

**Report of the Scrutiny Review of
School Sports – a Healthy Investment
March 2005**

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1 Executive Summary and Recommendations

- 1.1 This review was undertaken between September 2004 and February 2005, at a time when concerns about the health of the general population, the growing number of overweight people and in particular the increasing incidence of childhood obesity, prompted the Government to address the promotion of sport and physical activity. Diet is of course also a major factor but is not within the scope of this review.
- 1.2 The case for the benefits of sports and physical activity has been made by academics and health professionals, from the positive impacts for individual's physical and mental health, to wider social contributions in terms of social inclusion, crime reduction, environmental improvements and reduced pressures on national and local health services. The public debate on London's bid for the 2012 Olympics has highlighted the opportunities for regeneration and for the pride people take in sporting achievements. Promoting sports and physical activities in schools can contribute to the health and well-being of all young people; the aim is to enable them to carry the benefits into adulthood.
- 1.3 This review tries to assess the context in which school sports and physical activity is currently taking place, in maintained schools in the Borough of Croydon, and to explore ways in which the Council and its partners can support schools in identifying and overcoming the barriers to increasing, maintaining and improving the opportunities for physical activity offered to children and young people in the borough's schools.

Recommendations

- R1 That the local authority, health partners and the Children's Trust should be seen to promote sport and physical activity through a co-ordinated and consistent approach. This could be demonstrated by the use of a data base to gather and disseminate information on activities and facilities in maintained schools and elsewhere in the local community, clearly showing costs and transport connections.
- R2 That the local authority and new Children's Trust conduct an audit of existing school sport facilities, highlighting any that do not meet the minimum requirements for delivering the national curriculum. This audit should also include whether adequate cleaning, monitoring and maintenance arrangements are in place to ensure that sports facilities and equipment are in good working order, ensuring the health & safety of all users, and seek to encourage the maximum use of local school sports facilities.
- R3 That to maximise the borough wide use of existing school sports facilities (and those of adjacent accessible premises, e.g. clubs), and to minimise individual school's travelling time and expense, the development of Sports Development Clusters is rationalised on the basis of proximity and ease of transport links.

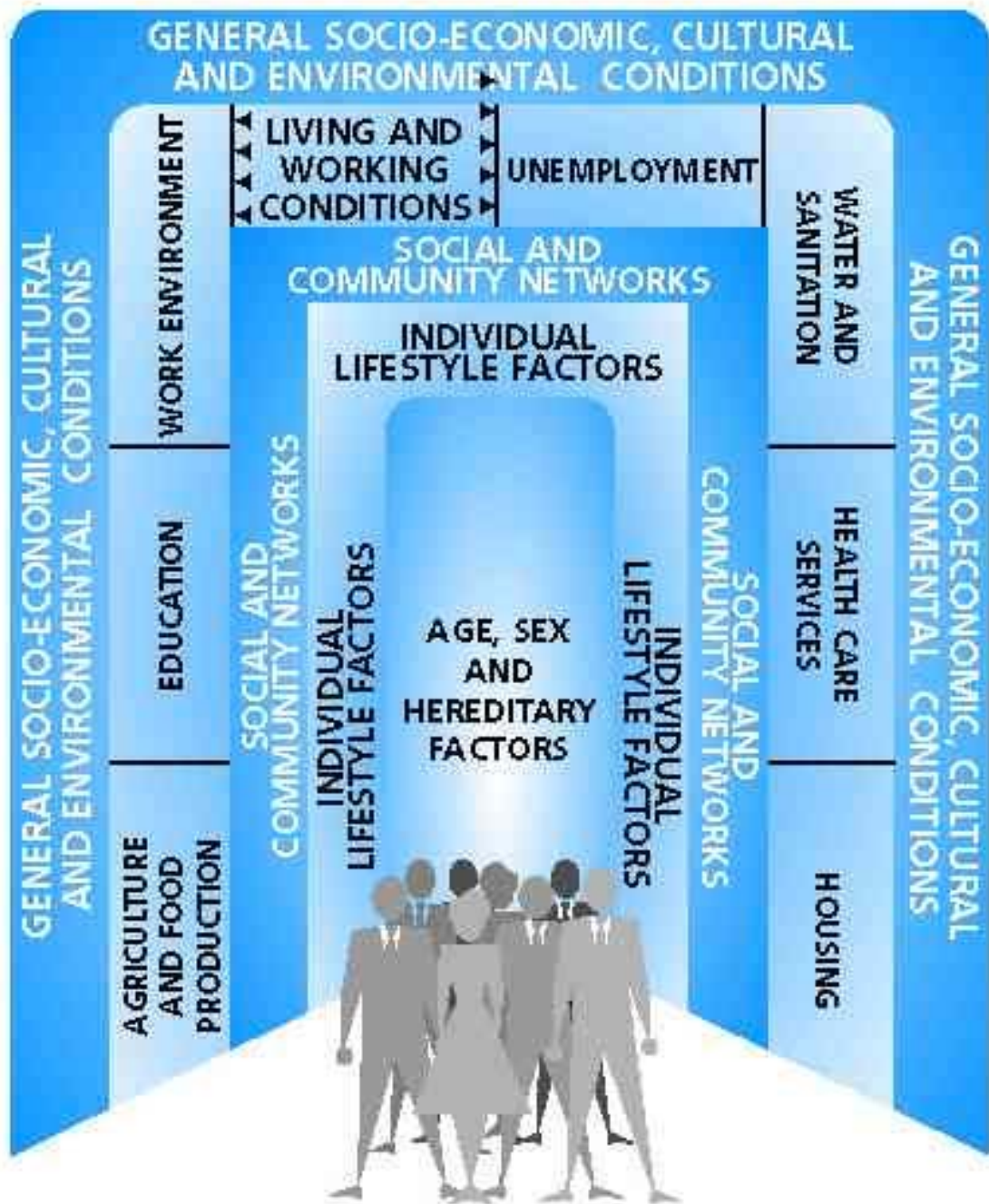
- R4 That the Education Inspectorate works directly with the Recreation Division of Environmental, Culture and Sports Department, the Partnership Development Managers and health colleagues, and requires evidence that meaningful consultation with the community (which specifically includes young people), has taken place before proposals for new developments are supported.
- R5 That the planning and development of new and upgraded sports facilities takes into account both the ongoing revenue commitments and the existing location and accessibility of school (and other premises regularly available to schools) facilities so as to provide the optimum spread of resources across the borough.
- R6 That the 'Healthy Schools' programme works with appropriate colleagues to produce a clear baseline for the subsequent measurement of children's health, which would be available to parents, teachers and governors and could contribute to the optimum targeting of future resources.
- R7 That training for School Governors includes the benefits of healthy eating and physical activity to the well-being of children and young people, with examples of appropriate successful innovations from other schools, e.g. walking buses, accessing sports coaches, resolving issues arising from the shared use of sports facilities.
- R8 That School Governors also be provided with a check list to assist them in assessing the range and quality of the sports, physical education facilities and curriculum available to their school's pupils (e.g. how often are Sports Halls are used for non-PE purposes).
- R9 That professional advice be made readily available to schools on the practical aspects of opening school premises to community use and on recruiting and using Adults Other Than Teachers to support and facilitate physical activity programmes.
- R10 That the LEA pursue the DVLA in obtaining clear guidance on the regulations for teachers, and others driving school mini-buses, and/or, ask the Council's legal section to produce a Croydon guide for schools clearly setting out the regulation requirements and the insurance position of those driving school mini-buses.
- R11 That the Education Inspectorate report annually to the Council, including the Scrutiny Sub-Committee with responsibility for matters relating to the LEA, on the school by school provision and use of school sports and PE facilities both on and off the curriculum.
- That a report outlining the improvements to the sports facilities used by Selsdon High School and provided by the Monks Hill Sports Centre is presented to the Learning & Leisure Scrutiny Sub-Committee on 28th June 2005.

2 Introduction

- 2.1 There are various definitions of what constitutes 'sport', but for the purposes of this review the Council of Europe's statement, in its European Sports Charter of 1993 is helpful; "Sport means all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental wellbeing, forming social relationships or obtaining results in competition at all levels."
- 2.2 While accepting this definition the working party was also keen to be reassured that all young people do get the opportunity to try most sports and that those with particular talents are recognised and supported in pursuing their chosen sport to the highest level they can reach. The approach to working with gifted and talented pupils is outlined in paragraph 3.5.
- 2.3 The majority of people however, will not attain these heights and therefore the factors that enable individuals to sustain their motivation, interest and involvement in sport and physical activity are worthy of exploration. The well documented health and social benefits of physical exercise may be generally understood but are not enough on their own to engage the majority of the population. Smoking is an obvious example of a habit/addiction overcoming a clear health message, one that involves expenditure and increasing social inconvenience for individual smokers. Physical activity offers the additional elements of fun and social connection, but what prevents it from being a habit that the majority of people continue after leaving school?
- 2.4 How can the Council support schools in their role of offering new experiences and encouraging pupils to participate **actively** and to continue both in 'out of school' hours and beyond their school years. Those departments with an overt, direct input to schools and sport, have an obvious role but can the Council as a whole, in concert with its partners, create a climate that makes physical activity an attractive and sustainable option?
- 2.5 The participation of young people in sports has been shown to drop off markedly when they leave school. Therefore part of the challenge for schools and those concerned about young people's health and well-being is to encourage activities that are more likely to be sustained into adulthood.
- 2.6 Consequently the working party has worked to the premise that all levels of participation in all sorts of activities can be beneficial and that thinking of sport only as organised top-level competitions in specific disciplines, by definition excludes the vast majority of people.
- 2.7 The Scrutiny Review working party would like to record their thanks to the staff and volunteers in Schools, the voluntary sector, the LEA, Environmental, Culture & Sports Department, health bodies, and other Council staff who assisted in this review.

3 The Croydon Review

- 3.1 Members of the working party were: Councillors Brian Udell, Greta Sohoje, Ian Atkins, Graham Bass, Pat Clouder and Mrs Ann Scowcroft. It met eight times, and undertook three external visits. The working party was greatly assisted by Joan Matlock, Policy Advisor. An outline of the review activity is set out in appendix B.
- 3.2 The terms of reference for the review (see Appendix A) were drafted by the Working Party after an initial briefing session which included presentations from Elisabeth Floyd, Professional Development Consultant for Physical Education, Mick Pittaway, Croydon Sports Partnership, Environmental, Cultural and Sports Services and Alistair Hill, Assistant Director of Public Health, Croydon Primary Care Trust. Members were very grateful for this comprehensive introduction and were particularly interested to learn of the latest thinking in the determinants of health in children which are summarised in the diagram below.
- 3.3 This diagram shows that hereditary and lifestyle factors are the most potent influences on child health. Social and community networks are next and Education is in the penultimate band. Therefore although many issues are inter-related the importance of parental and community involvement needs to be recognised and wherever possible harnessed to the work in schools.
- 3.4 The review's Terms of Reference specifically exclude diet and eating patterns. This is because of the limitations of time and resources available not because the working party has failed to recognise their importance as very significant 'lifestyle' factors. Lifestyle patterns can be acquired through experience, opportunities and habit. The latter can be good, bad or neutral. The working party would like to see regular healthy physical activity becoming more of a habit for Croydon's children.
- 3.5 Schools can clearly play an important role in helping this to become a reality especially for those children who have limited opportunities at home. However the fact that education has been so much in the social and political spotlight in recent years has itself added to the pressures on schools. Everyone seems to have a view on what should be taught and how, but the length of the school day is a finite factor with the priority areas compressing subjects of lower ranking.
- 3.6 The Government has introduced strategies for increasing sport and physical activities available to children, including those which encourage the development of opportunities outside of core school hours. The next section attempts to describe the current policies and arrangements providing the context in which schools have to work both nationally and within Croydon.



This diagram is reproduced by kind permission of the authors: G. Dahlgren and M. Whitehead (1991).

4 The Context

- 4.1 Schools have traditionally offered PE (physical education) and games but technically it was not until the advent of the National Curriculum in 1988 that it became a compulsory subject. The National Curriculum sets out programmes of study for PE at the different Key Stages as follows:

KS1 Years 1-2 5-7 year olds	Dance Games Gymnastics Swimming & water safety (not compulsory)
KS2 Years 3-6 7-11 year olds	Dance Gymnastics Games (not specific sports) Swimming & water safety (if not in KS1) or athletics or outdoors & adventurous
KS3 Years 7-9 11-14 year olds	Games plus 3 from: Dance Gymnastics Swimming Athletics Outdoor and adventurous
KS4 Years 10-11 14-16 year olds	2 activities from the 6 activity areas in KS3

- 4.2 The Government's strategy for increasing sport and physical activity employs several strands. The Public Service Agreement (PSA) produced by the Department of Education & Skills (DfES) and the Department of Culture, Media & Sport (DCMS), is: 75% of 5-16 year olds spending 2 hours a week on high quality PE and school sport within and outside curriculum time by 2006.
- 4.3 The second strand is the Physical Education School Sport and Club Links Strategy (PESSCLS). This includes a variety of initiatives and Croydon is following the creation of Specialist Sports Colleges, School Sport Partnerships, the Gifted and Talented Programme, Step into Sport, Professional Development/ Coaching and School/Club Links.
- 4.4 The non-compulsory strands include the Government's Framework for 'Out of School Hours Learning' (OSHL) based on its 3 'Es' principles:
- Enabling - access issues and older pupils CSLA programme
 - Enrichment - activities not covered in curriculum time
 - Extension - for gifted and talented young people
- 4.5 The DfES Standards Fund finances a Gifted and Talented programme which seeks to identify gifted and talented children and young people, provide specialist support and specific activities e.g. Summer Holiday Workshops. The DfES also funds links between state and independent schools. More details are available in the HMI 2149, July 2004 publication 'Provision for gifted and talented pupils in physical education 2003-4' which can be accessed via www.ofsted.gov.uk.
- 4.6 Professional Development Programmes are run at national level, through the Coaching for Teachers scheme and by LEAs.

- 4.7 The Environmental, Culture and Sports Services Department, has now completed its Sport and Physical Activity Strategy which is out to consultation.
- 4.8 In Croydon the Community Involvement Manager (CIM), based in the Environmental, Culture and Sports Services Department, has responsibility for:
- Croydon Sports Partnership
 - Play
 - Active Lifestyles Team
 - Schools Funding Liaison Officer
- 4.9 The CIM works with schools, voluntary bodies and other professionals to:
- Enhance curriculum and after school sports recreation provision delivered to schools
 - Develop school / club links
 - Provide opportunities and advice to promote the benefits of a fit and active lifestyle
 - Enhance community development through health related and sport/recreational activities
 - Promote the benefits of sport, recreation and health related activities and their relationship to the wider government agenda on health, crime, regeneration, life-long learning, environment and social inclusion
- 4.10 The Croydon Sports Partnership includes a disability officer and provides curriculum support for Basketball, Netball, Hockey, Athletics and Fit/Active body. It works to develop after school activities in schools, weekend activities out of school and the summer holiday activity programme as published in 'Mega' each year. In addition it supports school-club links, partnerships with the private and voluntary sector and education for sports coaches.
- 4.11 The CIM works across borough boundaries on regional competitions, e.g. London Heathrow Youth Games, and manages the Play Development Group which produced the 2003-6 Play Strategy. He takes a leading role in Disability initiatives, which includes bidding for Sport England funding, and is also involved with the Active Lifestyles Team which has 8 officers. The Primary Care Trust funds a Children's Obesity Officer who works to the GP Exercise Referral Scheme.
- 4.12 Researching and applying for grants has become a growing feature of the work in this field, and given the considerable amount of energy and resources that have to be put into bidding (which may not always be successful), one wonders how long this activity will remain sustainable. The work of the Schools' Funding Liaison Officer is covered in the next section.
- 4.13 In Croydon all schools are expected to follow the National Curriculum and to provide some opportunities under OSHL. The Croydon Schools' Sports Council acts as an umbrella organisation for 11 sports and organises competitions and workshops for Key Stages 2, 3 and 4 in:

Athletics	Basketball	Cricket
Dance	Football	Hockey
Netball	Rugby league	Sailing
Swimming	Table tennis	

4.14 School Sport Co-ordinator Programmes are part of the Physical Education, School Sport and Club Links Strategy (PESSCLS), jointly funded by the Department for Education & Skills and the Department for Culture, Media & Sport and implemented by the Youth Sport Trust (YST). Funding can be used to appoint local scheme staff and the cost of cover to release teaching staff from schools.

4.15 **Croydon’s School Sport Co-ordinator Scheme** is intended to help schools to ensure that pupils spend a minimum of 2 hours each week on high quality PE and School Sport. The six areas it focuses on are:

- Strategic planning - develop and implement a PE/Sport Strategy
- Primary liaison - develop links particularly at Key Stages 2 & 3
- Out of hours learning - provide enhanced opportunities for all pupils
- School to community - increase participation in community sport
- Raising standards - raise standards of pupils’ achievement
- Coaching and leadership - provide opportunities in leadership and coaching for teachers, older pupils and Adults Other Than Teachers (AOTTs)

4.16 Three Partnership Development Managers (PDM) have now been appointed (one a year since 2002). They are responsible for working to develop the three school clusters, each cluster comprising families of one secondary school and 4 or 5 feeder primary schools. A specialist secondary ‘hub’ school features in each cluster, i.e. Woodcote, Lanfranc and Selhurst. The aim is to ensure that schools build better links and share access to their sports facilities, e.g. swimming pools, multi-use indoor courts and outside pitches within the local area.

4.17 It is intended that all schools will be included in a cluster by 2006, but the returns of the very small scrutiny primary school questionnaire showed that schools not already in a partnership cluster had no plans to join one in the next 12 months. There are 94 primary and 25 secondary schools in Croydon. The current cluster membership is set out below.

PDM Kate Wanstall based at the Davidson Centre 8655 1299

Westwood College	Virgo Fidelis Snr.	Norbury Manor High	Archbsp Lanfranc
Phil Edwards C. Beulah Junior Downsview Pr. David Livingstone St. Cyprian’s	St. Joseph’s Jnr. All Saints Junior St. Chad’s Primary Thomas Becket Rockmount Primary	Norbury Manor Jnr. Kensington Avenue Winterbourne J.G. St. James the Gt.	West Thornton Pr. Winterbourne J.B. Kingsley Primary Gonville Primary

PDM Fiona Quinn based at Woodcote High 8668 6464

Addington High

Fairchildes Pr.
Rowdown Pr.
Castle Hill Pr.
Applegarth Jnr.
Good Sheperd Pr.
Wolsey Junior

Ashburton

Davidson Jnr.
Ashburton Jnr.
Woodside Jnr.
Tollgate Jnr.

Thomas More

St. Giles School
St. Aidan's Pr.
Regina Coeli Pr.
Margaret Roper Pr.

Woodcote High

Chipstead Valley
Woodcote Junior
Smitham Primary
Byron Primary

PDM David Bold based at Selhurst High 8665 7989

Selsdon High

Gilbert Scott Inf.
Gilbert Scott Jnr.
Selsdon Primary
Forestdale Primary
Courtwood Primary

Selhurst High

Broadmead Jnr.
Elmwood Jnr.
Whitehorse Manor Jnr.
Cypress Jnr.
Priory School

St. Mary's High

St. Mary's Infant
St. Mary's Junior
Oval Primary
Park Hill Junior
Redgates School

Stanley Tech.

St. Mark's Primary
South Norwood Primary
Heavers Farm Primary
Rylands Primary
Bensham Manor

Haling Manor

Beaumont Pr.
Duppas School
Howard Primary
Purley Oaks Pr.
St. Peter's Pr.

- 4.18 Developing extra-curricular activity, increasing links between schools, the community, sports clubs and other organisations, even with the input of PDMs, requires a significant commitment from schools' staff. In secondary schools the main contacts are the Heads of PE and in primary schools are the Head Teacher, or, where they exist, PE co-ordinators.
- 4.19 To help keep schools in touch and abreast of new developments, PDMs are now responsible for regular mail shots and newsletters to all schools (previously produced by the Funding Advisor and the Professional Development Consultant for PE).
- 4.20 Every local education authority (LEA) in England is working in partnership with Primary Care Trusts (PCTs) to manage a local 'Healthy Schools' programme. Each programme has a local co-ordinator and a team from education and health supporting its management and delivery.
- 4.21 Schools are assessed for the HS award via a portfolio of evidence, and a formal accreditation visit. The initial requirements of the scheme are:

- To discuss participation with all staff before making a decision
- To place involvement in the scheme on the school development plan
- To identify a staff member to act as a lead
- To adopt a whole school approach setting up a multi-disciplinary steering group comprising the Head teacher, or nominated deputy, School Council representative, governor, parent, PSHE co-ordinator, school nurse etc.
- To conduct a pupil survey
- Work through an audit of current practice using an established healthy schools criterion
- Set initial targets based on audit results
- To prepare a portfolio of evidence for assessment

4.22 The National Healthy School Standard (NHSS) is jointly funded by the Department of Education and Skills and the Department of Health. It is part of the government's drive to reduce health inequalities, promote social inclusion and raise educational standards.

4.23 The overall aim is to help schools become healthier places in which to learn and work, a healthy school is one that is successful in helping pupils to do their best and build on their achievements. The Croydon NHSS has adopted the National Target of involving all schools with 20%+ free school meal eligibility at Level 3 to working towards National Accreditation by 2006. All schools should be participating by 2009.

4.24 Support is available, in the form of advice, information, the resources library, newsletters, INSET, and a PSHE network. All these activities are available free of charge and applicants can be linked with local schools who are currently involved in the scheme.

4.25 The local Healthy Schools Co-ordinator is Joe Adolphe, employed by the Education Department (PSHCE) and working from the Primary Care Trust's Lennard Road base in West Croydon. He can be contacted by telephone on 020 8274 6391, or by e-mail: joe.adolphe@croydon.gov.uk

5 The Issues

Facilities

5.1 The age and layout of many of our school buildings and grounds, do not readily lend themselves to the sports and physical activities teachers and young people want on the curriculum today. Many schools, governors and the LEA have worked hard to upgrade existing facilities and optimise what they can offer their pupils and staff, but there are many schools where the 'Sports' Hall is also used for meals, and where there are no all weather playing surfaces or showers.

5.2 While the mutual sharing of facilities between schools fits with current initiatives, existing geographical spread and transport links need to be taken into account. An audit of outside facilities in Croydon's secondary schools was carried out by the previous Professional Development Consultant for Physical Education, and the School Sports Funding Advisor in 2003 (see appendix C), in preparation for making bids to the New Opportunities Fund.

Funding

- 5.3 Local bids to the New Opportunities Fund (NOF) for PE and Sport (the New Opportunities Fund and the Community Fund have now merged to create the 'Big Lottery Fund'), have been successful in Croydon with £2.3 million allocated for improvements to local schools. Schools were supported in making their bids by the School Sports Funding Advisor.
- 5.4 This fixed-term post, jointly funded by the Environmental, Cultural and Sports Services and the Education Departments began in January 2002 for two years. The post was primarily created to obtain and utilise Croydon's £2.3 million from NOF and was extended to December 2004. The post-holder was based in the Environmental, Culture and Sports Services Department, reporting to an Assistant Director, but was also accountable to the Director of Education.
- 5.5 The post-holder also identified other funding sources and advised and supported schools in bidding for appropriate monies. Support was also given to other organisations e.g. Crystal Palace Football Club in formulating their bids, and on ad hoc items for the Parks and Recreation Division.
- 5.6 The £2,324,667 received from NOF was used in 12 Croydon schools on new and improved facilities as shown below. Funding is also obtainable for after school clubs and can cover the cost of coaching.

New Opportunities Fund – Croydon Schools and Projects 2004

School	Description	Capital Grant	Status	Revenue Grant
Selhurst High	Floodlit Synthetic Turf Pitch (STP) & Changing rooms	£770,327	Project completed 2004	£32,043
Selsdon High	Floodlit STP	£681,662	Project completed 2004	£6,000
Woodcote High	Floodlit existing court	£80,010	Project completed 2004	£10,000
Various Playgrounds	Multi games surfaces at Benson, Beulah Juniors, Castle Hill, Downsview & Westwood	£143,944	Project completed 2005	£10,000
Archbishop Lanfranc	Floodlit, re-surfacing	£108,289	Project completed 2004	£10,000
Rowdown Primary	Resurface playground	£81,788	Project completed 2004	£5,000
Davidson Junior	Resurface playground + root barrier trench	£82,474	Project completed 2004	£5,000
St. Giles	All weather surface	£75,489	Project completed 2005	£10,000
Addington	Floodlit multi games surface	£197,484		£16,728
Low Ropes	10 low ropes courses	£103,200	Submitted – currently preparing tendering process	£5,000

- 5.7 Some teaching staff have been funded to undertake coaching courses themselves to help address the shortage of qualified coaches, but this involves release from, and cover for, their teaching duties. This is a not an inconsiderable commitment for schools given that other areas of the curriculum are likely to have a higher priority than sports.
- 5.8 Some schools have become well versed in the process of identifying projects that are eligible for external funding and made good use of the School Sports Funding Advisor. Monies have also been obtained by some nurseries e.g. for special playgrounds, but colleges have not made any applications to date. Eligibility for some sources of funding is restricted to charities. Some schools' Parent Teacher Associations are registered charities and can therefore tap into these external funding streams.
- 5.9 All NOF grants include a requirement to make the new facilities open to the community and recipients are monitored for up to three years. On-going maintenance costs are not covered by the available grants. Opening up school sports facilities for increased community use will inevitably give rise to the need for higher levels of maintenance. Other factors include the problems of existing school building layouts which can make it difficult to provide separate reception areas and suitable changing facilities. The costs of extra lighting, heating, car parking, caretaking, cleaning and security have to be taken into the equation especially if facilities are open outside of school time.
- 5.10 The NOF grant does include a budget element for marketing which the schools manage but an officer in Environmental, Culture and Sports Services Department helps with marketing policies and methods. However the keenness of all schools to promote community use of their premises and whether schools are included in the range of possible sports facilities when members of the public make enquiries of the Council, is open to question. Taking bookings for school facilities from the community or other schools, limits the flexibility for that school's own use and while charges can potentially offset maintenance and other costs it also adds significant administration costs which would not be confined to school time.
- 5.11 The financing of sports facilities are onerous. For example a single Astroturf pitch costs £10,000 a year to maintain. Schools that consider using public facilities such as recreation grounds are finding them less well maintained. This lack of maintenance can soon contribute to recreation grounds becoming a mess, increasing the likelihood of vandalism and thereby decreasing the numbers of prospective paying customers.
- 5.12 The very real benefits of new sports facilities in Croydon schools are evident, as seen on the Working Party's visit to Woodcote High School. As well as providing much needed new facilities in an ageing school building, they also give a tangible message to pupils and staff and they can take pride in their own efforts and in their school. Self-esteem is an important component of good mental health.

Access

- 5.13 The profile of sports in schools and the community has undoubtedly been raised through government initiatives, press and public attention, but the practical arrangements require considerable effort.

- 5.14 The current Department of Health (DoH) recommendations are that all young people should participate in physical activity of at least moderate intensity for one hour per day including organised sport, play, walking or cycling to school, PE or planned exercise. The DoH talks of school sports and physical education being an important component of the strategy to address overweight and obesity, and that in school a holistic approach is required in order to develop active lifestyles at a young age and to encourage lifelong participation.
- 5.15 The holistic approach it recommends includes measures to increase participation sports and PE, e.g. in non-competitive activities, physical activity in break-time, playground facilities and promoting walking or cycling to school. Increasing the numbers of those cycling to school has been shown to be inhibited by three major factors, parental fear of heavy traffic, the lack of separate cycle routes, and the lack of secure provision for cycles in most schools. Surveys suggest that the third is of particular concern to pupils and where schools have made secure storage available the numbers of those cycling to school has increased.
- 5.16 The personal willingness of young people to participate in extra curricular activities varies for a host of reasons. Where sport is concerned having to wear shorts has been demonstrated to reduce the participation of young women in particular. Where this requirement has been broadened to allow track suit bottoms to be worn the numbers of those taking part has increased in almost all cases. While there may be cultural issues for some young people and their families, it is also the natural teenage concern about their changing appearance and the pressure to conform to external images of beauty that inhibit the involvement of those who may need it most.
- 5.17 Children are at school for only about 200 days a year. Forming a habit of daily physical activity requires physical places to be active in and the freedom to get to them. Roger Mackett, Professor of Transport Studies at University College London, studied 195 children aged 10 to 13 from Hertfordshire market towns with high car ownership. The children were fitted with portable motion sensors and required to keep activity and travel diaries for four days. The sensors measured the number of 'activity calories' used by the children which is the amount of energy burnt in activity, as opposed to calories used in maintaining bodily functions. He found PE and games lessons to be the most intensive activities, burning 3.1 calories a minute, with unstructured ball games and walking at 2.5, structured sport at 2.2, cycling and school break-times at 1.9.
- 5.18 His research showed that PE and games lessons were very beneficial but lasted only 70 minutes a week as compared with 210 minutes a week in unstructured play. He concluded that "Letting children go out to play is one of the best things that parents can do for their children's health". The Princes Trust's report 'No Ball Games?' published in August 2004, draws similar conclusions and urges local authorities, private enterprise and the Government to increase the number of facilities available to the young. It went further, "The 'no ball games' mindset in city estates pushes young people into crime and anti-social behaviour." It is understandable that residents do not want shouting children and the thump of ball at their walls and windows, but too many authorities fail to consider other areas where children could play.

- 5.19 A survey commissioned by the Trust showed that 90% of the people interviewed thought that too few facilities are available to the young. More than half believed that playing games is an ideal means of keeping the young out of trouble while helping them to grow in confidence and skill through benefits such as team-building and motivation. A large number of people referred to their own childhood experience when it was possible to play ball games in the street and they felt the opportunities that were open to them are not available now.
- 5.20 The willingness of parents to let children 'out to play' is a limiting factor. This is especially true where fear of crime is high and supervision in parks is a thing of the past. While the age of children is obviously a consideration so too is the distance to suitable facilities.
- 5.21 The cost of accessing sports centres for those on low incomes can be prohibitive and any additional transport issues and demands on parental time further mitigate against their use. Participation in sport can make a real contribution to reducing social exclusion, but pricing policies that effectively exclude poorer families contribute to the danger of some sports becoming middle class preserves. This is a view shared by some of those actively working to increase participation in sport.
- 5.22 Responses to the questionnaire sent to 12 Croydon primary schools by the working party (see appendix B), showed that lack of time was the most frequently cited reason for not providing more sporting activities. One of the responding head teachers said that it was the commitment and contributions of staff and parents that made her school's high level of sporting activity possible. Also her husband volunteered about two hours a week to make the necessary arrangements for practices and matches (some on Saturday mornings) organised by volunteers. Escorting classes off the school premises requires a higher ratio of adults than class teaching in school. The time taken to get children to a facility and for clothes changing, can cut down on the actual activity time or on the rest of the day.
- 5.23 Many schools now have their own mini-buses which literally increase the range of sporting possibilities and reduce travelling time as compared with other methods of transport. However the changes to the car licence regulations in 1997 have left some teachers unclear about their insurance position and **clear** advice on this has not been forthcoming from the licensing agencies.
- 5.24 The LEA has written to the DVLA on this issue but to date had not received a reply. Head teachers have nothing with which to reassure their staff on this point and consequently have difficulty in finding enough mini-bus drivers. The National Union of Teachers Website offers links to the Institute of Advanced Motorists who have produced a small guidebook which does cover the appropriate regulations, but there is nothing specifically aimed at teachers which could be located during the course of this review. The DVLA seem to take the line that there is not really a problem and so does not produce a publication stating this fact.

Community Use of Schools

- 5.25 Principle 15 of Croydon's School Organisation Plan states "That the opportunities for schools to provide a community resource continue to be explored and developed further. That the scale of charges to schools be reconsidered as a mean of promoting greater use of schools for community needs."
- 5.26 The definition of community in this context is significant. In line with the above statement the schools contacted in this review see the community as the immediate locality and those with connections to the school, e.g. relatives and friends of pupils and staff, and other local schools and clubs. The NOF definition tallies well with this and the desire to keep charges low to encourage greater use.
- 5.27 Sport England differs in that it thinks of 'community' in terms of the general public. This would require a range and standard of facilities beyond the scope of most schools and would need to be run as a fully fledged commercial venture, charging commercial rates and providing additional facilities, for example, crèches, hair dressing and bars.
- 5.28 One of the features of 'community use' is its philanthropic nature. This is about sharing resources that local people want and need, ideally as near to cost as possible. Woodcote High School has achieved Specialist Sports College status and worked to encourage local clubs to use their upgraded facilities. They do not charge commercial rates which makes them affordable but then their facilities do not come with added commercial services.
- 5.29 Their gym is open to the community from 3.30-9.30pm each day, 46 weeks a year. A qualified fitness instructor is employed and the appropriate liability insurance in place. 33 different community clubs currently use the school's facilities each week. There are practical issues involved in using the building for extended periods, e.g. the fitness suite has to be cleaned between the end of school use and the 3.30pm start for community use. Public use also increases the need for lockers, showers, heating and security.
- 5.30 The community use of the school is expected to be self-financing but investment in improved facilities, e.g. upgrading an existing pre-fabricated building into a 'pavilion' with changing rooms, lavatories and washing facilities alongside the illuminated pitch, needs a critical volume of future bookings to justify the outlay. This is difficult to obtain if the present facilities are not currently attracting external users.
- 5.31 There are clear benefits to the school's students and the school has worked hard to encourage clubs using the school to have youth sections so that its own students can be included, but many clubs feel that the facilities are not big enough. Clubs usually want a communal room.
- 5.32 Public transport links to the school are poor though there is free street parking nearby. However this could become a contentious issue for local residents who are an important part of the school's local community.

5.33 A Steering group of the School Governors manage the sports related developments. The additional funding that being a Sports College attracts has enabled the school to develop their sports facilities and ways of working and Woodcote is seen as a successful Sports College. It has undoubtedly benefited from this accreditation in many ways and is consequently considering a second specialism in Creative Arts. However Sponsorship will need to be sought for further developments at the school.

6 The Findings

- 6.1 While the benefits of sport and physical activity are clearly recognised by most agencies the time allocated to school sport within the curriculum has to be weighed along with other pressing priorities. The Healthy Schools Programme should help to realign some conflicting priorities and the advent of Children's Trusts should bring with it a more holistic health perspective. However making comprehensive information consistently available across agencies to ordinary families on accessible facilities out of school time has not really been addressed.
- 6.2 A visit to Selsdon High school which has a unique contractual arrangement with the Monks Hill Sports Centre next door for its exclusive use between 8am and 6pm on school days, demonstrated that sharing facilities can be problematic. The new Astroturf pitch was well used but virtually every goal post was broken. The school had reported this to those managing the sports centre but nothing had been done. Parts of the centre appeared not to have been cleaned for ages and the boys changing room presented several health and safety issues. The school reported that in addition to paying an annual fee it had purchased additional equipment which the Sports Centre hired out but did not maintain. Located in an area of local authority housing with many families with young children, the Sports Centre is closed from 1.30pm on Sundays. The working party were informed that local children climb through or over the security fence to play football on the Astroturf pitch when the Centre is closed.
- 6.3 Since their visit the working party have been informed that the maintenance issues at the Monks Hill Sports Centre are being addressed and that the Community Involvement Manager has been temporarily based there to work more closely with the school and oversee improvements.
- 6.4 As the primary school questionnaire confirmed time is a real issue especially when accessing off site facilities. This is particularly true for swimming when public transport or coaches may have to be used (which can cost more than the use of the pool). The number of adults needed for supervision, including in the changing rooms makes external swimming trips an expensive and major undertaking. Consequently most classes get one session a week for one term in some years.
- 6.5 Added to this, the ruling in Croydon's public pools that one adult must accompany each child under 5, prevents many parents taking their under 5's swimming because they do not have other adults available to assist with their other children. Knowing how to swim can save lives, there are no 1:1 ratios guaranteed at the seaside or by rivers and ponds.

If as a community we do want to encourage children to learn to swim, ways of helping motivated parents with more than one child must receive more consideration.

- 6.6 No sports or physical activity is without risk. Personal development is enhanced by pitting oneself in new and testing situations. All the new sports and physical activity initiatives will not succeed if parents do not support their children in allowing them to take some reasonable physical risks. The trend towards the American habit of litigation is inhibiting those who would willingly do more in terms of activities off site and outside school hours and is raising the costs of insurance. Risk management is very important and should include the reduction and where possible the elimination of hazards. This will not always be possible and so the remaining hazards must be assessed on the seriousness of, and the **likelihood**, of possible injury. This is best addressed through having competent teaching and supervision and regular checks and maintenance of equipment and facilities.
- 6.7 The logic of building, what are unavoidably expensive, sport and activity facilities so that the local community can get optimum use from them as well as local schools makes obvious sense. If this is the direction of travel then the design and location of facilities needs to take the views of the community into account at the planning stage. If local people feel that they had a real say, helped to influence the decisions and management of the resulting facility, their commitment to it is bound to be more positive and evident.
- 6.8 The future development of recreation facilities also needs to take into account the borough wide spread of all accessible sports and recreation facilities so as to contribute to the best distribution of facilities to Croydon schools and residents.
- 6.9 Given the effort that Government Departments and local agencies are putting into improving the regular take up and continuing involvement in physical activities it will be important to be able to measure improvements in pupils' and school leavers' health. To do this a baseline needs to be established which is made publicly available and has the potential to enhance parental involvement.
- 6.10 The involvement of School Governors is very important in helping to achieve healthier schools and pupils. Staff need their support and critical friendship to sustain the levels of energy and commitment that so many teachers demonstrate, without which the 'out of school hours' activities can not succeed. The other area they need to consider are the 'un-healthy' eating options available in the school and education on sensible eating.
- 6.11 School Governors are also key players in obtaining and maintaining better sporting and physical activity opportunities for schools. The test of success in this respect is that the pupils stay involved and that the facilities are well used, maintained and updated over time. Any disruption to the PE curriculum also needs to be monitored. Sports halls are often used for examination and other purposes. Ofsted should be looking at this aspect of curriculum delivery.
- 6.12 Opening up schools to community use does bring with it many practical issues and attendant costs. Woodcote High School have addressed and tackled many of these issues but it has been a new learning experience for them.

There seems to be little in the way of advice available to schools on these points and working party members are concerned that other schools beginning to go down this road will have to reinvent the wheel. The forthcoming 'extended schools' will presumably have to address similar practical issues in the course of their development and centres of excellence in other disciplines may also share some of the same complications.

- 6.13 It would be hard to underestimate the contributions made by teachers and volunteers in trying to maintain a range of sporting and physical activities for Croydon's children and young people. Organisations like Croydon Sports Council play a very significant role. Retaining existing volunteers, who are generally an aging group, and encouraging new volunteers is therefore very important. Qualified sports coaches are also increasingly in short supply. There are new training opportunities to enable individuals to obtain qualifications, but people who commit to such training are increasingly expecting to be paid for their services.
- 6.14 The responses from young people to the recent Croydon Youth Service questionnaire said that their favourite activities were sports, socialising and the performing arts, and when asked what they wanted, the response was better maintained and equipped youth clubs, more opportunities to meet other young people and a wider range of activities.

7 Conclusion

- 7.1 The demands on schools have never been greater. Generally primary schools benefit from regular parental contact but have fewer specialist staff and facilities on site than secondary schools. Secondary schools increasingly draw their pupils from a wider geographical area including from across borough boundaries. This reduces the identification that pupils and their parents will have with the area local to the school especially outside of term time.
- 7.2 Schools play a crucial role in introducing children and young people to new activities and opportunities. However if active lifestyles are to be embraced by pupils it is important that their chosen physical activities can be sustained at weekends and during school holidays. The pressures on curriculum time suggest that no more than two hours a week are likely to be available during core time. The use of lunchtimes and after school hours is therefore necessary to meet health and Government aspirations. This will involve the good will and involvement of teachers, parents and other volunteers, whatever professional input is available.
- 7.3 Research is unequivocal in showing the health benefits of physical activity to adults, young people and children. If we as adults are disinclined to set time aside for physical activities or to use existing facilities we can not then be surprised that the next generation takes a similar view.
- 7.4 Making sports and recreation spaces, places where people would want to be, demonstrates not only the value in which the Council and other bodies hold sports and being physically active, but really more importantly the value placed on people themselves.

SCRUTINY SUB-COMMITTEE for LEARNING & LEISURE
14th September 2004

Agenda Item No: 13

**Subject: Terms of Reference for a Scrutiny Review of
School Sports – a Healthy Investment**

Lead Officer: Head of the Executive Office

<p>1 RECOMMENDATIONS</p> <p>1.1 The Sub-Committee is asked to consider, comment and agree the terms of reference of this review.</p>

2 INTRODUCTION

- 2.1 At its meeting of 22nd June 2004 the Sub-Committee agreed to conduct this review. It set up a working party comprising Councillors Greta Sohoeye (Chair), Ian Atkins, Graham Bass, Pat Clouder, Brian Udell and Mrs. Ann Scowcroft.
- 2.2 On 7th July, working party members attended a briefing session where Elisabeth Floyd, the Professional Development Consultant for Physical Education, Mick Pittaway, the Community Involvement Manager from the Sports Service and Alistair Hill, Assistant Director of Public Health, from the Croydon Primary Care Trust (PCT) gave an outline of their roles and addressed current issues within their remits relating to School Sports.
- 2.3 On 11th August the working party met again to consider the issues, scope the review and draft its Terms of Reference. This report sets out the Terms of Reference agreed by the working group.

3 DETAIL

3.1 Aim

The aim of this review is to examine how the Council can support and facilitate schools in providing a varied programme of sports and opportunities for physical activity to the children and young people of Croydon, and to make recommendations which could enhance their role in encouraging children and young people to develop and sustain active lifestyles into adulthood.

3.2 Objectives

- To raise the profile of the health and social benefits of physical activity
- To look at examples of good practice and to identify barriers to their wider implementation
- To examine equality of access to specialist facilities
- To explore issues concerning the availability of qualified coaches and volunteer support
- To review links between schools, clubs and other providers, and opportunities for physical activity including unstructured play

3.3.1 Scope

This review was commissioned at a time when considerable national publicity was given to the increasing proportion of overweight adults and children in the population, and in particular, to the scale and seriousness of childhood obesity. It is scientifically accepted that when the energy contained in food eaten exceeds the energy expended by an individual in physical activity, that weight gain will occur. This review will concentrate on the promotion of physical activity while recognising that a healthy diet is as important to general health.

3.3.2 It has been acknowledged by Government that sports and physical activity can also make a wider social contribution. The positive benefits to individuals in terms of physical and mental health, lifelong learning and social inclusion do impact on family and community life, health and other national and local services, and can also have a positive impact on the environment, regeneration and crime reduction. Therefore this review will seek to use any opportunities to promote sports and physical activities in schools.

3.3.3 The review will seek to provide an overview of what is currently offered:

- In schools as part of the core curriculum at the various key stages, e.g. dance, games, gymnastics, swimming, athletics;
- In schools' out of hours opportunities, including issues concerning staffing and the time made available;
- In venues outside individual schools that can be accessed by pupils;
- The appeal of different sports and physical activities and the subsequent take-up levels by children and young people.

3.3.4 The review will seek to assess the local impact of the Government's framework for Out of School Hours Learning (OSHL) and the development of the Physical Education, School & Club Links (PESSCL), and School Sports Partnerships which are making progress in linking clusters of schools in order to maximise the use of existing and developing facilities between and beyond individual schools.

3.3.5 The review will seek to work with those developing the Sports and Physical Activity Strategy which is anticipated as a consultation draft in October 2004.

3.4 Stakeholders involved

- Council Officers involved in developing sports and physical activities in schools
- Staff in schools and supporting organisations
- The public

3.5 Methodology

- To agree a working party project plan
- To receive briefings from specialist staff on strategies, funding and facilities
- To visit a new 'Sports College' to see what can be provided
- To obtain the views of those providing and using existing services
- To undertake a document review to find examples of good practice from other authorities
- To work with those developing the Sports & Physical Activity Strategy

3.6 Resources and end date of the Review

- The time given by Members of the working party;
- Scrutiny Policy Officer's time with input from colleagues of the Education and Environmental, Cultural and Sports Services;
- Time given by the Democratic Services Business Manager;
- The Scrutiny budget.

3.7 Analysis

Working party Members will review the information gathered, formulate and agree their findings. Proposals to address these findings will be drawn up as draft recommendations and discussed with officers responsible for the operation of services and other stakeholders. This process should test the feasibility of the draft recommendations.

3.8 Recommendations

The final key recommendations will be set out in a report for the agreement of the Sub-Committee, which should forward the agreed report to the Scrutiny & Overview Committee for ratification. The Committee will be asked to endorse the report and to commend it to Cabinet. Recommendations accepted by the Cabinet should result in the production of an implementation programme and include identified dates for progress follow up and for a scrutiny evaluation. The Sub-Committee will monitor the progress of the implementation programme.

4 PERSONNEL CONSIDERATIONS

None for the purposes of this report.

5 FINANCIAL CONSIDERATIONS

None for the purposes of this report.

6 LEGAL CONSIDERATIONS

None for the purposes of this report.

7 EQUALITIES CONSIDERATIONS

One of the objectives of the Scrutiny & Overview Committee is to make recommendations for improvements to the quality of life for Croydon's residents. As part of its 'well being' duty the Council will continue to have regard to the accessibility of opportunities and facilities for all residents.

8 ENVIRONMENTAL CONSIDERATIONS

None for the purposes of this report.

9 CRIME AND DISORDER CONSIDERATIONS

There is evidence that getting children and young people engaged with sports and physical activities can act as a diversion from anti-social behaviour and criminal activity. It is recognised that young people who feel good about themselves and develop social competencies are far less likely to become offenders. Sport and physical activity can make a real contribution in this regard and this review will seek to address increasing the participation of children and young people.

10 HUMAN RIGHTS CONSIDERATIONS

None for the purposes of this report.

Report Author: Joan Matlock, Policy Advisor (Scrutiny)

Contact Person: As above on extension 47011

Background Documents: None

Outline of Review of Activity

- 22.06.04 **Learning & Leisure Sub-Committee** Review subject confirmed and Working Party formed, Chair: Cllr. Greta Sohoje
- 07.07.04 **Working Party** received briefings from Education, Sports Service and Public Health Officers. Members began to look at issues for the review.
- 11.08.04 **Working Party** defined scope and focus of the review and planned the work including visits to be made.
- 31.08.04 Officers interviewed Kate Wanstall, School Sports Funding Advisor and provided information to Working Party Members.
- 06.09.04 **Working Party** received a briefing from Emma Wiggins, Policy Unit Manager, Environmental, Cultural and Sports Department.
- 14.09.04 **Learning & Leisure Sub-Committee** Terms of Reference approved
- 29.09.04 Sanderstead, Croham, Selsdon & Ballards Neighbourhood Partnership Questionnaire.
- 18.10.04 **Working Party Visit** to Thornton Heath Leisure Centre
- 16.11.04 **Learning & Leisure Sub-Committee** Progress Report
- 03.12.04 **Working Party Visit** to Woodcote High School
- 06.01.05 **Working Party** to analyse gaps and overlaps consider findings to date
- 11.01.05 **Learning & Leisure Sub Committee** Progress Report
- 03.02.05 **Working Party Visit** to Selsdon High School **Working Party meeting** to agree review findings and draft recommendations.
- 17.02.05 **Working Party meeting** to agree draft report
- 08.03.05 **Learning & Leisure Sub Committee** Final Report with a summary of the review process, its key findings and recommendations.
- 10.05.05 **Scrutiny & Overview Committee** will be asked to ratify the review report and pass its recommendations to Cabinet for their consideration.

SCRUTINY REVIEW OF SCHOOL SPORTS QUESTIONNAIRE

12 questionnaires were sent to primary schools in the borough, the majority of which were not known to be in the School Sport Co-ordinator Programme (information is already available for the two established clusters and work is being undertaken on the third). All ten Neighbourhood Partnership areas were targeted and 6 responses were received by the closing date of 17th December 2005 and one on 10th January 2005.

1 In your school are pupils in an average week able to take part in sports and other physical activities?

Responding Primary Schools	Less than one hour a week	Less than 2, more than 1 hour a week	More than 2 hours a week
1			
2			
3			
4			
5			
6			
7			
8			

2 In your school in which sports or physical activities are your pupils able to take part regularly?

	1	2	3	4	5	6	7	8
Athletics								
Basketball								
Cricket								
Dance								
Football								
Gymnastics								
Hockey								
Netball								
Swimming								
Table-tennis								
Country running								
Judo								
Rounders								
Rugby								
Short Tennis								

3 Do your pupils have to travel off site to take part in any of the above activities?

	Another school within the borough	Another facility within the borough	Another school outside the borough	Another facility outside the borough	Travel method
1					
2					
3				Swimming	Coach
4	Swimming				Coach
5					
6					Coach
7				Swimming	Walking
8	Swimming				Walk or bus

4 Would you offer the question 2 activities more frequently if you could?

5 If you answered YES to question 4, what prevents you?

	No	Yes	Question 5 answers
1			Lack of time
2			School focuses on creativity and music
3			Lack of time
4			Sport fully catered for
5			
6			The expense and lack of time
7			Lack of time
8			Lack of time

6 Please outline any methods successfully used in your school for encouraging children and young people to increase their participation in sport and physical activities, inside or outside of school.

1	After school clubs. Sports Partnerships.
2	
3	
4	Very good teaching – appropriate allocation of curriculum time – very good selection of after school clubs.
5	
6	Croydon Sports Partnership. Netball & football clubs run by parents. Saturday morning football for boys/girls.
7	The good will of staff to provide extra curricular sport.
8	We have football clubs for years 3&4, and years 5&6 (run by teachers) + Saturday session (run by parents). Netball club for years 5&6. Swimming is done very regularly in school hours.

INFORMATION ABOUT THE SCHOOLS

The schools were promised that the information they provided would not be attributable to an individual school. However some did provide the information summarised below.

	School has a Link Primary Teacher	Part of a School Sports Partnership Cluster	Planning to join a Partnership Cluster in next 12 months
1	Yes	Yes	-
2	No	No	No
3	No	No	No
4	No	No	No
5			
6	No	No	No
7	No	No	No
8	Yes	Yes	-

	Approximate numbers of pupils			Age range/s		
	Girls	Boys	Pupils with a disability	Nursery	Infants	Junior
1	110	220	1			
2	180	180	0			
3	240	230	2			
4						
5						
6						
7	100	110	0			
8						