13 General Services Revenue and Capital budgets, including the priority initiative of £50,000 towards a review of leisure provision.

5.2 Staffing Implications

- 5.2.1. This report has no additional staffing implications.

5.3.2. Finance have been consulted and have agreed the financial implications as set out in the report. Yes ☒

6.0 Exempt Reports

6.1 Is this report exempt? Yes (please detail the reasons for exemption below) No ☒

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities 2008 - 2011** (Please double click on the check box ☒)

The area has a positive image and attracts people and businesses	<input checked="" type="checkbox"/>
Our communities are more cohesive and inclusive	<input checked="" type="checkbox"/>
People are better skilled, trained and ready for learning and employment	<input checked="" type="checkbox"/>
Our communities are safer	<input checked="" type="checkbox"/>
Vulnerable people and families are supported	<input checked="" type="checkbox"/>
Substance misuse and its effects are reduced	<input checked="" type="checkbox"/>
Health is improving and health inequalities are reducing	<input checked="" type="checkbox"/>
The environment is protected and enhanced for all	<input checked="" type="checkbox"/>
The Council is effective, efficient and recognised for excellence	<input checked="" type="checkbox"/>

(2) **Council Policies**

Leisure Facilities Strategy 2009

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?
Yes ☒ No ☐

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes ☒

10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".
Appendix 1 – Main Issues Paper

11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes ☐ (please list the documents below) No ☒

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Leisure and Sports Strategy

Main Issues Paper
2012 -2016

March 2012



**Clackmannanshire
Council**

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The purpose of this paper is to consult key stakeholders of the main leisure and sport issues and related outcomes in terms of the Councils priorities and develop a comprehensive Leisure and Sports Strategy. In recent years there has been a significant change in leisure provision in Clackmannanshire and development in a number of key areas. Additionally the economic climate has changed, the health and education of the Scottish nation has been prioritised and leisure and sports are being seen as one of many catalysts for better society outcomes.

Recently Clackmannanshire has seen, via a number of surveys and statistical results, participation in leisure and sport increase in sections of the population whilst in other sections decrease. This report proposes what the strategic objectives and resultant outcomes of a strategy could be and lays down clear monitoring criteria of the inputs that can contribute to the improved outcomes.

The objective will be to develop Clackmannanshire Council strategy that influences and support every resident in Clackmannanshire to develop a more active and healthy lifestyle. However this must be seen in context of being one of a range of factors towards a better society, not a panacea.

Single Outcome Agreement (SOA)

Clackmannanshire Priority Outcomes

Strong leisure and sport activity in Clackmannanshire has the unique potential to make a positive contribution to a greater and lesser extent to all of the agreed Clackmannanshire priority outcomes. Either as a primary or secondary outcome a high leisure and sport participation increases society's health but also cohesiveness.



Clackmannanshire Alliance has agreed 9 priority outcomes. These are set out in our Community Plan, Working Together for Clackmannanshire and our SOA. Whilst a sport and leisure strategy will make a contribution to the achievement of many of our priority outcomes, it's main impact will be on ensuring that:

- ◆ our communities are more cohesive and inclusive
- ◆ health is improving and health inequalities are reducing

In doing so it must enable:

- ◆ local people to be more involved in community life, particularly in stigmatised communities, where participation rates can be low;
- ◆ people to take responsibility for choices which ensure their own good health;
- ◆ people to have a good sense of well-being

Furthermore, it must seek to support approaches that ensure:

- ◆ opportunities are not limited by poor health;
- ◆ children enjoy good health from birth;
- ◆ lifestyles and choices are conducive to good health

Given these outcomes the leisure strategy mission statement is proposed as follows:

"Clackmannanshire requires leisure provision that is a part of all residents lives. It is about residents leading active healthy lives and maximising opportunity. The leisure opportunity must be relevant to all residents and such that all can access and participate in leisure, breaking down any current "barriers". We must build on our strengths and aspire beyond current achievements."

Where is Clackmannanshire in 2012?

Leisure and sport in Clackmannanshire is in a strong position with 75% (Health and Wellbeing Profiles 2010) of the adult population involved in regular sporting participation.

Is this a true reflection of current activity?

In Clackmannanshire there is an active Sports Council, over 100 independent community sports clubs and council, community and private sports facilities.

However, an accurate picture of leisure activity and requirements in the community has not been made as sampling via Clacks 1000 surveys and the like have not focussed on leisure and sports in depth.

In terms of facilities there is a clear Council strategy to retain ownership and invest in key sports facilities at schools and a number of other priority corporate facilities. Use of facilities is being focused upon and more effective promotion of the existing facilities and services is seen as a key to moving forward.

Is lack of facilities an issue?



The national priorities of the Scottish Government have 120 minutes as a minimum PE provision in primary school and secondary schools per week. This is delivered in Clackmannanshire. There is also an established key non school activity base, a well established core path network and many natural environment leisure opportunities.



A Sports Development plan amongst Primary school pupils is a leading national success story with over 95% of primary school pupils actively involved via primary school age initiatives in leisure and sport.

Looking at secondary school age pupils the picture in school is starkly different with active leisure pursuits followed by possibly only 20% of pupils within and outside school actively involved in sports and leisure. This mirrors the national pattern with cultural barriers as well as possibly unclear pathways mitigating against higher participation levels. Facilities are provided at secondary schools, independent clubs operate successfully in subsidised Council facilities but there is a national failure to engage with a large proportion in this age group.

How do we attract secondary level pupils to lead more active healthier lives?

Moving through age groups shows a mixed pattern of leisure and sport activity with pockets of high and low engagement amongst particular sports and geographic areas.

Going forward the current strengths need to be built upon with the weaknesses and threats addressed.

Analysing current activity, opportunity and provision:

<p>Strengths</p> <ul style="list-style-type: none"> ◆ A wide range of Facilities (assets), both within Clackmannanshire and close by within neighbouring authorities ◆ Established community organisations and involvement - vibrant voluntary sector ◆ Significant current spend ◆ Leading primary schools sports programme ◆ External facilities and environment ◆ A number of top class athletes emerging from Clacks eg: <ul style="list-style-type: none"> ◆ Rugby; ◆ Canoeing; ◆ Bowling; ◆ Judo; and ◆ Wrestling 	<p>Opportunities</p> <ul style="list-style-type: none"> ◆ Refocusing of current expenditure - particularly towards early intervention programmes ◆ Maximising external funding streams ◆ Maximise community resources through building community capacity, e.g. asset transfer and joint working with the community ◆ Potential to further promote and exploit rich natural environment to encourage leisure participation ◆ Potential to work more closely in partnership with community partners and neighbouring local authorities to maximise resource utilisation ◆ Improved links with social services and health sectors supporting a whole systems approach to wellbeing
<p>Weaknesses</p> <ul style="list-style-type: none"> ◆ Existing provision underutilised - insufficient promotion within the community ◆ Rising expectation of some communities community groups ◆ Opportunities for future additional expenditure limited ◆ Limited data on socio demographic participation ◆ Poor adult and secondary pupil sports participation ◆ More residents choosing a sedentary/unhealthy lifestyle - inequalities gap is widening particularly in our most deprived communities ◆ lack of opportunity to invest in preventative approaches and tackle inequality 	<p>Threats</p> <ul style="list-style-type: none"> ◆ Health inequalities gap widens in Clackmannanshire as a result of welfare reform and recession ◆ Resulting increases in public sector costs, in particular health and social services, at a time when further reductions in public sector funding expected ◆ Rising and perhaps unrealistic expectations of some communities community groups ◆ continued health and social issues creating barriers to an individuals and communities potential

Current Clackmannanshire Community Outcomes

Across Clackmannanshire, despite an improving picture in some contexts, some community outcomes, including health, crime and deprivation, remain worse than the national average. The following outlines the improvement priorities that this strategy can contribute to addressing.

The health of Clackmannanshire has seen general improvements between the 2008 and 2010 Community Health and Well being profiles; however:

- ◆ Clackmannanshire is in the top percentile for cancer mortality rates and patients hospitalised with alcohol conditions.
- ◆ Clackmannanshire is in the lowest percentile for smoking prevalence and children's and maternal health indicators;
- ◆ whilst the Clackmannanshire teen pregnancy rate in under 18's is similar to the Scottish average, the rates in Alloa South and East are almost double that of the Scottish Average.
- ◆ life expectancy is poor in some of our most deprived communities, with life expectancy rates amongst males significantly worse than the national average.
- ◆ the percentage of obese children is significantly unfavourable when compared with the Scottish Average
- ◆ poor engagement within vulnerable and hard to reach groups



In addition a snapshot of crime facts and perceptions in Clackmannanshire is:

- ◆ serious violent crime, domestic abuse and vandalism is significantly higher than the Forth Valley average;
- ◆ although levels of crime are generally low, there remains significant public concern about crime and general safety in Clackmannanshire;
- ◆ areas that have been prioritised by other agencies in Clackmannanshire are: alcohol, fear of crime, group disorder, vandalism, violence

The links between socio- economic deprivation, poor health and poor life chances are well known. In Clackmannanshire there is a wide range from prosperous communities to some of the most deprived in Scotland. Compared to the rest of Scotland:

- ◆ Clackmannanshire has the 7th highest share of population living in the 15% most deprived areas
- ◆ Clackmannanshire has 39% of school pupils living in the most deprived areas of Scotland
- ◆ Clackmannanshire is significantly above the national average for school pupils entitled to free school meals in both primary and secondary schools.

Clackmannanshire is experiencing these problems despite high levels of expenditure, hence this supports the notion of a new approach focussed on prevention and partnership through leisure and sports provision.

Benefits of vibrant leisure and sport participation in Clackmannanshire

Leisure and sport can be fundamental parts of community wellbeing and can contribute significantly to health, crime and poor life chance outcomes if opportunities are taken. Health and wellbeing are at the core of successful community life and physical activity is not just about sport but active living, play and exercise. They can play a significant role in enabling more inclusive and cohesive communities.



Leisure and sport are seen by Sports Scotland as contributing to a range of outcomes:

- ◆ physical wellbeing, including tackling obesity;
- ◆ mental wellbeing, contributing to improved self esteem and confidence;
- ◆ building strong, vibrant and cohesive communities;
- ◆ closing the opportunity gap and increasing participation especially amongst the most disadvantaged groups;
- ◆ providing diversionary activities particularly in the most disadvantaged communities;
- ◆ supporting communities by providing a forum for social interaction and attracting visitors;
- ◆ promoting sustainable forms of transport such as cycling and walking; promoting volunteering; and
- ◆ enhancing the economy and tourism opportunities.

Where do we want sport and leisure to be?

Clackmannanshire requires leisure provision that is a part of all residents lives. It is about residents leading active healthy lives and maximising opportunity. The leisure opportunity must be relevant to all residents and such that all can access and participate in leisure, breaking down any current “barriers”. We must build on the current strengths, aspire beyond current achievements and support the weaknesses. **What barriers are currently limiting participation?**

Active leisure promotion and programming is as important, if not more so, than facility provision. The measure of success must be a measurable contribution to the Councils priority outcomes.

What areas should the strategy make an impact on?

- ◆ set young children on a course that helps them to see leisure and sport as desirable lifestyles choices throughout their lives; (eg developing a culture of sport at school)
- ◆ integrate and target community and partner resources where they will make greatest impact on health and wellbeing outcomes, including integration with wider prevention and early intervention programmes; (eg Clackmannanshire Healthier Lives initiatives)
- ◆ work with and support communities to maintain/increase leisure and sport capacity, despite reducing resources, e.g. volunteer development, asset transfer, joint community / public sector initiatives; (eg WASP, OLE)
- ◆ ensure that leisure and sport provision and capacity across Clackmannanshire is clearly aligned with need and demand.

5.1 Sports and Leisure Programmes

Description: This can be defined as organised sports tutoring and coaching from early years to later in life, supporting and nurturing activity participation at all levels.

Key Objectives:

1. Sport in Education 3 to 18 year olds

- ◆ Meet the Scottish Government recommendation of two hours quality PE to every pupil every week, reported in school's Standards and Quality Reports
- ◆ An Annual programme of interschool competitions for primary and secondary schools.
- ◆ Ensure links and a smooth transition from nursery to primary and primary to secondary PE and sport.
- ◆ Annual programme of after school clubs which link and create pathways to local community clubs
- ◆ Develop skill and confidence for school teams to compete in regional and national events.

2. Community Sport and Fitness - over 18

- ◆ Define and support the priority sports of football, rugby, gymnastics, golf, swimming, athletics and disability sports and ensure clear pathways from grass roots to performance.
- ◆ Recognise opportunities for strengthening non priority leisure and sports activities.
- ◆ Ensure clear accurate communication and promotion of all activities and opportunities in Clackmannanshire.

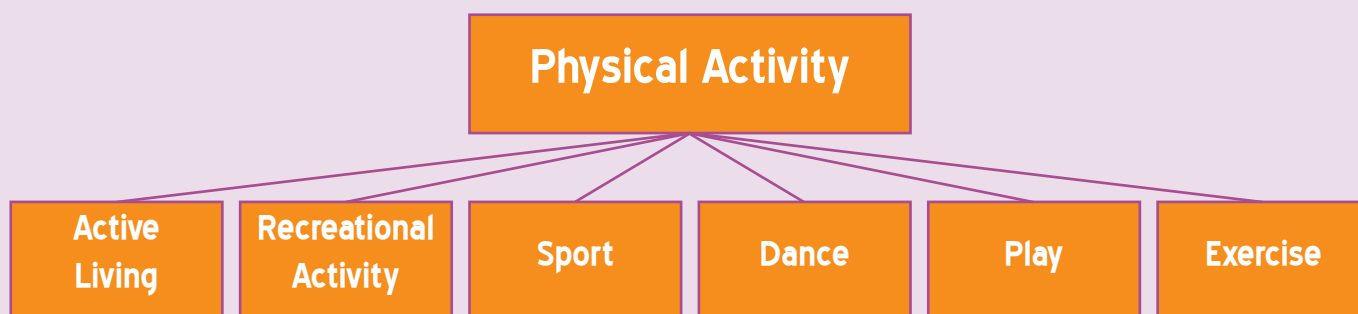
- ◆ Create accessible opportunities for target and hard to reach groups
- ◆ Recognise the value of formal and informal sports structures and strengthen links internally between Council departments and externally with community.

3. Resources and people

- ◆ Develop and increase a well trained workforce of volunteers, coaches and officials through delivery of an annual programme of quality accredited coaching courses.
- ◆ Support schools and clubs with leadership programmes.
- ◆ Create a Communications plan with free flow of info between school/community and club.

4. Partnerships

- ◆ Create and strengthen specific sports development by developing "same sport" partnerships
- ◆ Establish partnerships with key agencies with clear outcomes such as the sportscotland Active Schools initiative, clubgolf, social care, health, third sector initiatives and central sports partnership.
- ◆ Encourage partnerships which pool resources and improve co-ordination and communication.



5.2 Council operated Leisure and Community Facilities

Description: The Council owns, leases and/or operates a wide range of sport and leisure facilities across the County. These range from indoor facilities such as the three secondary schools, civic centres, sports pavillions and leisure centres to outdoor sites such as Gartmorn Dam, the Firpark Ski Centre, parks, play areas, mixed use games areas (MUGAs), pitches, playing fields, core paths and allotments.

Key Objectives:

- ◆ Maximise the availability and use of facilities at all times of the day and year
- ◆ Promote the benefits of low and no cost alternative leisure pursuits, eg. walking, running, cycling and use of the extensive open spaces and the natural environment by the public
- ◆ Improve our understanding of the needs of Clackmannanshire residents now and in the future for sport and leisure facilities and ensure our facilities meet this need
- ◆ Improve our understanding of the barriers to using facilities and work towards the reduction of these barriers
- ◆ Ensure facilities are maintained to suitable standards
- ◆ Explore opportunities for alternative forms of delivery with other partners ensuring effective use of council resources
- ◆ Promote the main facilities as community hubs to encourage better use of facilities
- ◆ Develop a sustainable leisure estate. Plan an up to date 'facility planning model' recognising existing demand, the impact of new development and the availability of neighbouring authority infrastructure

5.3 3rd party leisure provision & community involvement

Description: As well as publicly run services, leisure and sport is also provided by the private and voluntary sector in Clackmannanshire. This section explores how more balanced and sustainable provision can be achieved across Clackmannanshire looking to make greater use of wider providers.

We would be interested to know:

- ◆ **should there be greater use of voluntary / private sector?**
- ◆ **if so, are these the right objectives?**

Key Objectives:

- ◆ Promote and encourage the development of 3rd party leisure provision and investment
- ◆ Support sustainable community provision, e.g. through volunteer development, community capacity building and if appropriate asset transfer;
- ◆ Develop clear after school pathways into clubs
- ◆ Independent coach programmes
- ◆ Work with partners to identify early intervention opportunities to initiate leisure and sport pathways at an early stage in a child's development
- ◆ Strengthen links with schools sports and leisure programmes and private and 3rd sector programmes
- ◆ Support and encourage the development of strong well managed clubs (achieve quality assurance).
- ◆ Through the vehicle of Clackmannanshire Sports Council possibly provide grant aid to performers and clubs.
- ◆ Encourage clubs to work together and across sports.

5.4 External Funding

Description: This is defined as actively pursuing funding from outside agencies (non Clackmannanshire) funding to further develop leisure activity - one off project specific funding and recurrent annual external funding.

Key Objectives:

- ◆ Council and partners are accessing all available funding to achieve leisure strategy objectives
- ◆ Community partners and non council providers are maximising opportunities
- ◆ Council and community are not “competing” for same funding
- ◆ Encourage sponsorship of specific sports programmes
- ◆ Make regular applications to sportscotland and BIG Lottery to fund programmes
- ◆ Work with internal and external agencies to fund pilots/research in PE, sport and physical activities
- ◆ Support the volunteer sector in seeking funds and developing sports programmes

What support do communities need to enable them to access external funding for leisure and sport provision?

What levels of funding are currently obtained?



5.5 Performance

Description: This defines a strong “performance” culture that can lead and inspire others to be involved in sport. Very often this is not considered part of a strategy as national frameworks and funding lead but this does not recognise the inspirational or motivational role it can play. This strategy aims to incorporate higher level “performance” within the overall picture to both inspire and motivate but to ensure there is a pathway through sport from beginner to higher level success.

Key Objectives:

- ◆ Encourage agencies to use the Clackmannanshire built and natural environment for large/national events
- ◆ Create programmes for talent identification and development
- ◆ Support talented athletes training with access to facilities
- ◆ Ensure legacy and profile from the 2012 Olympics, 2014 Commonwealth Games, 2014 Ryder Cup and 2012 Paralympics
- ◆ Strong links with national agencies such as sportscotland and Stirling University to ensure the most up to date information on skills development, injury prevention etc. and feed into sports network in Clackmannanshire
- ◆ Celebrate local talent, achievements and commitment to sport at an annual ceremony
- ◆ Submit nominations to national awarding bodies such as Scottish Education Awards, press etc
- ◆ Create schools of sport co-ordinating PE, sport and elite performers
- ◆ Use role models to encourage participation in sport and using sport to develop skills for life

Should ‘performance’ be part of a Clackmannanshire strategy?

6 Leisure and Sport Strategy Monitoring

Description: The issue within a successful leisure and sports strategy is one that increases participation through promotion, encouragement and support. It must assess current activity levels and identify gaps. A regular monitoring and assessment of performance regime must be created to inform future and changing leisure needs to support the strategy targets and outcomes.

Key Objectives:

Accurate assessment of current:

- ◆ Overall participation;
- ◆ Participation trends;
- ◆ Participation groupings;
- ◆ Demand

Ongoing annual assessment of:

- ◆ Overall participation;
- ◆ Participation trends;
- ◆ Participation groupings;
- ◆ Demand

7 Leisure and Sport - Suggested Targets

What is the measure of success? Are these the right things to measure?

Indicators		Baseline	Target
Relevant SOA indicators			
Health	% of adults describing their health as good or fairly good	87%	95%
	% of children over weight	22.1%	20.4%
Quality of Life	% of residents who consider they have a good quality of life	TBA	80%
	% of residents who feel that Clackmannanshire has a strong sense of community	47%	50%
Leisure and sports indicators			
Leisure / sports participation	Overall	TBA	TBA
	Deprived areas	TBA	TBA
School age sports participation	Primary	TBA	TBA
	Secondary	TBA	TBA
Community club	Club membership	TBA	TBA
Funding	External funding attracted	TBA	TBA
Facilities	Utilisation of council facilities incl pitches	TBA%	TBA%
Swimming	Swimming pool visits – Council & OLE	TBA	TBA
Coaching	Sports coaching – attendance at structured courses	TBA	TBA
Achievement	Performance	TBA	TBA
Outdoors	Increase use of Scotland's outdoors (Scotland Performs)	TBA	TBA
	Others	?	

8 Leisure and Sport - Main Issues Paper - Consultation Programme

Activity	Month
Launch	March 2012
Consultation	March - June 2012
EQIA - consult with reps from main minority groupings	
Consult with communities	
Consult with Alliance partners, particularly on health, wellbeing & joint working capacity	
Consult with neighbouring providers and national sports associations	
Consult with current leisure & sport providers within Clacks	
Consult with clubs, staff and volunteers who support leisure and sport activity	
Consult with business community - e.g. feasibility of extreme sports provision	
Consult with leisure and sports users	
Revise Strategy & EQIA	End August 2012
Consideration by Council Leisure Strategy Working Group	September 2012
Final Strategy Approved	October/ November 2012

9 Leisure and Sport - Main Issues Paper - Feedback

Following consultation and receipt of comments upon this Main Issues Paper, a Leisure and Sports Strategy will be developed for Council's approval.





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