

Scottish Sports Association

# Health & Sport Committee

Call for Evidence: Draft Budget 2018-19

A submission on behalf of the Governing Bodies of Sport  
in Scotland

July 2017



**Health & Sport Committee  
Submission from the Scottish Sports Association**

**Call for Evidence: Draft Budget 2018-19**

The Scottish Sports Association (SSA) thanks the Health & Sport Committee for the opportunity to contribute to this call for views.

The Scottish Sports Association (SSA) exists to represent and support Scottish Governing Bodies (SGBs) of Sport as the independent and collective voice for SGBs. We represent their interests and currently have 48 full members and 17 associate members. SGBs are responsible for the governance, development and delivery of their individual sports and provide a formal structure for the over 900,000 individuals in Scotland who are members of one of Scotland's 13,000 sports clubs. Most of these organisations are run on a not-for-profit basis and are managed by volunteers. They provide coaching, competition and participation development opportunities for their local communities and most of the 195,000 people who volunteer in sport do so within the club structure.

The SSA has, as usual, compiled this submission in consultation with our members.

**Question 1 - Do you consider that the Scottish Government's health and sport budget for 2017-18 reflects its stated priorities (as set out in the [National Performance Framework](#), the [LDP standards](#) and the [National health and wellbeing outcomes](#))? If not, how could the budget be adjusted to better reflect priorities?**

**Scottish Government's Purpose**

While the ambition of a more successful country with opportunities for all of Scotland to flourish is welcomed, there is an argument to say that there are other means to achieve this, other than simply through increasing sustainable economic growth. Aspects of health, inequality and lifestyle choices are also fundamental to this aspiration, as proposed in a revised purpose:

*"To focus government and public services on creating a healthier, more successful country with opportunities and life choices for all of Scotland to flourish, through increasing sustainable economic growth and reducing inequalities."*

This revised purpose reflects the Government's priorities for reducing inequalities, improving mental health and an increased focus on prevention as outlined within the 2017-18 Draft Budget and the Programme for Government.

**Strategic Objectives - Healthier**

The aim of the 'Healthier' strategic objective is "to challenge the health inequalities that currently exist in Scotland, including the gap in healthy life expectancy, to improve the life chances that are needed to support better health."

- From discussion with Scotland's former Chief Medical Officer, Sir Harry Burns, it is understood that the key indicator of life expectancy in Scotland is how physically active a person is – above any other indicator

- The Scottish Government’s Active Scotland Outcomes: [Indicator Equality Analysis](#) states that “Once people are frequently active, inequalities almost entirely disappear - among sport and exercise participants, frequency of participation does not vary by any characteristic apart from ethnicity (people of Asian origin participate less)”
- It is widely recognised that sport and physical recreation help people to lead healthier lives.

As such, it is proposed that the ambition of the ‘Healthier’ strategic objective be amended to reflect the contribution of sport and physical activity to this vital objective, and to provide a real and much needed focus on prevention, in line with the priorities detailed in the Draft Budget 2017-18 and the Programme for Government:

*“Help people to sustain and improve their health and levels of activity, especially in disadvantaged communities, to embed a prevention approach to healthcare and ensuring better, local and faster access to health care.”*

The contribution of ‘A Healthier Scotland’ to the overall Purpose is by: *“raising healthy life expectancy, increasing the productivity of Scotland's workforce, reducing absenteeism, improving public sector efficiency and increasing participation in the labour market by reducing the number of people on incapacity benefit.”* Sport and physical activity make a considerable contribution to these priorities, as detailed in the table below.

<b>A Healthier Scotland’s Contribution to the Purpose</b>	<b><a href="#">Evidence of Sport/Physical Activity Contribution</a></b>
Raising healthy life expectancy	Physical activity ‘reduces the risk of premature mortality in general’ <sup>1</sup> (US Surgeon General)
Increasing the productivity of Scotland's workforce	Work performance can increase by up to 5% when employees are physically active
Reducing absenteeism	27% fewer sick days are recorded by physically active employees
Improving public sector efficiency	4-5% improved work performance through being active
Increasing participation in the labour market by reducing the number of people on incapacity benefit	Staff turnover can be reduced by up to 15% due to on-site fitness programmes <sup>2</sup>
Increasing physical activity levels by 1% each year for five years would save 157 lives per year, with a positive economic impact of £85million <sup>3</sup>	
Physical inactivity costs the NHS in Scotland £91 million/year <sup>4</sup>	

While these figures are compelling on their own as to the economic benefits of our nation being more active, the most compelling arguments are very human, with prevention at its heart.

Despite these compelling figures, particularly in relation to the lives that can be saved and in the opportunities for our nation to live longer, healthier and indeed happier lives, the importance of people being active is not currently reflected in those National Outcomes which are identified as having a “focus” within the Healthier Outcomes. The National Indicator for physical activity should be reflected as an identified “focus” target within the ‘Healthier Outcomes’.

In addition to the contribution of sport to the ‘Healthier’ and ‘Wealthier and Fairer’ Strategic Objectives, as detailed above, research supports the impact that participation in sport has on all five of the Strategic Objectives. Further information on this contribution can be found in the SSA’s [#WhySportMatters](#) resources.

<sup>1</sup> Surgeon General (1996). *Physical and Health: A Report of the Surgeon General*, US Department of Health and Human Services.

<sup>2</sup> [sportscotland](#) Strategy Consultation (2010). *Shaping our plans for the future*.

<sup>3</sup> Scottish Executive (2003). *Let’s Make Scotland More Active*, Edinburgh: Crown.

<sup>4</sup> Scottish Government: <http://www.gov.scot/Topics/ArtsCultureSport/Sport/physicalactivity>

## National Outcome – We live longer, healthier lives

It is reassuring to note that the National Indicator for increasing physical activity is identified as related to this outcome. However, the benefits of people participating in sport and physical activity are not recognised as factors in delivering this Outcome, nor is the inactivity of the nation recognised as a main challenge to this.

The importance and influence of this Outcome lacks any real commitment to, or focus on, prevention.

## National Indicators

While our members welcome the continued use of the National Indicator to increase physical activity, it is also important to recognise the contribution that success in this area can directly have on the following indicators, as research indicates:

- Reduce traffic congestion through increased approaches to and opportunities for active travel
- Improve Scotland's reputation through Scotland's successes in elite/performance sport, through the hosting of the Commonwealth Games, Ryder Cup and a host of other international sporting events and through the significant contribution of sport to Scotland's tourism economy
- Improve the skill profile of the population through individuals attaining and developing new skills through participating and/or volunteering in sport and sports clubs
- Improve people's perceptions of the quality of public services through people having inclusive, affordable and sustainable access to a diverse range of sporting opportunities and sports clubs
- Improve levels of educational attainment through more young people being active within and beyond the school curriculum
- Increase the proportion of young people in learning, training or work through more young people being active and enhancing their life chances
- Increase the proportion of graduates in positive destinations through more graduates participating in sport and enhancing their life chances<sup>5</sup>
- Increase the proportion of healthy weight children through more young people reaping the benefits of being active in the early years as well as increased activity within and beyond the school curriculum
- Increase people's use of Scotland's outdoors through more people being active outdoors and through increased participation in outdoor/adventure sports
- Improve self-assessed general health through the enhanced health and feel-good factor benefits of more people being more active
- Improve mental wellbeing through sport being recognised as a natural remedy to both prevent and enhance mental health and wellbeing<sup>6</sup>
- Reduce premature mortality by increasing activity levels and getting the least active people to be active through specifically targeted and resourced programmes
- Reduce Scotland's carbon footprint through increased approaches to and opportunities for active travel
- Increase the proportion of journeys to work made by public or active transport through increased approaches to and opportunities for active travel.

The performance of the majority of these Indicators reflects that of the physical activity indicator, ie no change. This creates an argument for increased and targeted investment in sport and physical activity to increase

---

<sup>5</sup> <https://www.bucs.org.uk/page.asp?section=18560&sectionTitle=Value+of+Sport>

<sup>6</sup> Whitelaw S., Swift J., Goodwin A., and Clarke D. (2008) Physical Activity and Mental Health: the role of physical activity in promoting mental wellbeing and preventing mental health problems. An evidence briefing. NHS Scotland, Edinburgh.

<sup>6</sup> Chief Medical Officers of United Kingdom home countries (2011), *Start Active, Stay Active: A report on physical activity for health*. Available at: [http://www.dh.gov.uk/prod\\_consum\\_dh/groups/dh\\_digitalassets/documents/digitalasset/dh\\_128210.pdf](http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_128210.pdf)

<sup>6</sup> Biddle S. & Mutrie N. (2001) *Psychology of Physical Activity: Determinants, well-being and interventions*. Routledge. London.

<sup>6</sup> Department of Health (2004) *At least five a week. Evidence on the impact of physical activity and its relationship to health. A report from the Chief Medical Officer*. London: Department of Health.

performance against the physical activity target, as well as further research and targeting as to the impact potential that sport and physical activity can have to contribute to these other identified Indicators.

The cross cutting nature of the physical activity indicator further supports the proposal that it should receive higher prominence, given the number of national indicators which it can have a positive effect on.

#### **National Indicator – Increase physical activity**

The introduction of this Indicator was greatly welcomed by our members. In order to increase progress towards this Indicator Measure (*“the proportion of adults meeting physical activity recommendations”*), our members would raise the following points:

- Has the previous target for this indicator been removed *“50% of adults, and 80% of children aged 16 and under, should be meeting the current recommended levels of physical activity by the year 2022”*?
- The measurement for this indicator only focuses on one of the two guidelines for adults recommended by the [UK Chief Medical Officers](#), ie the number of minutes of aerobic activity per week. It does not report on the second of these guidelines – the number of days per week when activities that improve muscle strength/test balance and co-ordination are undertaken
- Our members support the current refresh of the indicators and data which inform the Scottish Government’s [Active Scotland Outcomes Framework](#) to provide more robust and detailed information to appropriately monitor trends to inform decision making at all levels
- The recognition that maintaining population levels of activity, despite a growing and ageing population, actually demonstrates an increase in activity levels and should be celebrated
- A focus on ‘we encourage and enable the inactive to be more active’ must have the same prioritisation as ‘we encourage and enable the active to stay active throughout life’ to achieve the vision of ‘a more active Scotland; where more people are more active more often’
- Targeting the inactive to become more active must be supported by new investment in recognition that specific, targeted programmes have proven of greatest success in this regard and, subsequently, that these require new, additional and specific investment
- The recognition of the preventative properties for positive physical and mental health outcomes within this Indicator are welcomed, but these need to be cross referenced into the Health National Outcome and to the related National Indicators. This will help to raise awareness as to the importance and contribution of sport and physical activity and will promote increased cross-departmental working and, vitally, budgeting at both local and national government levels
- Our members are also concerned that the aspects which will ‘influence this National Indicator’ relate only to the respective Commonwealth Games and Ryder Cup. Our members would suggest that there remain many current and future opportunities which will influence this National Indicator which could be referenced
- It is important to note that the reasons highlighted as to why this National Indicator is important are all health related outcomes – a further strong argument that if health is to be the principal recipient of the benefits of increasing physical activity, that health budgets should also be the principal investor to the achievement of these outcomes
- Given that approximately 90% of investment in sport in Scotland is through local authorities, it would add priority to the delivery of this Indicator if a further specified role of the Government within this was liaison with local government to ensure that the breadth of the contribution of sport and physical activity to Scotland is reflected within local government budgets and plans across local government departments.

#### **National Indicator – Increase people's use of Scotland's outdoors**

As detailed above, the National Indicator for increasing physical activity is entirely complementary to the National Indicator for increasing people’s use of Scotland’s outdoors. However, it no longer features in the Healthier

Strategic Objective, nor is it reflected as a related National Indicator in relation to the 'We live longer, healthier lives' outcome.

Within this it is important to reiterate Scotland's internationally-recognised landscape in providing a superb venue for a range of outdoor activities, with consequent benefits for individuals in terms of health, fitness and wellbeing, and broader benefits for the economy, especially so in rural and remote areas. Strongly linked to this is our world-leading access legislation which significantly encourages and enables increased outdoor activity.

In order to increase people's use of Scotland's outdoors, our outdoor landscape must be considered as an asset. Any plans/developments which could have a negative impact on this asset and the potential opportunities and/or likelihood of people taking part in outdoor/adventure sporting activities must be carefully assessed and their potential impact researched.

### **National Health and Wellbeing Outcomes**

The benefits of sport and physical activity are not recognised within the six outcomes which underpin the National Health and Wellbeing Outcomes. Subsequently, each Integration Authority is not required to report annually on their performance in this area towards these national outcomes.

Our members are concerned that this is despite research showing that sport and physical activity can reduce the risk of all causes of mortality by 30% and that ~90% of investment in sport in Scotland goes through local authorities.

### **How Could the Budget be Adjusted?**

As identified above, there are a number of areas where the contribution of sport and physical activity could be better reflected. This is also true in relation to the budget. Instead of reducing the budget to sport and physical activity – increasing the budget in this area would better reflect the Scottish Government's identified priorities of reducing inequality and focusing on prevention and early intervention.

### **Question 2 - For the health and sport budget for 2018-19 where do you suggest any additional resources could be most effectively deployed and where could any further savings be found? What evidence supports your views?**

#### **Where Could Additional Resources be Most Effectively Deployed**

In order to achieve our shared vision of a healthier Scotland, where people live longer, healthier lives, a change in culture is fundamentally what is required. There are three principal target groupings with three respective targeted approaches:

1. Proactive, supported intervention programmes need to be targeted to those individuals who are currently not active. Such programmes are supported intervention programmes enabling and encouraging sustainable participation in sport and physical activity and require to be specifically resourced through new, additional investment
2. Early intervention is key to providing all of Scotland's young people with the skills and confidence to engage on a pathway of lifelong participation in sport and physical activity; if every young person is taught the fundamentals of physical literacy (ie if every child can run, jump, throw, catch and swim) then they have the tools to self-direct their own activity in sport and physical activity throughout their lives
3. Everyone (including those detailed above and those that are already active) needs accessible, affordable and diverse opportunities to participate in sport and physical activity. In order to maximise the sustainability of this (in addition to the further health, social, skill-development and

intergenerational benefits), voluntary sports clubs need to be supported as a key exit route to the targeted programmes and initiatives identified above. As such, voluntary sports clubs need to be celebrated as a key asset to communities and their contribution to our nation needs to be better recognised by both national and local governments.

As detailed above, the principal benefits of an increase in physical activity/participation in sport will be towards improvements in health (both physical and mental), as well as:

- education (through increased attendance and educational attainment)
- the economy (due to the aforementioned increased productivity in the workforce)
- justice (through increased uptake in sport contributing to diversionary choices for young people).

Given that these policy areas will likely benefit most from increases in physical activity/participation in sport, should these departments and budgets not also be the key paymasters to achieving these outcomes?

The Scottish Governing Bodies of sport, through the SSA in partnership with the Scottish Sports Alliance, outlined within [A Manifesto for Scottish Sport](#) where further investment in, and prioritisation of, sport and physical activity could lead to the change in culture required to deliver the outcomes desired within the National Performance Framework. Fundamentally these priorities fall into four key headings:

**PE and School Sport:** an entitlement for every child to be equipped with the skills to be active for life;

- Through the primary school curriculum, and significant aspects of learning, every child develops the fundamental skills to allow them to be physically literate (run, jump, throw, catch and swim)
- The teaching of PE is prioritised within initial teacher training and CPD to ensure the confidence and competence of all teachers in quality delivery for all pupils
- Scottish Disability Sport's award winning Disability Inclusion Training is prioritised within teacher training and CPD to ensure quality and inclusive PE for all pupils
- Educational structures ensure that every child, in every school is active every day, supported by specialist teachers.

**People:** an entitlement for everyone to be supported as a volunteer;

- Everyone is able to contribute to their communities through volunteering
- Every employer and educational establishment provides regular Supported Volunteering options for all as part of wider ongoing support for the voluntary sector.

**Places:** everyone has access to an appropriate range of indoor and outdoor sporting places in their communities;

- Facilities which receive public investment should provide easy and affordable (a rate which is not financially prohibitive) access to community sports clubs
- Facilities which receive public investment should provide priority access to community sports clubs.

**Performance:** an entitlement for all talented individuals to achieve their potential through the sporting system;

- World class performance sporting system for everyone in Scotland
- Increased and long term investment planning into performance sport in Scotland
- Every athlete will have access to a level of facilities, competition, coaching and support which is appropriate for their ability and commitment to sport.

In the Manifesto, our members outline that these four priorities could be enabled and realised from the fifth priority:

**Partnerships:** for everyone to realise the benefits of sport/being active:

- Partnerships between sport/activity organisations are prioritised with and resourced from health, education, justice and transport organisations to lead to a “radical shift towards preventative public spending” (Christie Commission).

Our members are clear that the delivery of the above principles would underpin a change in the culture of sport and physical activity in Scotland which would revolutionise both sport and health in Scotland. These priorities will improve access to, and participation in, sport and physical activity which can play a significant role in the achievement of many of the overall National Performance Framework targets.

To achieve this, we must have the courage to divert investment from other areas of spend in order to achieve greater benefits in the longer term.

### What Evidence Supports These Views

Many of society’s fundamental health challenges are well versed, although their scale and financial burden, along with the significant contribution that sport and physical can make to these, are perhaps less well highlighted.

Health Issue	Scale	Financial Burden
<b>Obesity</b>	29% of our population are obese (2.7% of which morbidly obese); 65% overweight or obese <sup>7</sup> 24% of 2-6 year olds are overweight or obese, with 13% being considered obese	£175million per year in Scotland <sup>8</sup>
<b>(Hip) Fractures</b>	One in two women and one in five men will suffer a fracture after the age of 50 <sup>9</sup>	£4.3billion for 500,000 fragility fractures per year (including 79,000 hip fractures) across the UK <sup>10</sup>
<b>Diabetes</b>	271,321 affected in Scotland <sup>11</sup>	£10billion per year across the UK <sup>12</sup>
<b>Premature Mortality</b>	2,447 people die each year in Scotland due to physical inactivity	2,447 unnecessary deaths per year in Scotland
<b>Mental Health</b>	One in four people will experience a mental health problem at some point in their lives <sup>13</sup> ; 30% of GP consultations are associated with mental health problems	£10.7billion per year in Scotland <sup>14</sup> ; 14% of the adult population are on prescribed anti-depressants <sup>15</sup>

<sup>7</sup> Scottish Government - *Scottish Health Survey 2016*: <http://www.gov.scot/Publications/2016/09/2764/0>

<sup>8</sup> Scottish Government (2010). *Preventing Overweight and Obesity in Scotland: A Route Map Towards Healthy Weight*.

<sup>9</sup> National Osteoporosis Society: <https://nos.org.uk/about-osteoporosis/what-is-osteoporosis/>

<sup>10</sup> National Osteoporosis Society: <https://nos.org.uk/news/2017/april/28/charity-pledges-support-for-new-report-on-crucial-role-of-fracture-liaison-services-in-battle-against-osteoporosis/>

<sup>11</sup> Diabetes UK: [https://www.diabetes.org.uk/Documents/Position%20statements/DiabetesUK\\_Facts\\_Stats\\_Oct16.pdf](https://www.diabetes.org.uk/Documents/Position%20statements/DiabetesUK_Facts_Stats_Oct16.pdf)

<sup>12</sup> Diabetes UK: [https://www.diabetes.org.uk/Documents/Position%20statements/DiabetesUK\\_Facts\\_Stats\\_Oct16.pdf](https://www.diabetes.org.uk/Documents/Position%20statements/DiabetesUK_Facts_Stats_Oct16.pdf)

<sup>13</sup> SPICe: [http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB\\_14-36.pdf](http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB_14-36.pdf)

<sup>14</sup> SPICe: [http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB\\_14-36.pdf](http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB_14-36.pdf)

<sup>15</sup> Information Services Division Scotland: <http://www.isdscotland.org/Health-Topics/Prescribing-and-Medicines/Publications/index.asp#1495>

The specific impact and burden of physical inactivity in the UK, and the significant associated benefits of being physically active, are also poorly recognised:

Health Issue	Scale of Physical Inactivity Impact <sup>16</sup>	Financial Burden (UK/year) <sup>17</sup>	Correlation between regular physical activity and reduced risk incidence <sup>18</sup>
Coronary Heart Disease	10.5% of cases in the UK	£117million	20-35%
Colon Cancer	18.7% of cases in the UK	£65million	30%
Breast Cancer	17.9% of cases in the UK	£54million	20%
Diabetes	13% of type 2 cases in the UK	£158 million (type 2)	30-40%
All Cause Premature Mortality	16.9% across the UK		30%

2,447 people still die prematurely each year in Scotland due to physical inactivity. Research shows that regular physical activity can reduce all-cause mortality by 30%.

To reiterate this aforementioned Scottish estimate; increasing physical activity levels by 1% each year for five years would save 157 lives per year, with a positive economic impact of £85million.

**Question 3 - Is sufficient information available to support scrutiny of the Scottish Government’s health and sport budget? If not, what additional information would help support budget scrutiny?**

The information and level of investment in sport and physical activity provided via the Scottish Draft Scottish Budget for 2017-18 are detailed as below:

Sport – Real Terms	2016-17 Budget (£m)	2017-18 Draft Budget (£m)
Sport and Legacy	42.3	39.1
Physical Activity	3.3	3.3
<b>Total</b>	<b>45.6</b>	<b>42.4</b>

It further states that “an annual £300,000 Gender Equality in Sport fund” will be implemented.

Our members suggest that further information and detail on the sport budget is required to enable further understanding and scrutiny.

Our members would also like to highlight to the Committee their concerns resulting from the reduction in National Lottery monies, which is further reducing investment available to sport in Scotland.

**Conclusion**

The contribution of sport and physical activity to Scotland’s Strategic Objectives and National Indicators, along with the benefit to our nation, is both significant and compelling. This contribution could be better reflected through

<sup>16</sup> Scarborough P, Bhatnagar P, Wickramasinghe KK, Allender S, Foster C, Rayner M. The economic burden of ill health due to diet, physical inactivity, smoking, alcohol and obesity in the UK: An update to 2006-2007 NHS costs. *Journal of Public Health*. 2011;33(4):527-535.

<sup>17</sup> Scarborough P, Bhatnagar P, Wickramasinghe KK, Allender S, Foster C, Rayner M. The economic burden of ill health due to diet, physical inactivity, smoking, alcohol and obesity in the UK: An update to 2006-2007 NHS costs. *Journal of Public Health*. 2011;33(4):527-535.

<sup>18</sup> Chief Medical Officers of United Kingdom home countries (2011), *Start Active, Stay Active: A report on physical activity for health*. Available at: [http://www.dh.gov.uk/prod\\_consum\\_dh/groups/dh\\_digitalassets/documents/digitalasset/dh\\_128210.pdf](http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_128210.pdf)

higher prioritisation and focus throughout the National Performance Framework's supporting documentation and in an increased allocation to sport and physical activity in the Draft Budget 2018-19.

The importance of getting more people more active more often is evident and will result from a recognition of, and support for, focused additional investment in sport and physical activity. In order to make this difference, the following is required:

- Equal prioritisation must be placed on the Active Scotland Outcomes Framework Outcomes 'we encourage and enable the active to stay active throughout life' and 'we encourage and enable the inactive to be more active'
- A greater approach to cross-departmental working and budgeting to reflect investment today and savings in the future
- Adoption of the Christie Commission's "radical shift towards preventative public spending", particularly in relation to the contribution of a proportion of the health budget into sport and physical activity could make to health budget savings in the future
- Given that 90% of investment in sport is via local authorities, it is vital that they remain key partners in delivering sport and physical activity and are recognised as such. The contribution of sport and physical activity to our nation also needs to remain foremost in the minds of our local authority partners in relation to their planning and budgetary decisions.

The Scottish Sports Association strongly urges the Committee to consider the evidence presented here in its deliberations. We would welcome the opportunity to discuss this further with the Committee as it considers this call for evidence.