Sport 21 2003-2007
The National Strategy for Sport

Shaping Scotland’s Future
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Foreword by Jack McConnell
MSP, the First Minister

The Scottish Executive shares the vision for Scotland set out in Sport 21 in 1998 and on which this update is founded.

We want sport to be available to all. We want to see increases in participation among all age groups with all the benefits this will bring to individuals and communities.

In sport as in other areas we want all our people to develop and realise their potential. We want everyone to have fun and enjoyment and be the best that they can be.

We want Scotland to be a successful sporting nation, competing on the world stage with pride, honour and distinction. We recognise the role that sport can play internationally as well as at home in promoting understanding, breaking down barriers and celebrating diversity.

We also have a vision of a Scotland that is fairer, where there is equality of opportunity for all and where no-one gets left behind.

Sport has an important contribution to make. It is an essential ingredient in our quality of life.

‘Sport 21: Shaping Scotland’s Future’ demonstrates clearly and convincingly how sport fits into and contributes towards the Scottish Executive’s wider objectives. It will guide the policies and actions of the Scottish Executive over the next four years as the original Sport 21 has done over the last four. We look forward to working with other key stakeholders in delivering the strategy.
Foreword by Dr Elaine Murray MSP, Chair of the Sport 21 Review Forum (and Deputy Minister for Tourism, Culture and Sport)

As Chair of the Sport 21 Review Forum, and as Deputy Minister for Tourism, Culture and Sport, it was a pleasure to work alongside representatives of the key stakeholders involved in developing and delivering sport in Scotland. Their input in shaping this strategy has been invaluable and I would like to thank them all for their contribution. I would also like to make particular mention of sportscotland, who developed, managed and co-ordinated this review process on behalf of sport in Scotland.

From the outset, there was a clear understanding and emphasis of the contribution sport can make to health and education, reducing crime and improving our quality of life. It was also clear that to make this strategy work for sport, a strong and meaningful partnership working across all the public, private and voluntary agencies is essential. This was echoed through the extensive consultation with and responses by key partners and organisations at national, regional and local level with various interests. All feedback was much appreciated and duly fed into the review process. The timing of this review also enabled us to link in with visions and targets in other cross-cutting strategies such as the National Cultural Strategy and the recently published Physical Activity Strategy.

Together, we have now set a key challenge for 2020 – an aspiration for the Scottish nation to broaden its involvement in sport. Eleven key targets for 2007 have been identified that, on the basis of current knowledge and understanding, are considered the most important in beginning the journey towards achieving that challenge.

The aim now is to ensure that partnership working takes forward the delivery of the key challenge and targets. We all need to sign up to this strategy and focus and combine our resources and energies over the next four years and beyond. The Sport 21 Review Forum will have a key role in the implementation process which will need to verify that the targets are ambitious but achievable. This is an opportunity for all of us involved in sport in Scotland to come together and play our part in ‘Sport 21: Shaping Scotland’s Future’.
This document sets out the developed strategy for sport in Scotland until 2007 and beyond. A great deal of thought and effort has gone into its creation, with many people contributing over a long period of time. Although the document has been produced by sportscotland, in a very real sense the strategy’s author and owner is the whole of Scottish sport.

Sport is important
Sport makes a unique contribution to Scottish society. It significantly improves the nation’s health, it supports employment for tens of thousands and it helps the economy to flourish. Sport is intrinsic to Scotland’s culture and sense of pride, making a positive impact on communities across the country. It’s also highly valued by the many thousands of individuals who continue their close involvement as participants, coaches, leaders and administrators, and by the growing number of professional officers now working in Scottish sport.

Sport can lift the spirit of the nation. It can provide direction and purpose. It can develop leaders and it can teach lessons of endeavour, of winning and losing. Sport can build confidence and self-esteem, it can challenge and inspire, it can entertain us. Most of all, sport has a limitless capacity to provide endless hours of enjoyment and fun.

In all its forms, sport is a key aspect of life in Scotland today.

Definition of sport
Our definition of sport is that adopted by the Council of Europe. It’s both broad and inclusive:

“Sport means 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 competitions at all levels.”

(Council of Europe, 2001)

This definition implies that involvement with sport is valued at all levels, however casual. However, Sport 21’s clear priority is to get more Scots playing
more sport more often, and to allow everyone in Scotland to raise their aspirations and realise their full potential.

Sport does not equate directly to physical activity, which, for instance, includes walking to work, housework, gardening and play as well as sport. Nor is it presumed that sport equates to physical education, which involves instruction for a particular purpose.

While sport can make a contribution to physical activity and health, it is by no means the only contributor; also, a physically active nation will not necessarily be a sporting nation. Thus Sport 21 is not the national strategy for physical activity (already published), but rather the national strategy for sport. This means everything from the informal world of sport as community recreation to the more formalised, structured world of sport that comprises sports development at all levels.

A shared vision
Sport 21 affirmed the importance of sport in Scotland. It championed the intrinsic value of sport to the individual and to communities. It also recognised sport’s instrumental role in society. This is perhaps why it so successfully secured the confidence and ownership that turned Sport 21 into a truly national strategy.

Equally important was the fact that Sport 21 was a shared vision, arising from the aspirations and critical reflections of all sporting interests in Scotland. Prior to its publication in April 1998, Sport 21 went through 18 months of gestation, reflection and consultation. The views expressed in the strategy document were not those of a single organisation but the synthesis of all the perspectives of those who had participated in the consultative process.

Sport 21 has been endorsed by the Scottish Executive and the Scottish Parliament. It has been adopted in various policy statements made by the Scottish Executive and has influenced recent spending decisions in the Scottish Budget. Sport 21 is regularly referred to in the Scottish Parliament during debates. It also shapes the thinking of development plans for sport in local authorities and national governing bodies of sport. Recently its three visions were adopted in the reform of sportscotland’s structure. However, its targets were designed for delivery by March 2003 and therefore the strategy needed to be updated to build on the achievements witnessed since 1998. The update aligns Sport 21 with the Scottish Parliament electoral cycle, to help ensure that sport continues to contribute to Scotland’s wider policy agenda.
And so it is again in this update of the strategy. Again the core focus is on individuals and the benefits and enjoyment that they can obtain from active participation and involvement in sport. Again there is a desire to secure for Scottish society the contribution that sport can make to many areas of Scottish life. And again, Sport 21 2003-2007 has taken full account of the outcomes of the consultative debate that took place between June 2002 and February 2003. Scottish sport has reason to be grateful to all those who have participated so enthusiastically in the debate thus far and for the many positive suggestions and proposals that have come forward. These contributions have ensured that the strategy is both comprehensive and practical.

The 1998 strategy was reviewed thoroughly: in September 2000 (sportscotland, 2000), and again in the consultation process mentioned above. The results of this second consultation process are detailed in ‘Time to Consider Progress’ (sportscotland, 2002c), which also explains the thinking behind the current update of Sport 21. Both reviews have contributed to this thinking. The 2003 strategy is also intended to fit in with a number of other national and governmental strategies, at Scottish and UK level. Many of these are highlighted throughout this document.

The updated strategy is founded upon values and principles and firmly grounded in the three long-term visions (set out opposite and inside the dust jacket of this document). Its goals are not only long-term, however – the strategy is also designed to be a framework for action that will underpin the development of Scottish sport over the next four years and beyond. While providing a general framework, it also sets out some specific commitments and identifies a wide range of complementary actions to take forward the development of sport.

Shaping Scotland’s future

For the strategy to be effective it will need to be driven forward energetically. Achieving its challenge and targets will require implementation plans which set out how this will be done. The plans will need the commitment of all the appropriate partners in Scottish sport. Thus implementation of the strategy will be carried forward by a series of Sport 21 National Implementation Groups (explained in detail later).

The new strategy contains many different objectives; however, it can perhaps be distilled down to the key challenge for 2020 and the eleven targets for 2007. It has been strongly influenced by values and principles agreed in 2002. If you remove the dust jacket of this document, you’ll find these key elements of the strategy printed on the reverse. They might be a useful reference over the next four years as you play your part in realising the strategy’s aims.

That’s the crucial point. Sport 21 sets out objectives and structures, but we need each other’s help to bring the visions to life. If Scottish sport works together, we can make the Scotland of the future a place in which all the benefits of sport are widely and fully enjoyed. Physical health and fitness, mental well-being, social inclusion… the effects of realising Sport 21 would be felt by every single person in the country. Let’s shape a better Scotland.
A vision for Scotland
A country where sport is more widely available to all
A country where sporting talent is recognised and nurtured
A country achieving and sustaining world class performances in sport

Everything contained in the Sport 21 2003-2007 strategy is founded on these three visions. It’s important to see them not as separate objectives, but as three equal parts of a single vision for Scotland. Everyone who works to achieve any part of the Sport 21 strategy is ultimately contributing to all three elements of this vision.

Sport 21 values and principles
The strategy has been informed throughout by the following principles:
- participating in sport can improve the quality of life of individuals and communities, promote social inclusion, improve health, counter anti-social behaviour, raise individual self-esteem and confidence, and widen horizons
- age, gender, disability, faith and ethnic origin should be no barrier to access to sport
- national and local sports organisations need to work in partnership with the community from which their participants come
- Scotland’s increasing cultural diversity should be acknowledged and celebrated
- decisions about public funding of sport should be informed by valid and reliable evidence and based upon clearly understood criteria.

The strategy for sport aims to build on these principles in order to:
- promote the values of democracy, integrity, fairness, respect, social justice and equality
- realise the sporting potential of Scotland’s citizens
- ensure that all those who wish can contribute to, get enjoyment from and benefit from Scotland’s sport
- extend participation in sport by children and young people both in school and beyond
- increase opportunities for celebrating Scotland’s sport both in Scotland and abroad
- stimulate and celebrate excellence in all areas
- encourage and value individual sportspeople.

Finally, the strategy will seek to:
- be transparent in decision-making, with clearly stated objectives
- focus available resources on these objectives
- make decisions at the right level
- provide for all needs and avoid duplication
- encourage partnership and joint working
- enable and empower, not control and constrain
- be guided by accurate research and information.
A changing context for sport

Sport provides enjoyment, fun and a sense of achievement derived from being the best you can be – simple benefits which are still the main reason for this strategy. Sport offers much more, however. Its wider benefits are generally acknowledged: a recent opinion poll confirmed that Scots value sport not only for its contribution to the quality of life, but also for its role in personal and community welfare.

The importance of sport

Clearly, sport will not solve all of Scottish society’s ills. But it can help to:

- improve people’s physical and mental health and well-being, including basic movement patterns, co-ordination and skill
- promote and enhance education and lifelong learning
- further social inclusion
- promote active citizenship
- combat anti-social behaviour
- assist economic development
- develop knowledge and understanding of the outdoor environment
- provide inspiring role models and generate national pride.

Sport 21’s clear priority is to deepen and extend people’s involvement with sport, allowing everyone in Scotland to raise their aspirations and realise their full potential. To achieve this, we will have to look beyond the boundaries of the sports world. Sport in Scotland is affected by many wider issues, including: more and more companies operating on a global scale, national cultures becoming increasingly similar, changes in the environment, advances in science and technology and increasing concerns about the gap between the world’s richest and poorest people.
We must also bear in mind that some initiatives for sport are set within a UK-wide programme determined by UK Sport. This body has specific responsibilities for:

- co-ordinating support to sports in which the UK or GB competes internationally
- tackling drug misuse in sport
- co-ordinating policy for bringing major international sports events to the UK
- representing UK sporting interests at international level
- supporting governing bodies of sport that have a GB or UK remit.

The implementation of this strategy will need to take account of the UK Sport ‘Investing in Change’ programme for modernisation of governing bodies.

Scotland is also represented in the ‘Sports Cabinet’, chaired by the Secretary of State for Culture, Media and Sport, which includes the Ministers responsible for sport in England, Wales, Scotland and Northern Ireland. Scottish sport is also influenced by UK policy, as contained in the policies and strategy of the Department for Culture, Media and Sport (DCMS): ‘A Sporting Future for All’ and the joint DCMS/Strategy Unit report ‘Game Plan: a strategy for delivering Government’s sport and physical activity objectives’. In addition, the influence of the international federations of sport must be borne in mind.

Although it is important to acknowledge these external influences, a strategy for sport in Scotland must also be deeply rooted in Scotland’s civil society. And we must never forget that sport, as part of a wider policy agenda, can be a force for positive change in its own right.

**Attitudes to sport**

The Scottish Opinion Survey found that an overwhelming majority (95%) of the Scottish population thought that sport adds to the quality of life in Scotland. Importantly, whether or not the respondent was an active participant had little effect on this opinion. Even more than half of non-participants, when asked whether sport was a positive factor in the quality of their own lives, said yes (sportscotland, 2002a).

International success was not listed in that survey as one of the most significant benefits of sport in Scotland. Nevertheless, 90% of the Scottish population thought it important that Scottish competitors do well in international sport and nearly three-quarters felt that it was important that public funds should support international athletes (sportscotland, 2002b). Recent research conducted...
into the views of children shows that sport, particularly football, is the favourite club activity out of school hours (Scottish Executive, 2003a).

Demographic change
The overall population of Scotland has changed little since the 1950s. It is expected to decline slightly over the next ten years, although we expect to see significant variations within Scotland, with heavy population losses from the west and from the islands and increasing population in the north-east and east. In common with most developed countries, the age structure of Scotland’s population is also changing markedly, with many more elderly people. The scale of these changes can be better defined when the 2001 Census results are fully published.

These changes have several important implications for sport. At the crudest level, the statistics pose a challenge in maintaining national levels of participation in sport. The age groups that are shrinking fastest – those younger than 45 – are the very groups that play the most sport. And yet these trends also present opportunities. Although Scotland will have an increasingly middle-aged population, the physical capabilities and aspirations of many of the ‘middle aged’ (45-55 years) remain strong. This group has a significant ‘latent’ demand for sport, if not necessarily for the more active pursuits such as team sports.

We should also acknowledge the increasing cultural diversity of Scotland, particularly in its cities and larger towns. In some areas, the proportion of minority ethnic communities has been increased by the recent influx of asylum seekers.

The work dimension
The provision of good quality sports facilities in communities can lead skilled workers to locate in those communities due to the perceived, or real, quality of life benefits. New sports facilities can also generate increased investment in the areas they serve, assisting in economic regeneration. The provision of sports facilities in areas of deprivation can result in individuals developing generic skills through sport that can make them more employable. Furthermore, there is growing evidence to suggest that employers are now looking not just for academic qualifications, but also for evidence of life skills and experience. Sport has a significant role to play in this area.

Work also influences when people play sport, where they play it and the social framework within which they participate. Changes in working patterns have social implications, not least for sport, as values and aspirations adjust to reflect new work settings and working arrangements.

How, when and where people play sport in the future will be shaped by a significant increase in the number of people with second jobs, growth in self-employment, and an increase in work sharing, flexi-time and other flexible working arrangements.
Since Sport 21 was first published, average disposable household income in Scotland has continued to grow and unemployment has continued to fall. However, these welcome trends conceal significant disparities – and not only between those who have jobs and the unemployed. The gap between high and low earners is widening. For example, there are sharp contrasts in consumer spending between different social groups – the top 40% of income earners account for over 70% of leisure spending, whereas the bottom 20% of income earners account for less than 5%.

The governmental dimension
Since the establishment of the Scottish Parliament, we have seen a number of policy and legislative initiatives which affect the Scottish Executive's social and economic agenda and Scottish sport in general. These initiatives fall into several categories.

The National Cultural Strategy ‘Creating our Future: Minding our Past’ was published in August 2000. It embraced sport as contributing to Scotland’s cultural identity. It stated that sport and other aspects of culture “play an important role in bringing people together and promoting social inclusion” (Scottish Executive, 2000a). The aspirations of the strategy are driven forward by a Joint Implementation Group made up of Scotland’s leading cultural agencies. The Group is chaired by the Minister for Tourism, Culture and Sport. This Group allows for cross-cutting cultural activity, with bodies such as the Scottish Arts Council.

‘A New Strategy for Scottish Tourism’ acknowledged sport’s part in Scotland’s tourism industry, pointing out that sportScotland and other public sector agencies need to work with VisitScotland to develop this (Scottish Executive, 2000b).

The work of Scottish Natural Heritage (SNH) also affects Scottish sport. Its vital role in sustaining the quality of Scotland’s countryside maintains the setting for much outdoor sport and physical recreation. The Land Reform (Scotland) Act 2003 and the accompanying Scottish Outdoor Access Code will particularly improve recreational opportunities for residents and visitors alike.

There are a number of other policy developments that require some sort of contribution from the organisations of Scottish sport. These include the Action Programme to Reduce Youth Crime (Scottish Executive, 2002); the Transport (Scotland) Act, 2001; the Education (Disability Strategies and Pupils’ Educational Records) (Scotland) Act, 2002; and the work of the Rural Poverty and Inclusion Working Group.

The education dimension
Scotland has the highest levels of participation in further and higher education in the whole of the United Kingdom. In 2000/01, fully 62% of Scotland’s ‘young adults’ (16-21 years old) participated in some form of full or part-time education, compared to 44% in 1990/91.

These statistics are doubly significant for those involved in sport. Firstly, those securing a degree or diploma demonstrate higher levels of participation in sport during the period of their further/higher education; this remains the case throughout their lives. Secondly, the high level of female involvement in post-school education goes some way to addressing the fall-off in sporting participation by school-age girls. Overall levels of female participation in sport are lower than that of males (and involve a narrower range of sports). However, we should note that over the last decade, females’ participation levels have risen more quickly than those of males.

The Scottish Executive launched a National Debate on Education in March 2002. This aimed to provide a vision and strategy for the long-term future of school-age education. Its response, ‘Educating for Excellence: Choice and Opportunity’, was published in January 2003. This debate included the role of sport, both in the curriculum and outside it. Recent research suggests that these issues need to be addressed urgently:

- only a third of schools have very good programmes of physical education, and although 60% have good programmes, they have weaknesses (Her Majesty’s Inspectorate of Education, 2001)
- the average number of hours of core physical education in Scottish secondary schools is now less than it was ten years ago (Littlefield et al, University of Strathclyde, 2001).

One of the key areas for action identified in the Scottish Executive’s response to the national debate on education is a review of the school curriculum, which should address these issues.
The health dimension
Scotland is not a healthy country, and our health problems are greatest among low income groups. Levels of physical activity amongst all groups in Scotland are low, and increasing these levels of activity would protect against a number of health problems. The relative inactivity of children and young people is particularly concerning. The contribution of sport to health benefits for older people can be significant.

Concerns about Scotland’s health led to a Government consultation paper and a White Paper in 1998. Subsequently, the Scottish Executive published the policy document ‘Our National Health: a Plan for Action, a Plan for Change’ (Scottish Executive Health Department, 2000). This led to the establishment of the National Physical Activity Task Force, which Sport 21 had called for.

In February 2003, the Scottish Executive published a strategy for physical activity: ‘Let’s make Scotland more active’, based on the work of the Task Force. Its findings and recommendations have shaped the development of this strategy.

It’s enough for now to say that this physical activity strategy creates an agenda within which organisations of sport in Scotland can play a major part. Following on from the Task Force’s work, a Physical Education Review Group has been established to review the place of physical education in Scottish schools. This could also have significant consequences for sport in Scotland.

Sport clearly has a role to play in addressing this issue.

The social justice dimension
One of the objectives of the Sport 21 review has been to “firmly align sport to the Government’s policy agenda”. The aim is to raise the political and public profile of sport, and to make people more aware of its potential value to society. It has long been recognised that sport can make a wide-ranging contribution to the well-being of society, over and above its intrinsic appeal. Clearly, sport can contribute to the national social justice agenda.

Equality and social justice are at the heart of the Scottish Executive’s policy agenda. They inform the Executive’s approach to its declared priorities – employment, transport, health, education and tackling crime. The New Opportunities Fund, through its Active Steps programme, will invest in activities that provide positive alternatives to youth crime. The Scottish Executive has also stressed the need for bodies to integrate a commitment to equality and social justice into all aspects of policy development, decision-making, spending plans and service delivery.

The challenge to deliver these priorities falls not only on the Scottish Executive, but on all the organisations within Scottish sport. For their part, these organisations wish to embrace the social justice imperative. Indeed, in Sport 21 Scottish sport made an explicit commitment to widening opportunities. That commitment is repeated even more powerfully in this updated strategy, showing clearly that sport in Scotland is serious about addressing issues of equal opportunities and sporting equity. Promoting equality and social justice will underpin all aspects of the future development of sport in Scotland, and will be pursued by all partners with an interest in sport.

Programmes will be targeted at the most disadvantaged and excluded communities. Such an approach recognises that social disadvantage seldom occurs in isolation; it tends to be geographically concentrated in specific communities with interlinked symptoms of multiple deprivation. These communities can be urban or rural, big or small. Isolation from population centres itself can be a disadvantage, particularly in the islands. All our programmes of sports development must recognise this issue.

It is recognised, however, that Scottish sport faces a tremendous challenge even to realise just some of the aspirations for sport. Its aim to contribute to society provides an even greater challenge.

Patterns of sports participation
In a survey of a representative sample of adults in Scotland, nearly two-thirds had participated in some type of sport or physical recreation in the four weeks prior to interview (sportscotland, 2002d). This amounts to just over 2.5 million people. It is important, however, to keep a perspective on the frequency of participation – only 50% of the adult population take part in sport at least once a week.
It is the most popular activities (walking, swimming and cycling) that have shown the strongest growth rates over the last decade. It is also noteworthy that the fastest-growing activities are the individual ones, or those that occur in informal or family settings. Participation in team activities, or in activities pursued in more formal settings, has largely remained static or grown only slightly.

Men have higher levels of sports participation than women and are also involved in a wider range of sports. In the recent past, however, women have shown higher levels of growth in sports participation. Similarly, there are significant differences between social class groups. Nevertheless, it is good to see that participation rates among all age and social class groups have increased over the last decade.

**Sporting events**
The significance of sport is not confined to those who participate in it. Spectators, both at events and in their armchairs, tell us that sport is important to the quality of their lives and to the national psyche.

Sporting events can significantly boost tourism and bring a range of economic benefits to an area. But these benefits must be balanced against the investment and infrastructure costs of hosting the event. Events also give sports a chance to ‘showcase’ themselves, raise media awareness and even increase grass-roots participation. One-off events are, however, less likely to have any sustained impact.

Scotland currently has a limited number of international-standard sporting venues suitable for hosting major events. But Scotland itself is a large natural resource which gives opportunities to a large number of sports, such as sailing, orienteering, equestrian events and mountain biking.

In an effort to attract more sports and cultural events to Scotland, the Scottish Executive has recently announced the formation of EventScotland.
Backed with £10million of government money it will be responsible for a new Major Events Strategy which sets out a plan of action to:

- build Scotland’s international image
- develop a portfolio of sporting and cultural events that will encourage visitors to all areas of Scotland throughout the year
- improve co-ordination of events and explore ways to develop existing events
- build a centre of knowledge and expertise open to all those hosting events in Scotland.

Facilities
The quantity, quality and accessibility of facilities remains crucial. They influence whether people take part in sport, and how well they perform. Facilities are thus central to this strategy. This was clearly understood when Sport 21 was first published. And it’s even more important if the ambitious targets this time round are to be achieved.

Accessibility, particularly location, needs to feature strongly in future development. Of course, it isn’t enough for a facility just to be available and affordable – it also needs to be adequate. Many of our public sports facilities need to be refurbished and upgraded, and some need to be replaced. This is now a major issue in Scottish sport. It was thrown into sharp relief by ‘The Ticking Time Bomb’ – a survey of the maintenance, upgrading and refurbishment needs of Scotland’s public swimming pools (Campbell and Associates, 2001). The key finding was stark – if Scotland wishes to retain its present level of public pools over the next 20 years, £540million must be re-invested in existing pools over this period. Current audits of other indoor and outdoor facilities are expected to highlight the need for major investment in these areas too.
Local authorities are still the main providers of facilities, particularly sports halls, swimming pools, athletics tracks and synthetic pitches. This generally matches what people think – 68% of those in a recent survey said local authorities should be the main provider of local sports facilities (sportscotland, 2002a). However, things are becoming more diverse, with sports trusts and the commercial sector increasingly involved. Nevertheless customers will be looking for ease of access to facilities in their communities.

Local authorities are also responsible for school-based sports facilities. There are lots of these, and they can make a major contribution to community sport. But they’re not always fully used. In addition, the new facilities being provided in schools under Public Private Partnerships could, with appropriate management arrangements, boost both the quantity and quality of local facilities. Likewise, local sports clubs have significant facilities, which in many cases could have wider community use. This is also often true of Scotland’s colleges and universities.

A major challenge over the next four years is to ensure that the use of existing facilities is maximised and that new school-based sports facilities are designed and managed so that community use can be achieved wherever and whenever possible.

The existence of a sports facility in a local area does not necessarily mean that it’s accessible to the community. This could be a major issue for those living in Social Inclusion Partnership (SIP) areas: they were questioned during the consultation process about the availability of adequate sports facilities. For these communities, accessing school, college and sports club facilities is particularly important.

Outdoor sport and countryside recreation

This is one area in which Scotland definitely has international class facilities. About 20% of sport and physical recreation takes place in the countryside, reflecting the number of opportunities to take part in a wide variety of outdoor activities. Making outdoor sport and physical recreation widely available to all is fundamental to a more healthy and active lifestyle in Scotland. It’s also significant to the rural economy.

This means that it’s important to protect existing opportunities, as well as developing new ones where appropriate. They should be available to all users, whether near where people live or where they visit, particularly by public transport.

With effective planning and management, some outdoor resources could be used much more. The new Scottish Outdoor Access Code, accompanying the Land Reform (Scotland) Act 2003, will further encourage responsible access to Scotland’s countryside. Likewise, the Loch Lomond and Cairngorms National Parks are a real opportunity to show how conservation, access and recreation can all link together, through sound and integrated management.
There’s no ‘short-term fix’ for the issues facing sport in Scotland. In setting a policy agenda for the next four years, we must realise that any successes will merely be milestones in a longer journey. And any mid-term strategy should be part of a longer-term vision.

Therefore the **key challenge** and **targets** in this section are designed to be complementary, incremental and progressive. As positive steps towards a longer-term vision, they’re valuable in their own right. They should also inform and reinforce policy initiatives of the future.

The longer-term challenge and more immediate targets outlined on the following pages should also act as positive steps towards the longer-term visions. The targets have been carefully considered to fit two criteria. They strongly require our focus over the next four years; and they can be measured, to assess our progress towards Sport 21’s three core visions.

The targets require policies and investment in structures and organisation. But because they are designed to complement each other, a strong infrastructure to achieve a particular target should ensure that progress is made in other related areas too.

The targets have been based on three considerations. Firstly, an analysis of progress against the original strategy’s targets. Secondly, thinking about the future context in which sport will be conducted. (Both of these issues are examined in ‘Sport 21 1998-2002: Time to Consider Progress’.) The third consideration, a vital one, is the extensive consultation with Scottish sport which took place from June 2002 to February 2003.
Achieving the targets and key challenge will require concerted action by several groups, each of which will have different responsibilities. Driving forward key actions will be the remit of the National Implementation Groups. Their immediate task, within one year, is to draw up plans showing the actions and resources that will be applied to achieving the targets. (See also the ‘Future Implementation’ section.) The Groups themselves will be drawn from all of the partners identified for each target.

In drawing up these plans, the Groups will have to be mindful of the available resources of the partners in Scottish sport. The targets are considered to be ambitious but achievable. The plans will need to verify this statement and review the speed of achieving the targets if necessary.

**The key challenge for 2020**

Earlier in this document, we said that to understand why and how people participate in sport, we must understand how they live their lives. In setting our overall key challenge for Sport 21, we need to think about different generations’ needs. We must recognise the importance and distinctiveness of individual socio-demographic groups; we must also see that they are inter-dependent. People’s participation in sport does not change continuously and evenly over their life. Instead, it depends upon crucial events and thresholds.

The key challenge in this revised strategy proposes that, by 2020, 60% of adult Scots should be taking part in sport at least once a week. To make that change is an aspiration for the Scottish nation to broaden its involvement in sport. To achieve it, we will have to work harder to help people to be active when they’re young. If more of our children are more active, we will create a virtuous cycle of behaviour that will reap rewards in the future.

All this will require a focus of resources and energies. So we have identified Key Targets that we consider the most important in beginning the journey towards achieving our long-term vision. There are other factors, of course, but we have chosen the ones which we think are most likely to help us turn our vision into reality.
Key challenge 2020

Challenge
By 2020, to have 60% of adult Scots taking part in sport at least once a week.

Rationale
The current level (three-year rolling average of 1999-2001) is 49%. Over the last ten years this has increased by around half a percentage point per year. Eighteen years of the same growth would lift the current rate to 58%. However, there’ll be more elderly people in 2020, which will reduce this target by the equivalent of 2%.

So the growth required to achieve 60% by 2020 is a half as much again as that achieved in the last ten years. This is therefore an ambitious challenge.

Measurement
By the Scottish Opinion Survey, a representative survey of Scottish households encompassing 6,000 adults annually. An adult is defined as 16 and over. The data refer to the average of participation throughout the year. Sport is defined as that of ‘All Sports’ in this survey of participation. The ‘All Sports’ definition matches Sport 21’s definition, and includes physical recreations such as walking, cycling, dance and informal outdoor pursuits.

The key targets for 2003-2007

The targets, presented in detail later in this section, focus on areas that are most likely to build a future strategy.

The targets are of three types. The first two are not, strictly speaking, targets for sport. But we recognise that some introduction to physical activity and physical education is required to achieve the kind of long-term sports participation envisaged by the Key Challenge. These targets are not about sport itself, but about adopting a lifestyle and developing good habits that will encourage sports participation in the future. They are therefore part of the first core vision: to make sport more widely available to all.

The next five targets focus on various aspects of participation. They affect each of the three visions.

The final four targets are concerned with infrastructure. They address the important aspects of infrastructure that will be required to deliver the targets in the medium term – and also the strategy’s long-term visions.

The targets have been set using the research and information that is available to Scottish sport. However it has to be recognised that this base is not strong. As this strategy is carried forward by its various implementation groups, considerable care and attention must be given to building up the information base on Scottish sport. Firstly, this will enable us to monitor our progress effectively; secondly, a bigger knowledge base will allow effective programmes of action to be determined for the future implementation of the strategy.

The review highlighted the vital importance of more active children. Accordingly, both target 1 and target 2 recognise the need to establish and maintain healthy, active lifestyles from early in life. Research indicates that this will not only contribute to the health of the young; it will also shape their involvement in physical activity (including sport) later in life. Research also demonstrates that involvement by young people can bring other family members into contact with sport.
Target 3 is designed to address a key threshold in the lives of young people – a time when participation in sport can fall away rapidly, particularly among girls. Targeted intervention before and during their mid-teens is intended to counter this, and to create positive patterns of behaviour that the young can take into adulthood and the world of work.

Sport 21 has sought to demonstrate its responsiveness to the Scottish Executive’s social justice agenda. We also recognise that indicators of social exclusion seldom operate independently but are often clustered in specific communities that exhibit many different symptoms of deprivation. These can occur across Scotland in a variety of urban and rural communities at different scales. Actions to achieve social justice in and through sport should be implemented wherever these communities are located, in an attempt to bridge the gap of participation by those who are socially excluded. Target 4 recognises a priority given to those living in Social Inclusion Partnership (SIP) areas. It also provides an opportunity to measure progress against Scotland’s wider aims in social justice.

The first four targets are aimed at pushing forward the widening opportunities agenda of a country where sport is more widely available to all. Similarly the next two are aimed at the developing potential agenda. This is a vision of a country in which sporting talent, at all levels and ages, is recognised and nurtured. This includes giving each person the ability to play sport to the intensity and standard for which they have the potential and the desire. In every way, these six targets and the seventh apply just as much to people with a disability as they do to the able-bodied.

Target 5 also recognises that the period from late-teens to early twenties is an important one which can shape behaviour later in life. For the two-thirds of Scotland’s young people that now progress to further and higher education, evidence shows that this can be a period that also positively affects active lifestyle behaviour (particularly for young women) and that this has a continuing effect on activity levels in later years. For those young people moving directly into the workforce, the task is to stem a slide into lower levels of activity that might then characterise their later lives. For many it is also an important time when the standard of competition to which they aspire can be reached.

Target 6 is aimed at the more elderly. The strategy accepts that a concentration on the younger age groups in Scottish society will have the long-term effect of producing a more sporting nation. But to achieve our Key Challenge, we must recognise the demographic change in the population and acknowledge the beneficial health effects of those more elderly becoming active. We therefore need to increase the participation in sport by those aged over 45.

In targeting specific groups, Sport 21 isn’t being exclusive. The commitment remains to ‘widen opportunities’ and ‘develop potential’ for all of Scotland’s people. However, a targeted and focused approach, particularly among young people, will lay the foundations for an involvement in sport and physical activity that will encourage future generations and spread throughout the wider community.

In setting these targets, in every case we are aiming for people to participate in sport at least once a week. Previously sport in Scotland has tended to set a participation benchmark of at least once a month. But such irregular participation does not significantly contribute to the benefits which this strategy is trying to achieve through sport – social, community cohesiveness and health – and so we have increased the regularity to aim for.

The aim of target 7 is more success for Scotland’s high performance athletes on the world stage. This is a legitimate aspiration in its own right for a nation that values sport and appreciates the contribution that ‘achieving excellence’ makes to the national psyche. It also demonstrates the appropriate outcome of policies designed to widen participation and develop potential. And the benefits do not simply ascend from grass-roots level to elite athletes. As role models, high performance athletes contribute by encouraging people to play sport, and by boosting the aspirations of those already involved. This underscores the complementary and mutually reinforcing nature of Sport 21’s three visions.

Achieving these seven targets within the three visions will demand improvements in the infrastructure which supports all three. Therefore, the final four targets are aimed at developing this infrastructure. Scottish sport has diagnosed that the infrastructure for the ‘developing potential’
vision of Sport 21 is weaker than for the other two. So this final set of targets has been selected to ensure this comparative weakness is addressed without ignoring the other two visions.

Good facilities and resources must be available and accessible to bring people into sports participation and encourage those who already participate to do so more often. Scotland already has substantial sports facilities, but there is clear evidence that many require extensive maintenance and refurbishment. In terms of extending sporting opportunities, the priority is making sports halls more available close to people’s homes (target 8). Achieving it will require some new halls, combined with programmes to make the most of existing facilities (for example school-based facilities) that are not necessarily fully available for community use.

If facilities constitute the ‘hard infrastructure’ necessary to support sport in Scotland, the ‘soft infrastructure’ of Scottish sport is just as vital. This finds its most tangible expression in the hundreds of thousands of people who belong to sports clubs in Scotland. Sports clubs are the lifeblood of Scottish sport, supported by tens of thousands of volunteers. In them, we see the enthusiasm and expertise that attract people into sport and sustain them in developing their potential. The aim to significantly extend the membership base of Scotland’s sports clubs (target 9) and to sustain the number of volunteers (target 10) recognises that clubs and these important individuals are central to any strategy for sport in Scotland.

These national targets will be met, or missed, by measurement of the average position across the nation. However, those planning for and developing sport locally may wish to see them as standards by which to evaluate their own position. Such evaluation requires the ability to measure these targets at a regional level – at least. In the development of this strategy, the Scottish Executive has recognised the importance of such local evaluation as a driver towards local planning and development, which then impacts on the national position. So it has already provided funding for a large-scale survey of participation to allow regional variations with respect to these participation targets to be assessed.

Finally, we need concrete mechanisms to bring the above aspirations into reality. All of us in the many and various organisations of Scottish sport will be required to contribute. However, target 11 recognises that the major challenge and opportunity ‘to make a difference’ is at the local level, where there is a great need for co-ordinated action. The ‘Community Planning Process’ is the right way to secure most of the targets contained in Sport 21. It recognises the leading role of local authorities as the facilitators of this process.
The eleven targets for 2007

Targets to encourage widening opportunities in participation

Target 1
80% of primary schoolchildren to be physically active

Rationale
The purpose behind this target is twofold. Partly it is a development of an existing Sport 21 target, which if met will provide a contribution from sport needed for the nation’s health, as set out in the Scottish Executive’s Physical Activity Strategy.

Equally, however, it is a recognition that – as the partners in Scottish sport have reported – the development of physical literacy, basic movement skills and introductory sporting skills is being hampered by the level of fitness of young people.

The target level, which aligns with the Physical Activity Strategy, across all primary schoolchildren is the level currently achieved by 8-9 year-old boys, which is the highest level currently across all primary schoolchildren aged 8-12. To achieve this level generally across these children is an ambitious short-term aim, which is balanced by new investment recently announced by the Scottish Executive for this purpose.

Background
Around 78% of boys currently reach the recommended level of physical activity; for girls, the figure is 66%. So it is obvious where we should concentrate our efforts to reach this target.

The target sits well within the overall target of the Physical Activity Strategy to have 80% of all children aged 16 and under meeting the recommended levels of physical activity by 2022. Physical activity by those aged 14-15 is only 65% of boys and 35% of girls, which illustrates the need for long-term action to meet its target. The Scottish Executive’s implementation plan for Active Schools, which is to be prepared in 2003/04, will be used to check the efficacy of this target.

Measurement
This target will be measured by the monitoring of the strategy for physical activity using the internationally agreed definition of physical activity, ie a child having accumulated at least one hour a day of moderate physical activity on five or more days per week. (Moderate activity is equivalent to brisk walking.)

What the target will require
Teacher training and development
More physical education time
Safer routes to school
Access to facilities
Parental support to their child’s participation
Commitment to child protection and diversity

Facilitating partners
Local authorities, primary schools, sportscotland

Other partners
Health boards, national governing bodies, New Opportunities Fund, Scottish Executive, sports clubs, university education departments, Youth Sport Trust

Potential related outcomes
More physical activity in general population
Health improvement
Bigger pool of physically active people moving into sport
More demand for sports experiences and opportunities (communities may therefore need new or improved facilities)
Parents may also take part, thereby increasing adult activity levels
**Target 2**

To make progress towards all schoolchildren taking part in at least two hours of high quality physical education classes a week

**Rationale**

The purpose behind this target is similar to that of Target 1. It develops a theme and target in the 1998 strategy and it is another contribution of sport to the nation’s health. Once again it directly echoes a strategic priority in the Physical Activity Strategy.

The strategy for physical activity realises that quality physical education – which emphasises the movement, knowledge and behavioural skills for being involved in physical activity throughout people’s lifetimes – will have a positive impact on health. And although physical education is not the same as sport, the promotion of lifelong physical activity has a similar and crucial impact on both participation and performance in sport.

**Background**

This review of Sport 21 further emphasised the importance which Scottish sport attaches to the ambition set out above and achievement of it as soon as practicable. There was also recognition however that there are real practical obstacles to achieving this ambition by 2007, in terms of both the school estate and the numbers and training of teachers and coaches and other personnel who could make an important contribution. In addition, schools are being encouraged to take a more flexible and innovative approach to curriculum design and delivery and so any move to prescribe a minimum time requirement is in conflict with this policy. The role of headteachers has to be borne in mind, given the commitment in Educating for Excellence to devolving more responsibility for decision-making to them (Scottish Executive, 2003b).

The concept of the target is to keep the ambition firmly and clearly in view and to establish a shared commitment to achieving it. But more work is needed to determine how this should be done. Indeed, a first step is to find out more about the current provision of physical education in the curriculum across Scotland to help assess the scale of the challenge. The Scottish Executive will gather baseline data for this purpose in 2003/04, following receipt of the report of the PE Review Group this summer. It will produce and agree a target for 2007 and will then monitor progress towards this target.

This commitment will ensure that action is taken over the next four years and that progress is measured and reported. The timetable for setting a target for 2007 dovetails with the preparation of the Active Schools implementation plan which the Scottish Executive is committed to producing by February 2004.

**Measurement**

To be by the survey noted above and repeat surveys as appropriate.

**What the target will require**

- Review of physical education curriculum
- Review of the wider curriculum
- Sufficient supply of quality indoor facilities
- Teacher training (continuous professional development), including coaching qualifications
- Sufficient supply of quality physical education teachers
- Greater use of sports coaches and parents for sports activity

**Facilitating partners**

Scottish Executive, headteachers

**Other partners**

Learning and Teaching Scotland, local authorities, national governing bodies, New Opportunities Fund, parents, school boards, sportscotland, university education departments

**Potential related outcomes**

As Target 1, plus greater potential for talent identification
Targets to widen opportunities in participation

Target 3
85% of those aged 13-17 to be taking part in sport, in addition to the school curriculum, more than once a week

Rationale
The aim is to arrest decline in participation over this key age group. Consideration is being given to focus on participation outside the school curriculum – the first step to being involved in the community and social aspects of sport, which could lead to lifelong participation in sport.

Current participation by those aged 11-12 is 85%; by those aged 16-17 it is 74%; the estimated current average for those aged 13-17 is 79%. The aim of the target is to maintain the involvement in sport that young people bring to this age group throughout these formative five years. A growth of 8% on the current proportion over four years is ambitious but resources are being applied to sports participation by this age group.

Background
To achieve this target will require a focus of implementation on young girls. Participation by boys aged 12-15 across Scotland is around 90% (by the target’s definition according to the latest surveys), but by young girls is only 78%, declining to about 73% for those aged 16-17. This is not to say that boys should be excluded from the implementation plan for the target, as their participation declines to around 80% in the 16-17 year age group. This is actually a larger percentage decline than in girls. However, to achieve the target across the two genders requires an increase in girls’ participation at an earlier age as well as throughout the 13-17 age group; in boys it would appear to require the retention of existing participants.

Measurement
By the Scottish Opinion Survey, a representative sample of Scottish households. The data refer to the average of participation throughout the year. Sport is defined as that of ‘All Sports’ in this survey of participation. The ‘All Sports’ definition matches Sport 21’s definition, and includes physical recreations such as walking, cycling, dance and informal outdoor pursuits.

What the target will require
Opening up school facilities outside the curriculum
Developing coaches
Access to clubs
Club development for youth
Support for school sport and youth organisations
Transportation support, particularly in rural areas
Commitment to child protection and diversity

Facilitating partners
Local authorities, secondary schools, sportscotland

Other partners
Childcare partnerships, coaches, local sports councils, national governing bodies, New Opportunities Fund, school boards, sports clubs, Young Scot, Youth Justice teams, youth organisations

Potential related outcomes
Health improvement
Increased educational attainment
Reduction in youth crime
Increased skills in those entering Area Institutes of Sport
Increased opportunities for community use of schools
Increases in club and governing body membership
Target 4
49% of those aged 14 plus in Social Inclusion Partnership areas to be taking part in sport at least once a week

Rationale
The target is aimed at contributing to an increase in the quality of life in those areas where deprivation leads to lower levels of participation in sport. These areas can occur across Scotland in both rural and urban settings, but are seen most strongly in the Social Inclusion Partnerships. The values and principles that underlie this strategy insist that those individuals living in any area of deprivation should be particularly addressed when action is being taken to increase enjoyment and achievement through sport. However the Scottish Executive’s resource focus on these areas suggests that this target can help to meet its social justice agenda. This focus also allows for a measurable target.

Background
The current rate in area-based SIPs has been measured as 46%. The definition of participation as being ‘at least once a week’ is to aim for significant impact of sport on the lifestyle of an individual. The selection of ‘14 plus’ is because that is the age when children’s high rates of participation start to show signs of decline. The long-term aim is to achieve parity with the rest of Scotland’s population by 2020, but the 2007 target recognises that progress will be slower over the first part of the next 18 years while infrastructure is built up in these areas.

What the target will require
Close working partnerships within each Social Inclusion Partnership
Social Inclusion Partnership strategies to include sport
Local integrated sports strategies to have Social Inclusion Partnerships focus where appropriate
Programme subsidies for participants
Access to local facilities
Support to local clubs

Facilitating partner
Community Planning Partnerships

Other partners
Coaches, commercial sector, local clubs and organisations, national governing bodies, Social Inclusion Partnerships, sportscotland, volunteer development agencies, Youth Justice teams

Potential related outcomes
Health improvement
Community development
Emergence of local role models
Decrease in anti-social behaviour
Targets to develop potential through participation

Target 5
55% of those aged 17-24 to be taking part in sport more than twice a week

Rationale
The reasoning behind this target is that participation at age 17-24 is a further step towards establishing long-lasting lifestyles of sports activity. Taking part in sport at this age can have a lifelong impact on future participation, particularly for those in higher or further education. For these young adults, where there can be support for sports facilities, sports organisation and clubs, a bridge can be built into the social and community aspects of sport and the self-help volunteering that lies behind much of Scottish sport. How to duplicate this support structure for those outside the education sector will be a challenge in implementing the target.

In considering the delivery of this target the appropriate level of competition or intensity of activity will need to be taken into account.

Background
The level of the target is aimed to substantially reduce the decline in participation that occurs across this age group. Current rates are estimated as 58% for 17 year-olds and 41% for 24 year-olds, an average across those aged 17-24 of 49%. The choice of more than twice a week for the frequency of this target relates to establishing a habit of activity, the health benefit from reasonable regularity of taking part in sport, and to achieve the consistency in frequency of participation being aimed at with Target 3, which also includes physical education.

Measurement
By the Scottish Opinion Survey, a representative survey of Scottish households. The data refer to the average of participation throughout the year. Sport is defined as that of ‘All Sports’ in this survey of participation. The ‘All Sports’ definition matches Sport 21’s definition, and includes physical recreations such as walking, cycling, dance and informal outdoor pursuits.

What the target will require
Increased club development
Coach development
FE/HE sports development officers
Structured programmes delivered in FE/HE institutions
Intra-mural sports programmes
Increased information on opportunities for sport when leaving or changing educational establishments
Access to facilities, potentially facility development
Commitment to diversity

Facilitating partners
FE/HE colleges and universities, local authorities, national governing bodies

Other partners
Area Institutes of Sport, coaches, local clubs, local sports councils, Scottish University Physical Education Association, Scottish University Sports Federation, sportscotland, Young Scot

Potential related outcomes
Closer links between FE/HE and schools/clubs/governing bodies
Closer links to Area Institutes of Sport network
IT development across sport
Increased club and governing body membership
More club coaches
**Target 6**

**43% of those aged 45-64 to be taking part in sport at least once a week**

**Rationale**
The long-term approach to achieving the key challenge by concentrating on the younger age groups has to be balanced by a focus on older people if it is to be reached in 2020. The selection of the 45-64 age group for this purpose is a combination of three factors. Firstly, this age group is an increasing part of the Scottish population; secondly, it is another stage in people’s lives when participation in sport tends to decline quite dramatically; thirdly, there are long-term health and mobility benefits from physical activity at this time of life.

**Background**
In recognition of the lower frequency of taking part in sport of this age group this target has been set with a frequency of at least once a week. This is lower than the other targets in the strategy. But it’s higher than the once a month measurement which has been used in previous strategies, in recognition of the health benefits to be gained from participating fairly regularly. It is anticipated that informal outdoor active and recreational pursuits could increasingly contribute to meeting this target.

Participation with this frequency, in the latest surveys, is reported as being 54% for those aged 35-44 but this declines to under 40% for those aged 55-64, illustrating the drop in taking part in sport across the ages at which this target is aimed. The current average for those aged 45-64 across Scotland is 41%, compared to 39% in 1998. However, in the last two years there has been no growth. Therefore, a seemingly modest target of 43% (5% growth on the current proportion) will require concerted action.

**Measurement**
By the Scottish Opinion Survey, a representative survey of Scottish households. The data refer to the average of participation throughout the year. Sport is defined as that of ‘All Sports’ in this survey of participation. The ‘All Sports’ definition matches Sport 21’s definition, and includes physical recreations such as walking, cycling, dance and informal outdoor pursuits.

**What the target will require**
Access to quality facilities
Targeted programmes and competitions
Development and training of leaders
Links to health programmes
Support of employers
Commitment to diversity

**Facilitating partners**
Local authorities, national governing bodies

**Other partners**
Coaches, commercial sector, health boards, local clubs and organisations, local sports councils, Scottish Natural Heritage, sports trusts, volunteer development agencies

**Potential related outcomes**
Health improvement
More volunteers for sport
Increase in club and governing body membership
Achieving excellence in participation

Target 7
To have had over 250 Scots being medallists on the world stage

Rationale
Scots should have the opportunity to aspire to the highest standard of participation that they desire. In doing so, some of their personal achievements will inspire the nation and their fellow Scots taking part in sport. Not all will achieve on the world stage and some will be local heroes rather than national role models. But the aim of having medallists on the world stage needs the right structures of sport and right support mechanisms to be in place. Such structures are built on the competition, coaching and talent development organisations of any sport. Putting these structures in place for the highest achievers should therefore also help to meet the aspirations of all performers. So although this target is focused on achieving the highest performance standard for a few athletes, its impact should be more wide reaching.

Background
‘On the world stage’ is considered, in the main, to mean a Scot winning a medal at the Olympic, Paralympic, Commonwealth Games and in the senior championship in sport at World or European level, including those for athletes with a disability. For some sports, particularly those which are heavily televised, other achievements, such as being a semi-finalist in a Grand Slam tennis event, being in the first three of a major golf tournament or finishing in the first three of the Formula One motor-racing Drivers Championship must also be considered as on the world stage.

Some of these events occur more than once in the course of the four years of this strategy, so in order to ensure that any of these significant achievements which could result from its implementation are acknowledged, the target needs to be measured over its four-year life. The level of the target has been set with regard to the number of Scottish ‘medallists’ over the four-year period 1999-2003, when it is estimated there were just fewer than 250.

It is expected that each partner in the implementation of this target will need to decide, in collaboration with the others, which sports it is going to focus on.

Measurement
sportscotland will monitor this target in collaboration with the governing bodies providing an annual report.

What the target will require
An effective Scottish Institute of Sport and associated Area Institutes
Links to the UK Sports Institute
Effective governing bodies (Scottish and UK)
High performance training facilities
Further development of strength and conditioning facilities
Elite coach development
Competition opportunities
Transportation support for competition and coaching for those on islands and in remote and rural areas
Effective and fair selection procedures
Development of sports science/medicine
Development of lifestyle programmes
Commitment to an effective anti-doping programme
Media support

Facilitating partners
National governing bodies, Scottish Institute of Sport, sportscotland

Other partners
Area Institutes of Sport, British Olympic Association, coaches, commercial sector, Commonwealth Games Council for Scotland, HE/FE institutions, local authorities, regional sports groups, Scottish Executive, Scottish University Physical Education Association, sports medicine and sports science providers

Potential related outcomes
Increased participation in sport
Role models for youth
National well-being/pride
Targets to strengthen infrastructure

Target 8
To have over 500 sports halls available to the public so as to ensure that 70% of the Scottish population have access to a hall within 20 minutes walk

Rationale
Indoor halls are considered to be the key facility requirement for the participation rates targeted above. ‘Available’ will not necessarily mean just new build, but also achieving community access to existing halls. It is recognised that this target will not necessarily be achieved equally across Scotland; there are obvious difficulties in some rural and island areas. However, sports halls may still be the key facility requirement in any area to increase participation in all its forms. If the target is to be used to judge the standard of local provision, it will need to be adapted to reflect population distribution and transport networks. The implementation plan for the target will need to examine these adaptations but a concept that might be nationally adopted is that access to these key facilities is no further than access to secondary schools for any area of Scotland.

Background
In order to provide the diversity of sports required to support the targeted increases in participation and quality of participation, these halls need to be reasonably big: say, at least big enough to include three badminton courts. It is the ability of such halls to provide flexibility of use through multi-purpose design that makes them a priority over other types of sports facilities. Sports halls also provide a facility protected from the elements, allowing participation in sport throughout the year. Currently, 470 sports halls are available, providing 20-minute walking access to 65% of the Scottish population. An increase of 30 halls in four years would be an acceleration on recent development in an era of substantial lottery funds, which are now in decline. However, the New Opportunities Fund and Public Private Partnership investment in schools are other possibilities, although either will not lead automatically to an increase in halls. In addition, all new openings cannot automatically be expected to increase walking or an alternative rural assessment of access. However, it is realistic to expect that if 30 new halls are opened at least 20 will improve walking access, which should make the target achievable.

Measurement
The computerised Facility Planning Models of sportscotland are able to monitor this level of access and any alternative standard composed for rural and island areas.

What the target will require
Capital and revenue resources
Lottery Facility programme
New Opportunities Fund programme
Changes to management and programming
Public and Private Partnership contracts allowing affordable access

Facilitating partner
Local authorities

Other partners
Commercial sector, New Opportunities Fund, schools, Scottish Executive, sportscotland

Potential related outcomes
Increased participation opportunities for those both targeted and not targeted in Sport 21
Club development
Target 9
To have over one million of the Scottish population playing sport in membership of clubs

Rationale
Clubs are a major way of enabling more people to play sport. By their constancy, diversity and generally local nature they provide a way for people to have the lifetime involvement and participation in sport that Sport 21 seeks. As well as providing a means of participating at whatever level, sports clubs add to the fabric of Scottish society — whether they are big or small, commercial or voluntary, members of the governing body of their sport or not, local authority housed or supported or self-contained. Clubs offer both the community and personal quality of life benefits that this strategy intends to provide.

Background
Currently Scottish clubs are estimated to have 926,000 members. This has been static for the last three years, and research suggests it was probably declining before that. An 8% increase should be a viable but aspirational target.

Measurement
By the Scottish Opinion Survey, a representative survey of Scottish households. The playing of sport in a club is by the respondent’s own perception.

What the target will require
More coaches
Increased access to facilities, assured long-term Volunteer development for administration and organisation
Support from local authorities
Increased professional support
Potentially new club organisational structures
School-club links
Commitment to addressing diversity and inclusion

Facilitating partners
Local sports councils, national governing bodies

Other partners
Commercial sector, HE/FE institutions, local authorities, local clubs, New Opportunities Fund, sports trusts, sportscotland, Scottish University Sports Federation, volunteer development agencies

Potential related outcomes
Community development
Increased standards of competition
Expanded competition structures
Financially stable governing bodies
Target 10
To sustain 150,000 volunteers in their contribution to the development and delivery of Scottish sport

Rationale
The significant reliance of Scottish sport on a multitude of unpaid time and effort by individuals across Scotland has long been recognised. It was recognised in the original Sport 21 strategy and it has been re-emphasised in this updated version. The necessity for these volunteers, and their willingness to invest their time and expertise, is considered fundamental to any progress in the development of Scottish sport. Hence it is vital to have an infrastructural target in the strategy, regarding their development.

‘Volunteers’ encompass all those who give their time unpaid to Scottish sport, including coaches, officials, administrators, committee members, fundraisers and those ‘just helping out’. In defining ‘volunteers’, it is recognised that some of them may not consider themselves to be volunteers under a traditional definition of working for others, as they see themselves as helping their friends and clubmates.

Background
The target is set within an appreciation, gained in updating this strategy, that the volunteering base of Scottish sport is in decline. Some of the reasons for this are social change, particularly the time spent at work, and a cultural shift away from volunteering. (The best current estimate of the numbers who help out in Scottish sport is some 150-160,000 of the Scottish population.) The target is set with the knowledge that the regulatory requirements for volunteers are increasing, for instance around aspects such as liability and insurance, data protection, and drugs and ethics. New measures to improve child protection are welcomed and will encourage parents to allow their children to get involved in sport, but will also place additional demands on volunteers.

For all of the reasons outlined above, simply maintaining the current number of volunteers available to Scottish sport is considered a significant target.

The implementation of the target will need to consider how to facilitate compliance with statutory and other requirements. The implementation will also consider the fluctuation in the numbers of volunteers through different life cycles. It will look at ways of sustaining volunteering through such periods as well as re-introducing individuals to volunteering after breaks caused by parenthood and changes of career or location.

Clearly though, any significant increase in participation will need an increase in the number of volunteers, and so this target will need to be kept under review as delivery of the other targets in this strategy is implemented.

The target recognises too that these volunteers need to be sustained, supported and encouraged. Volunteers need particular attention and care if they are to play a full part in the growth of sport required by this strategy. The target also recognises that, just like participating, volunteering can be an important contributor to the quality of life of both individuals and communities. As such, we will consider placing an emphasis on attracting people into or back into sport for the purpose of volunteering rather than participation. Such a policy will require sport to attract volunteers from a broader range of the population, including those currently outwith sport.

The achievement of the target needs to link to national and local policies such as Active Communities, Community Planning, Equity strategies, Social Inclusion and Active Citizenship.

Measurement
By an extension to the Scottish Opinion Survey, a representative survey of Scottish households. The definition of ‘volunteering’ being: to have done some unpaid activity in the last year to help with the provision of sport. To be measured over a year to encompass those people that just assist with an event in addition to all those who help on a more regular basis. The survey will also report on the frequency of voluntary effort.
What the target will require
Greater understanding of the reasons for volunteering
More research about numbers, frequency and areas of volunteering
More support to assist clubs and governing bodies to meet the requirements of legislation, including child protection
Greater emphasis on recruitment, retention and development of volunteers through a systematic framework of support
Commitment to diversity
A promotional campaign and information centre
Greater encouragement for young people to volunteer

Facilitating partners
National governing bodies, local sports councils, sportscotland, Volunteer Development Scotland

Other partners
Local authorities, local volunteer centres, Scottish Council for Voluntary Organisations, Skillsactive UK (Sector Skill Council formerly SPRITO), Volunteer Centre Scotland

Potential related outcomes
Existing volunteers feel valued
Encourage increased frequency in volunteering
Increase in quality of sport through volunteers’ improved contribution
Increased and higher quality club development
More coaches and officials
Increased community cohesiveness
Target 11
Every local authority’s community planning process to have contributed to the targets of Sport 21 2003-2007

Rationale
A national strategy must find local expression and local implementation to be effective. As Sport 21 shows, sport needs to be connected and integrated to many other areas of Scottish life. Only then can it thrive in its own right, and provide the personal and social benefits Scotland wants from its sport. Any Scottish sportsman or woman knows that to ensure that the investment of time, energy and resources in sport is most effective and not wasted, this investment needs to be planned. An essential requirement for the strategy therefore is that sport is integral to local planning across Scotland.

The strongest process to achieve this requirement is the new community planning process, which every local authority has a duty to facilitate. Although the process could be strictly seen as being restricted to the provision of public services (and sport is delivered in many other ways), it has a widely embracing process which will touch on all the partners of Scottish sport at local level. The community planning process is about communities working as a team. It has enormous potential for putting life back into our communities.

Community planning is thus an essential precursor for sport to be effectively resourced, delivered and integrated in every local area.

Measurement
Local authorities having produced a strategy incorporating sport as part of the community planning process.

What the target will require
Guidance on planning process, and local cultural and sport strategies
Engagement by local sports organisations

Facilitating partner
Local authorities

Other partners
Colleges and universities, district associations of national governing bodies, enterprise companies, health boards, local sports councils, national agencies, Scottish Executive, sports trusts, sportscotland

Potential related outcomes
Local investment/resource plans for sport
Partnerships, roles and responsibilities

Achieving Sport 21 depends upon the contributions of individuals, agencies and organisations. And it depends on them working together – whether in clear partnerships or simply through sharing ambitions.

Continuing to shift the ways in which Scottish sport is organised, administered, delivered and developed remains imperative. Key agencies and partners need to continue being ‘part of the team’, by:

- remaining committed to revisiting their plans
- becoming ever clearer what their roles and responsibilities are
- articulating their particular contribution to the development of sport in Scotland, within the strategic framework of Sport 21
- combining resources to make better use of available funding and working together to attract new resources for sport.

The Scottish Parliament and Scottish Executive

Since Sport 21 was first published in 1998, we have seen the foundation of a new Scottish Parliament with wide-ranging legislative powers and responsibilities. Sport falls within this devolved remit, and the Scottish Executive has endorsed Sport 21 as a basis for its own policies and programmes for sport in Scotland.

The contribution that sport could make to the Scottish Executive’s wider policy agenda, particularly its importance to the social justice agenda, has received broad-based support in Parliamentary debates. Sport can help provide equality of opportunity for all, build communities and improve health and employment opportunities.

During the October 2001 debate on sport, the Minister with responsibility for sport announced a tangible expression of the Scottish Executive’s commitment to sport in Scotland, allocating an additional £6million of Exchequer funds to sportscotland. In August 2002, sport was a major beneficiary when the Scottish Executive allocated local authorities £95million of ‘redeployed resources’ arising from end-of-year surpluses. Around £8.5million of this was for specific programmes on sports promotion, swimming and outdoor recreation.
The Scottish Budget for 2003-2006, announced in September 2002, also benefits sport in Scotland, as the Scottish Executive pledged to continue investing in the Sport 21 agenda and to support sport in schools. The Scottish Executive also set specific targets to be achieved as a result of the extra funding.

Several other national initiatives deserve a mention here, as they impact on the work of Scottish sport. The Scottish Executive has published its response to the National Debate on Education, in which the first steps for action do not include any reference to sport or, indeed, physical education. However, there is the commitment to review the school curriculum and to support schools in using the curriculum flexibly around a well-balanced core.

There are a number of other policy initiatives that require some sort of contribution from the organisations of Scottish sport. The Scottish Executive’s Equality Strategy seeks to build thriving, sustainable communities through a range of initiatives, including support for Social Inclusion Partnerships (SIPs). It is widely recognised that sport can play a valuable part in this work. Other initiatives implementing the Social Justice Programme include those noted on page 11 and the Cities Review.

The Scottish Executive is to be a lead Facilitating Partner in target 2, and to play a role in delivering targets 1, 7, 8 and 11.

**Local government**

Local authorities are leading providers for sport, in line with their statutory responsibilities. Scottish local authorities are obliged (Local Government (Scotland) Act 1994) to “ensure that there is adequate provision of facilities… for recreational, sporting, cultural and social activities”. As a result they’ve been particularly influential in community recreation and the grass-roots levels of sport.

Local authorities’ contribution is not limited to providing facilities, important though that is. It also includes services designed to generate broader benefits, not just to individuals but also to society at large. Sport and leisure activities are now seen as contributing to the wider aims of a local authority, such as:

- individual and community development
- relief of social deprivation
- anti-poverty strategies
- fitness, health and well-being
- urban regeneration and economic development
- community safety.
Seeing sport in this broader context is now broadly accepted through the Best Value regime and community planning models. The value of these services is confirmed by the high levels of satisfaction regularly recorded in user surveys. The benefits of sport are widespread: sport contributes to a sense of community as well as personal feelings of well-being.

Local authorities are uniquely important because they provide a range of sporting and recreation facilities to people of all ages, from all social and ethnic groups and all communities. However, the budgetary constraints reported in Sport 21 still exist, and local authority spending on sport and leisure has, in general, been constrained. Local authorities have responded to these challenges by increasingly providing sporting services in partnership with other bodies. As more and more sports development officers are employed by local authorities, the approach of working partnerships is further enhanced. These partnerships may be between local authorities as well. Regional partnerships, including the Islands Forum, need to be involved in the delivery of this strategy.

In the eyes of the sporting public, local authorities provide the bulk of sporting facilities and access – a major contribution to the infrastructure and quality of life of Scottish communities. Local authorities subsidise participation – they are committed to sport for all and support of minority sports. The major investment needed to maintain and refurbish their facilities is a challenge which needs to be addressed urgently for this strategy to be successful.

Local authorities have overall responsibility in a number of other areas, examined below.

**Community planning**

Local community planning is the key process to promoting partnerships. The Local Government in Scotland Act 2003 places a duty on local authorities to initiate, maintain and facilitate this process. It is the duty of the local authority to invite and take suitable action to encourage all other public bodies, such as local health boards, to participate appropriately in community planning. It is vital that sport has a high profile in the community planning process, and that partner organisations are aware of the cross-cutting benefits that sport delivers to local communities.

**Sports trusts**

Because of financial pressures and issues of best value, many local authorities have moved away from directly providing sport in favour of supporting trusts or community organisations. Some authorities, because of these same financial pressures, have established trusts themselves. Sports trusts’ potential contribution must be harnessed. To do this, their relationships with local authorities must be clarified, and trusts must be integrated into the community planning process. Sports trusts should also be closely associated with the consideration of any decisions taken about developing sports facilities as part of educational programmes, for example through the Public Private Partnership work in schools.

**Schools**

We see several opportunities to develop sport in schools. This is important due to the emphasis of the recommendations of the recently launched Physical Activity Strategy, and the establishment of the Physical Education Review Group by the Scottish Executive.

Firstly, the recent Lottery initiatives within the New Opportunities Fund create funding opportunities. Over the next three years, the Fund will provide £87 million of financial support for providing facilities and related revenue programmes.

Secondly, the sportscotland Lottery Fund has contributed some £162 million towards capital and revenue projects relating to sport. This is most welcome. During the review of Sport 21, however, fears were expressed that Lottery funds will shrink over the next few years. Finally, our communities as well as our children and young people should benefit from the £1.15 billion investment in Scottish schools through the Public Private Partnership (PPP) programme, supported by the Scottish Executive. However, there are examples from the first round of projects where the contracts negotiated between private developers and local authorities have led to community access to school sports facilities, developed under PPP, being very restricted and in some cases expensive. These difficulties should be resolved.
In February 2003, the Scottish Executive and the Convention of Scottish Local Authorities published ‘Building Our Future’, a strategy for Scotland’s school estate (Scottish Executive and COSLA, 2003). One of the objectives of this strategy is that the schools should be at the heart of the community, meeting the needs of communities. The strategy states: “schools should provide facilities for sporting and cultural use to meet school, and where appropriate, community needs.” In preparing their school estate management plans, local authorities will be supported by a range of advice and guidance, including guidance on the design and management of school sports facilities for community use. The school estate strategy has important implications for delivery of Sport 21’s targets.

Many important activities occur outside the curriculum. These complement the formal curriculum, and can act as links through which people continue to participate after leaving school, an important point of transition.

Local authorities continue to provide these services to their communities against the budgetary constraints reported in Sport 21. Local authority spending on sport and leisure has, in general, been constrained. There have been several consequences. Firstly, investment in capital projects has remained static at best (with the possible exception of partnership funding linked to applications for Lottery awards). Secondly, associated revenue budgets have been limited. The third result is less obvious but perhaps just as constraining: some local authorities have lost key professionals with responsibilities for sport and leisure. A great deal of expertise has gone with them. It could be said that, in many local authorities, sport is now seen as a second tier service. However, local authorities have identified themselves as key partners in the delivery of the targets in this strategy. This implies that they will apply a level of significance to sport and the benefits it can bring.

Local authorities are to be a lead Facilitating Partner in targets 1, 3, 4, 5, 6, 8 and 11, and have a role to play in the other four targets. Their community planning function has a particular role in targets 4 and 11; their sports trusts in targets 9 and 10; and their schools in targets 1, 3 and 8.

**Tertiary education**

This sector is a key player with significant future potential. With a Scottish student population in further and higher education of some 694,000 students (HESA, 2002; SFEFC, 2002), the institutions and student federations have a key role to play in encouraging lifelong participation and the longer-term development of sport. Universities and colleges provide a wide range of facilities, participation opportunities, future professionals in sport, instructional programmes and links to local and national partners. Student sports clubs occupy a significant position in the wider organisation of sport and are identified as an area for potential growth and development. Several institutions have a strong and well-developed relationship with governing bodies of sport and contribute to the development of people and sports.
Tertiary education recognises the role and profile of sporting excellence and plays a key part in supporting and developing scholar athletes, coaches, governing bodies and the Scottish Institute of Sport network. Sport and recreation at universities must be embedded not only within university culture, but also within the wider community. Tertiary education needs to have an infrastructure that supports a diversity of sporting opportunity. With a sizeable population of students, staff members and a local community, tertiary education and its student bodies can integrate their efforts to mutual benefit through successful partnerships.

Tertiary education across its various facets is to be a lead Facilitating Partner in target 5 and play a role in delivering targets 1, 2, 7, 9 and 11.

Health services
Scotland’s health record, which has improved since the mid-1980s, is still poor. But health is a capacity for living, not just merely the absence of disease. The social environment and personal behaviour, including physical activity, contribute to a healthy life. The policy focus on health improvement reflects a broader desire, not just for long life with minimal disease, but also good physical, mental and social functioning allied to a sense of well-being. This focus was particularly reflected in the work of the Physical Activity Task Force, which itself was one of four key challenges contained in Sport 21. The Task Force, formed in 2000, led to the recent launch by the Scottish Executive of Scotland’s first ever Physical Activity Strategy. The strategy calls for new national targets on activity levels to combat growing concerns of inactivity and obesity. Sport can be a major contributor to this national policy, as recognised in the recent Scottish Budget announcement that significant resources will be allocated from the Health Improvement Fund to increase participation in sport and physical activity in schools in the next three years. National Health Service Boards and Trusts need to consider how to integrate sport into their work, through partnership working with local sports organisations.

Health services are to play a role in delivering targets 1, 4, 6 and 11.

sportscotland
sportscotland is the national agency for sport in Scotland. The sportscotland group of companies includes the Scottish Institute of Sport and the three national centres at Glenmore Lodge, Inverclyde and Great Cumbrae.

Its core responsibility is to develop sport and physical recreation in Scotland. In this role, sportscotland has a two-way relationship with the Scottish Executive, which currently provides exchequer funding of approximately £13million, rising to around £25million in 2005/06. sportscotland is also the licensed distributor of the Lottery Sports Fund in Scotland and combines both these resources to develop and implement sports programmes across the three visions of Sport 21. This work is carried out with a number of partners including local authorities and governing bodies of sport.

It is important to stress that the amount of funding available to sport through the National Lottery is diminishing significantly due to the drop in ticket sales. This diminishing return for sport will be reflected in the new Lottery strategy to be prepared in the summer of 2003.

Research and evaluation studies will continue to be an important part of sportscotland’s work, particularly as more and wider evidence will be essential in shaping and implementing future policies.

sportscotland is expected to continue to prompt the delivery of Sport 21 and play a custodial role on behalf of Scotland’s sporting community by regularly reviewing progress against Sport 21’s targets. It is to be a lead Facilitating Partner in targets 1, 3, 7 and 10, and play a role in delivering targets 2, 4, 5, 8, 9 and 11.

While public bodies have a significant role in sport, they are just one of many contributing groups. This strategy recognises the need to be clear about the purpose of their role, the limits to it, and the need for them to work effectively in partnership.

The Scottish Institute of Sport
The Scottish Institute of Sport was established by sportscotland in 1998. Its job is to create more Scottish winners at the highest levels of international sport, through nine core sports and individual athletes. Based in Stirling, the Institute acts as a central focus of a national network which now includes six Area Institutes of Sport, which are
supported by local authority and university partnerships. Beyond Scotland it has links to the United Kingdom Sports Institute and international alliances, such as with the Victoria Institute of Sport and Stanford University.

The Scottish Institute of Sport provides support for athletes and their coaches, and is seen as being at the leading edge of developing high performance sport in the United Kingdom. Uniquely in the UK, it employs coaches directly, which empowers them to focus on the job of planning, managing, integrating and delivering services to athletes. It also carries out innovative work in sports medicine and sports science.

Participation at the top level in sport brings benefits not only to individuals but also to their communities. Scotland has a number of athletes who achieve excellence judged against world standards, and many others are striving to produce performances of similar quality. To get there, athletes need opportunities to develop their skills and to work with others of a similar standard. This drive for excellence is essential to raise standards and expectations amongst athletes and spectators alike.

Promoting excellence is neither elitist nor excluding – Scotland’s athletes are excellent role models, particularly for the young. The Scottish Institute of Sport (and the national network of six Area Institutes of Sport) should be able to build on their pioneering work, and make an increasingly important contribution to Scottish athletes’ national and international success.

The Scottish Institute of Sport is to be a lead Facilitating Partner in target 7.

National governing bodies
There are some 80 national governing bodies of sport (NGBs) in Scotland. All are capable of contributing in different ways with different abilities to the three visions of Sport 21. These extensive responsibilities require an increasingly professional approach, but many NGBs are still challenged by limited resources. They therefore rely on over-committed volunteers to carry out administrative and executive tasks that really require full or part-time staff and greater professional support.

The role of national governing bodies is critical in achieving Sports 21’s three visions. Their activities need setting within long-term plans for their sport. However, at present, too few are able to contribute strongly to more than one of these visions. Actions are required to extend their reach. Because environments constantly change, governing bodies need to be modern and professional. Yet much remains to be done. Sustained financial support remains an issue if these aims are to be achieved. It is important not to underestimate this challenge.

National governing bodies are to be a lead Facilitating Partner in targets 5, 6, 7 and 9, and play a role in delivering targets 1, 2, 3 and 10.

Sports clubs
There are around 13,000 sports clubs in Scotland. The vast majority of them (93%) cater for a single sport, and over half have fewer than 60 members. The range of services provided is diverse. Some clubs offer structured programmes that provide progressive opportunities for development, while other clubs struggle to remain viable. In Scotland, large and vibrant clubs tend to be the exception rather than the rule. Because most clubs are a key part of the local community, it’s vital that they work in partnership with local authorities and/or local sports councils.

Sports clubs are the main way that people locally engage with sport, at whatever level. They have an acknowledged and primary role in fostering sport in the community. While sportscotland, governing bodies and local authorities are aware of their potential, it’s important to acknowledge and respect the actual views of clubs, reflected in a major survey (sportscotland, 2001).
Sports clubs are the survivors of Scottish sport, and many have shown remarkable continuity despite social changes. This is largely due to three factors:

- they see the needs of their members as the absolute priority
- they can raise enough money for their needs by drawing upon their own resources
- they focus on short-term planning.

While most clubs are involved in competition (and consider it important) the major driving force for most is ‘enjoyment’, considered the key value by two-thirds. The clubs regard broader and longer-term sports development as being not particularly relevant to them. This does not mean they lack the potential to contribute to sports development, nor that they are opposed to its goals – it simply means that any development work needs to be mindful of their day-to-day priorities and the need for survival.

The preparation of this strategy has suggested that such survival might be helped by greater collaboration between sports to create multi-sports clubs or community clubs that would be better placed to share facilities and resources as well as providing a greater variety of sporting opportunities for their membership.

Sports clubs are to play a role in delivering targets 1, 3, 4, 5, 6, 7, 9 and 10.

Local sports councils
Local sports councils should continue their key role as promoters of local sport. Regular and wider reviews are now needed of the roles of local authority staff and community volunteers. These reviews should focus on two areas: enabling access to sport, and the balance between professional and volunteer.

Local sports councils are to be a lead Facilitating Partner in target 10, and play a role in delivering targets 3, 5, 6, 9 and 11.

The commercial sector
The commercial sector plays an increasingly important role in sport in Scotland. It can be involved directly, such as when it provides and manages sports facilities. Or it can work indirectly by partnering other bodies. Joining with local authorities in Public Private Partnership (PPP) programmes is one example.

The impact that the socio-economic composition of its membership and client base is having on the overall development of sport has yet to be determined.

Commercial sports operators (both individual and corporate) and professional sports clubs are increasingly important to sporting opportunities in Scotland. Although understandably concerned with profit, they also have much to gain and contribute by working with others involved in Scottish sport and within a national strategic framework. The preparation of this strategy has identified that the commercial sector is already engaged in this way and is looking at ways in which it can make a greater contribution that would result in greater use of commercial facilities, programmes and staff resources such as coaches.

The commercial sector is to play a role in delivering targets 4, 6, 7, 8 and 9.

Volunteers
Volunteers, particularly in governing bodies, local sports councils and sports clubs, have a valuable contribution to make to sport in Scotland. Our sporting participation targets depend on them.

The first Sport 21 review identified the need for a national framework for systematically recruiting and developing volunteers. However the agencies involved, including the Scottish Association of Local Sports Councils (SALSC), the Scottish Sports Association (SSA) and sportscotland, have not adequately addressed this issue, either within sport or more critically in the context of the wider voluntary sector.

Recently, the retention of volunteers has become increasingly difficult. During the preparation of this strategy we have heard more about the threats to volunteering in sport than almost any other subject. That is why the strategy contains a target aimed at sustaining the number of volunteers involved in the development and delivery of sport.

The volunteer development agencies are to be lead Facilitating Partners in target 10, and play a role in delivering targets 4, 6 and 9.
Coaches

Skilled coaches at all levels are essential, in order to:
• develop the potential of young people
• ensure the enjoyment of adults
• improve standards in Scottish sport.

This is a long established issue within Scottish sport. But arguably, there are still not enough coaches with the necessary skills, qualifications and time. This is relevant at youth level, club level and beyond. The provision and development of coaches for Scottish sport will be taken forward as part of the implementation of this strategy’s Target 10, which aims to sustain the number of volunteers in sport.

Coaches are to play a role in delivering targets 3, 4, 5, 6 and 7.

Roles and responsibilities

One of Scottish sport’s strengths is the number and variety of agencies, bodies and individuals who want to be involved. But it is also a weakness. It means that efforts sometimes overlap, successful efforts in a particular area of sport are not always followed up, efforts are not always combined. All this means that we’re not always as successful as we should be in encouraging participation, and we don’t always enable people to build on their initial performances as much as they could. Above all, our efforts do not realise our full potential to improve the quality of life across the Scottish population.

An important aspect of the implementation plans which follow this strategy must be to clarify and assign roles and responsibilities across the partners in Scottish sport, to turn all these potential weaknesses into strengths. For this strategy to work through partnerships however, roles must be willingly accepted and the responsibilities carried through with commitment. This strategy therefore deliberately does not assign such roles and responsibilities. It merely outlines a framework for roles and responsibilities in this section and that on the targets – it is for the partners to accept their roles. That said, the next section suggests a mechanism, led by the identified Facilitating Partners, by which the partners can discuss, agree and commit to their roles and responsibilities.
Scottish sport’s review of Sport 21 has identified two clear principles for implementing the resulting strategy. The delivery of the targets can only be achieved through collaborative and concerted action from those identified as having a contribution to make. In other words, these contributors need to form partnerships. We will need a formal implementation mechanism, including the necessary monitoring and evaluation processes, if Scottish sport is to deliver.

In effect, the recommended partnerships will need to be their own implementing agents. The various organisations that have identified themselves as facilitating and other partners will need to be committed to working at these partnerships. Such a commitment recognises that delivery of the strategy cannot be the responsibility of any one partner.

The implementation requires a planned series of actions identifying who does what and when and with which available or new resources. It is vital that the partnerships develop action plans to be taken forward now. For most targets, many different partners can contribute. It is therefore important that some organisation, or a small number of organisations, leads and guides a process by which all the partners agree and commit to an action plan.

Scottish sport has identified Facilitating Partners for this organisational role. These partners will bring together the various interests to ensure that action plans involving all the partners are prepared and agreed for each target. Drafting the action plans will be the responsibility of the Facilitating Partners.
Implementation Groups will be formed at national level. But delivery of any national strategy has to be at local level and the Implementation Groups, or slightly different combinations, will need to be repeated at a local level to ensure that action occurs, is co-ordinated and is complementary.

The Facilitating Partners across the targets have a clear overlap, because the targets are mutually supporting and will often require complementary action. To keep things simple, five National Implementation Groups will be formed. A Group representing local authorities, health boards, national governing bodies and sportscotland is to facilitate development of targets 1, 3, 4, 6, 8 and 11. Target 2 is to be led by the Scottish Executive with appropriate national teachers’ organisations.

A third Group, representing the tertiary education organisations, local authorities and national governing bodies, will bring together the partnership for target 5. A fourth Group comprising national governing bodies, the Scottish Institute of Sport and sportscotland will have responsibility for the action plan for target 7. Finally, a Group representing national governing bodies, local sports councils, sportscotland and Volunteer Development Scotland will facilitate the partnerships that tackle targets 9 and 10.

The Ministerial Forum, with its membership across the whole of Scottish sport, assisted by sportscotland as its secretariat, will prompt the Facilitating Partners to draw together the Implementation Groups. The Forum will monitor the preparation of the Action Plans for each target by these five Groups, assess their implementation at local level and evaluate their impact. It will then prepare progress reports and evaluate courses of action over the strategy’s four-year life. The Forum will be the link to the Joint Implementation Group of the National Cultural Strategy, which embraces Sport 21.
Sport matters to the people of Scotland. It affects our lives in many ways, contributing to our health, supporting employment for tens of thousands and generating significant economic activity. All the evidence shows that this fact is widely recognised throughout Scotland and beyond. 95% of us feel that sport adds to the quality of life in Scotland.

Sport has the capacity to lift the spirit of the nation; to provide direction and purpose; to develop leaders; and to teach lessons of endeavour, of winning and losing. It has the capacity to build confidence and self-esteem; the capacity to challenge and inspire; and the capacity to entertain. Most of all, sport has a limitless capacity to provide endless hours of enjoyment and fun. Sport matters so much to the people of Scotland that around 150,000 volunteers work with sporting organisations.

There’s no ‘short-term fix’ for the major issues facing Scotland today: our levels of inactivity and obesity; the need to support and nurture our emerging talent; the desire to achieve greater performance on the world stage; the need to improve our sports facilities; and the need to support our volunteers and clubs. Tackling all these problems will take time, so any strategic plan for developing sport in Scotland must have a long-term perspective. The key challenge and targets contained in this strategy have been agreed for the next four years. It must be realised that any successes will merely be milestones in a longer journey. Any mid-term strategy is a means of achieving the longer-term visions, and so the strategy will need to be reviewed again in 2007.

Above all, any successes will only come by working together. The implementation plans which will follow this strategy may identify the need for any new resources to meet its targets, and guide the placement of these resources. Plans will need to take account of declining Lottery Fund revenues and the next Scottish Budget review in 2004.
But just as importantly – if not more so – the plans must aim to maximise existing resources. To have them working together in support of each other to meet the targets. To align the timing of their application so that the results of different initiatives support each other. To avoid investment that does not build on, or contribute to, an integrated infrastructure for sport and pathways for lifelong participation and achievement.

In addition, the review of Sport 21 has emphasised once again that short-term financing or initiatives will not produce the progress towards the country’s visions for sport that we all want to see.

The Key Challenge and Targets outlined in this document are designed to be both incremental and progressive. As positive steps towards the longer-term visions, they are valuable in their own right; they should also reinforce policy initiatives of the future. The targets have been carefully considered so that they complement each other. Taken together, they form a consistent, coherent plan for every key aspect of Scottish sport. They should be a step towards shaping a Scottish future in which schools have active pupils and boast lively and varied sports programmes. A wide variety of dynamic sports clubs provide sporting opportunities for all the communities of Scotland. Local authorities ensure that sport makes its contribution to the well-being of their residents, no matter what their circumstances. And governing bodies produce successful national teams and competitors for us all to enjoy. That’s the future we want to shape for Scotland.

Conclusion
Although Sport 21 is the result of many people’s contributions, we are still interested in your thoughts. If you would like to comment or you want to find out more about how you can play your part, please contact: Alan Miller, Policy Adviser, sportscotland, Caledonia House, South Gyle, Edinburgh EH12 9DQ. Telephone: 0131 317 7200, e-mail: alan.miller@sportscotland.org.uk.

Finally, thank you for your contribution so far to Sport 21. We hope that the next four years are even more successful than the last.
Scottish sport would like to acknowledge the work of the members of the Sport 21 Ministerial Forum in steering and the Sport 21 External Think Tank for informing the review process. The membership of the Ministerial Forum was designed to cover the various partners involved in the development of Scottish sport.

**Ministerial Forum**

Dr Elaine Murray MSP, Deputy Minister for Tourism, Culture and Sport  
Bob Irvine, Scottish Executive  
John Gilmour, Scottish Executive  
Mary Allison, Scottish Executive  
John Beattie, Physical Activity Task Force  
Karen Gillon MSP, Education, Culture and Sport Committee, Scottish Parliament  
John Flett-Brown, Convention of Scottish Local Authorities  
Marian Keogh, Glasgow Alliance  
Ernie Turpie, Scottish Association of Local Sports Councils  
Alastair Gray, Scottish Institute of Sport  
Anne Marie Harrison, Scottish Institute of Sport  
Eddie Brogan, Scottish Enterprise  
Caroline Packman, VisitScotland  
Jane Clark, Scottish Natural Heritage  
Alan Blackie, Association of Directors of Education Services  
Phillipa Bonella, Scottish Council for Voluntary Organisations  
Malcolm MacPhail, Next Generation  
Bridget McConnell, Voice of Culture and Leisure  
John Zimny, Society of Local Authority Chief Executives  
Colin Grahamslaw and Neil Park, Scottish Sports Association  
Alastair Dempster, sportscotland  
Alan Grosse, sportscotland, Developing Potential Forum  
Dr Linda Leighton-Beck, sportscotland, Widening Opportunities Forum

We would also like to acknowledge the significant contribution made by all those who took part in the consultation by submitting comments. Particular mention needs to be made of those individuals who organised, chaired and participated in over 30 focus groups held throughout the summer of 2002. We are also grateful for the contributions of Professor Brian Duffield, Consultant, Dr Ivor Davies, Consultant and John McManus, mcm associates, in assessing the responses and helping to develop this strategy document. The preparation of this document was also supported by a number of officers from sportscotland.
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Further Information
This strategy document is supported by a Sport 21 Review document ‘Time to Consider Progress’, which was published and distributed at the end of November 2002. Both documents are further supported by a wide range of information papers on the sportscotland website: www.sportscotland.org.uk. These information papers will be regularly expanded and updated and will be developed into a permanent knowledge database on the website.

Current information papers include:
Structure of Sport
Importance of Sport
Participation
Inclusive Sport
Sports, Governing Bodies and Clubs
Local Authorities
The Sport 21 2003-2007 Strategy has been produced by sportscotland on behalf of Scottish sport. For further information, please contact Alan Miller, Policy Adviser, sportscotland, Caledonia House, South Gyle, Edinburgh EH12 9DQ. Telephone: 0131 317 7200, e-mail: alan.miller@sportscotland.org.uk. Or visit the sportscotland website at www.sportscotland.org.uk.

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