



Cabinet Secretary for Health and Wellbeing
Scottish Government
St Andrew's House
Edinburgh

23 April 2008

Dear Nicola

Glasgow 2014 – Delivering a lasting legacy for Scotland

Thank you for your letter of 15 February inviting the Health and Sport Committee to respond to the Scottish Government's *Glasgow 2014 – Delivering a lasting legacy for Scotland: a consultation paper*.

The Health and Sport Committee shares the Scottish Government's desire to see a lasting legacy secured from the 2014 Commonwealth Games in Glasgow and welcomes the opportunity to respond to *Glasgow 2014 – Delivering a legacy for Scotland: a consultation paper*. However, the Committee is acutely aware, from its recent scrutiny of the 2008-09 budget and the Scottish Government's review of the future of sportscotland, that there is little, if any, evidence that other countries have achieved ongoing legacies as a result of hosting major sporting festivals. This situation was acknowledged by you in your budget evidence to the Committee in November 2007.

With that in mind and with a view to making a positive contribution to the debate about action necessary to help ensure that the Scottish experience is different and more positive, the Committee arranged an oral evidence session involving: Professor Fred Coalter from the University of Stirling; Forbes Dunlop, Acting Director, Achieving Excellence, sportscotland, and Maureen Kidd, Programme Manager, Physical Activity, NHS Health Scotland. Aware that other parliamentary committees were also extended an invitation to respond to the consultation paper, the evidence session focussed on matters within the remit of the Health and Sport Committee. The *Official Report* of the evidence session, which took place on 26 March 2008, is attached.

Informed by that session, the Committee is of the view that it is important that a realistic assessment is made of the potential benefits of the Glasgow games and that, in order that those benefits become a reality, the necessary ground work starts at the earliest opportunity, with input from a range of agencies.

The Committee commends the Scottish Government for signalling its intentions through the early publication of its consultation paper and announcing the establishment of the Scottish Legacy Board. However, it has some concerns about the approach set out in the consultation document and, consequently, for the prospects of a meaningful legacy. These concerns are set out below along with a number of positive recommendations.

Structure and content of the consultation paper

The Committee notes that the consultation paper seeks to identify the potential for the 2014 Commonwealth Games to fulfil the Scottish Government's purpose (as set out in the *Government Economic Strategy*) "to focus the Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth", rather than to identify the unique features of the Glasgow games, as a starting point for establishing a plan to secure a legacy from them.

In his evidence, Professor Coalter was critical of this approach, suggesting that it does not "invite radical thinking" and likening it to "trying to stick square pegs into round holes". He proposed the alternative approach of starting with an analysis of the games as a unique event and process and using this as a basis for consideration of their potential outputs.

The Committee notes, based on the evidence that it heard, that both sportscotland and NHS Health Scotland view the Glasgow games as an opportunity to accelerate work already underway on existing strategies designed to improve levels of physical activity and participation in sport and make advances at the "performance end of the spectrum". Neither organisation indicated that it had reassessed, or plans to reassess, its existing strategies in the light of Glasgow's successful bid to host the games. Given that this mirrors the approach taken in the consultation paper, it is perhaps unsurprising. Nonetheless, the Committee is concerned that specific opportunities associated with hosting the games in Scotland, as opposed to the opportunities that arise from Scottish participation in similar sporting festivals held in another country, may be missed as a consequence.

The Committee recommends that the Scottish Government commission an analysis of the Glasgow games in the terms set out by Professor Coalter and, on the basis of such an analysis, that sportscotland and NHS Health Scotland review their existing strategies in order to maximise the opportunities presented by the games being held in this country rather than in an alternative location, including the associated opportunities to promote positive public health messages.

Priorities for health and sport

The Committee supports the Scottish Government's aspiration to "make Scotland a healthier place to live" and notes that *Glasgow 2014 – Delivering a lasting legacy to Scotland* outlines eight ways in which the Glasgow games

might contribute to the achievement of that goal and seven ways in which success in this area could be measured. In relation to the Scottish Government's ambition to "use the 2014 (and 2012) games to help drive forward the two outcomes of the national sports strategy", the document lists another eight areas of activity and eight measures of success. The consultation paper, similarly, sets out a wide range of ways in which the games might contribute to the Scottish Government's objectives for a fairer, smarter, safer and stronger, and greener Scotland.

In evidence to the Committee, Professor Coalter questioned whether it is realistic to claim so much potential for the Glasgow games and cautioned against raising expectations in such a way as to set them up to fail. He suggested that "if the event achieves one tenth of what is set out in the consultation document, it will be extraordinarily successful". In the absence of domestic and international evidence of positive legacies from other similar events, the Committee has some sympathy with this view. Nonetheless, there are areas where the Committee considers progress can be made, with appropriate preparation and focus, as highlighted below:

The games as a catalyst to encourage people to be more physically active
Notwithstanding the absence of evidence of a positive public health legacy from other major international sporting festivals (including games held in Australia and Greece), the Committee is keen that the Glasgow games be used to encourage people to be more physically active.

The Committee is persuaded, by evidence from Maureen Kidd and Professor Coalter, of the importance of distinguishing between physical activity and physical recreation, between physical recreation and sport, and between sport and elite sport. It also acknowledges that there may be a need to employ a sophisticated communications strategy in relation to attempts to use the Glasgow games to promote activity, one that takes, in Professor Coalter's words, "a much more marketing-orientated approach, with different messages for different sectors of the community", taking account of different perceptions and motivations for involvement in physical activity. The Committee notes, for example, Professor Coalter's comments about the approach taken by broadcasters in the United States of America to coverage of the most recent Olympic games which "attracted a female audience by telling participants' stories".

The Committee notes that some evidence exists, including from Australia, that an overemphasis on elite sport may disenfranchise people by "creating an environment in which only the best can participate and in which other forms of intervention are given much lower priority". It accepts, however, that Scotland should aspire to sporting success in an international context, reinforcing the importance of the marketing-orientated approach mentioned above and of identifying role models with whom different groups can identify.

Identifying women in the west of Scotland as the group with the lowest participation rates, Professor Coalter also suggested to the Committee that any strategy for using the Glasgow games to promote physical activity should

be based on regional targets rather than national ones and should target differential participation rates between men and women. The Committee agrees that there could be potential in such an approach and recommends that the Scottish Government and the Scottish Legacy Board give further consideration to this matter.

Highlight self-esteem associated with being a volunteer to help promote positive mental health

The Committee appreciates the role of volunteers in making a success of the Glasgow games and other similar sporting events. It also recognises a potential for societal benefits, as well as benefits to the individual, to accrue from volunteering of this nature. However, it is aware that, in relation to other sporting events, there is a propensity for volunteers to be drawn from among already active sporting participants. In his evidence, Professor Coalter indicated that the volunteers who were selected to support the Commonwealth games held in Manchester were not representative of those who applied. He suggested that the potential volunteers who were not selected were those who required the most training to successfully fulfil the role. The Committee recommends that consideration be given to developing and funding a volunteering programme that seeks to maximise the involvement of those who would otherwise not be inclined to participate, including women in the west of Scotland, thereby enhancing the prospects for a positive legacy from the Glasgow games.

The Committee looks forward to further opportunities to influence the Scottish Government's legacy activities and hopes that you find this contribution to be useful.

Yours sincerely

Christine Grahame
Convener
Health and Sport Committee

cc The Scottish Government's Glasgow 2014 Legacy Team

**Extract from the *Official Report*
Health and Sport Committee, 26 March 2008**

"Glasgow 2014—Delivering a lasting legacy for Scotland"

11:16

On resuming—

"Glasgow 2014—Delivering a lasting legacy for Scotland"

The Convener: Item 4 fits in very nicely with the evidence session that we have just had.

We have been invited to respond to the Scottish Government's consultation paper "Glasgow 2014—Delivering a lasting legacy for Scotland", which was published on 15 February. The closing date for responses is 9 May. To inform our response, we have invited Professor Fred Coalter from the department of sports studies at the University of Stirling; Forbes Dunlop, the acting director of achieving excellence in sportscotland; and Maureen Kidd, the programme manager of physical activity in NHS Health Scotland. The latter two witnesses are not authors of the consultation paper, so there is no conflict of interest.

Other committees have also been invited to respond to the consultation so I encourage the committee members to stay within those areas that are in our remit.

Maureen Kidd (NHS Health Scotland): I am from NHS Health Scotland and I have come here with some guarded optimism.

The consultation is important. There is no better legacy than a health legacy for Scotland, and there is no better time than this to look at how we can achieve that legacy. A positive outcome can be secured from the Commonwealth games, but it will not happen automatically or as a natural by-product. It has to be planned for and co-ordinated, and it must involve lots of agencies. I am pleased to see that the Scottish Government health and wellbeing directorate has announced that a health legacy board is being set up, which will involve key organisations and will work towards delivering a legacy.

In summary, I want us to be clear about the outcomes that can be achieved. There are three different, discrete outcomes. The first is increased physical activity for more people, or more people being more active for more of the time. The second is increased participation in sports, and the third is more elite athletes and, at the end of the games, more medals. It is a bit like a pyramid, but those are discrete outcomes that look for different things and target different people. If we try to bundle them together as one outcome, we will risk failing to get that legacy.

Forbes Dunlop (sportscotland): I will briefly give some background. I work for sportscotland on performance sport, which is where my expertise lies. I agree with Maureen Kidd that that is a discrete area, which is dealt with separately in the legacy documentation. I have a history of working in local authorities on club development and with volunteers, and I am a volunteer in sport.

Sportscotland welcomes the consultation document, which we believe contains the right headline statements on sport. We look forward to working with the Government, local authorities and Scottish governing bodies to develop some of the detail that will sit below those headlines. The coming months will be crucial in ensuring that we get the detail right and that we agree the delivery mechanisms and the communication roles and responsibilities so that we can make the best of a unique opportunity.

Professor Fred Coalter (University of Stirling): Good morning. I support what Maureen Kidd has said. We must be much more specific than the consultation document can be. We must distinguish between physical activity and physical recreation, between physical recreation and sport, and between sport and elite sport, which each involve different dynamics. A simple two-week festival of sport in Glasgow will have substantial difficulty in addressing those issues.

I have just produced for UK Sport a framework for analysing the non-economic impacts of

large-scale events. To do that, I had to examine the evidence. Although the document was long, it was short on evidence. The evidence that exists suggests that such events have a minimal or negligible impact, even on competitive sport. That is disturbing. One might expect a large-scale event to contribute in some way to sports development, if not to physical activity more broadly, but the evidence is clear: if such events are left to their own devices, they are little more than celebrations; they are not social policy interventions.

If Glasgow 2014 is to have a legacy, Scotland will have to find ways of doing things that no one else has ever done. For that reason, I find the consultation document superficial. It does not ask some of the questions that need to be asked about the assumptions that we are making about the nature of large-scale events and their impact.

Much is made of the example of Australia, but the sports participation rate in Australia is the same as ours and the child obesity rate there is higher than it is in England. We are talking about a nation that has hosted an Olympic games and a Commonwealth games and which places a great deal of emphasis on elite sport. Many Australians now draw the conclusion that the emphasis on elite sport has been wrong and has had a negative impact. There is a realisation that an overemphasis on elite sport disfranchises many people by creating an environment in which only the best can participate and in which other forms of intervention are given a much lower priority.

You would probably expect this from an academic, but my view is that the questions that need to be asked are more complicated than those that are outlined in the consultation document. In an era of evidence-based policy making, that surprises me.

The Convener: Thank you for that. We have already had evidence along those lines about the legacy from various international sports games and events.

I will leave it to other members to ask detailed questions.

Dr Simpson: It seems to me that Professor Coalter's comments are absolutely correct. From the various documents that I have read, it is a fallacy to presume that 2012 or 2014 will make a blind bit of difference to the physical activity that Maureen Kidd talked about or even to basic participation in sport. However, we must address that challenge.

I was interested to read the large tome—it was between 200 and 250 pages long—that was produced following the Olympic games in Greece, which contained a two-paragraph acknowledgment that there had been a failure on health promotion. As a committee, we know that no one else has succeeded, but we have nearly four years before the 2012 Olympics and another two years before the Commonwealth games in which to work out how those two foci can give us a double whammy.

Where do we start? What help can those two celebrations—as you have called them—give us? Should we simply ignore them and concentrate on the other bit of our inquiry, which is pathways into sport, or can we use the celebrations in any way to improve the levels of activity and participation in recreation as well as in sport?

Professor Coalter: It depends on what is meant by “catalyst”—it is a huge, amorphous thing. A catalyst might be shaming the Scottish Government into investing in sport because it does not want to be humiliated in 2012. It depends on what “catalyst” means and where you put your money. I would start with the bit that is most likely to be affected, which is competitive sport, and think through the relationships between competitive sport and a competitive event. There are then knock-on, infrastructural effects that might impact on broader recreational sport. Please excuse me if I am offering you problems rather than solutions but, for me, too much of the documentation is supply led. Too much thinking about sports participation and physical activity is about getting structures and opportunities right and not understanding motivations and why people would take part in sport and physical recreation.

There is a lot of play in the document about role models, but I think that you should choose your role models extremely carefully. Liz McColgan is a good role model because she came from an extraordinarily poor environment. People might be able to identify with that and say, “If she can do it, I can do it.” The role models must be relevant and accessible; they should not be people such as David Beckham, who lives in an inaccessible world to which most people cannot aspire. Once you begin to use the games to send messages out and raise consciousness, you must be careful about the role models that you use and the way in which

you do that. The Olympic Delivery Authority is thinking about that as well. If you start using elite athletes, who is your target? Is your target children, middle-aged people like me or women between 35 and 45 who have never taken part in sport? Who are the messages aimed at? What are the target groups that you are using the Commonwealth games for?

We speak too generally about levels of participation and sport. We must think about to whom we are communicating and what the messages that we are communicating are. That would lead you to have a much more marketing-oriented approach, with different messages for different sectors of the community. At the moment, the approach is far too generalised. A lot more thinking must be done on perceptions—how people perceive these things and what their motivations are to take part in physical activity.

Maureen Kidd: We are in agreement that there are three outcomes that we are chasing after. From the health perspective, it is the broader mass of people that we want to target. We know that two thirds of adults in Scotland are not active enough for their health. That has serious implications for health and wellbeing. We look at inequalities when considering those who are less active than others. We know that, as we get older, we become less active; that women are less active than men; and that many girls drop out of PE and leisure activity in their teenage years and never participate again. We also know that certain ethnic minority groups have a lower level of participation than the general population. It is those groups that we are trying to target.

The strategy of which I have sent the committee a copy is very much focused on those who are inactive. If we promote activity to those who are already active, we risk widening inequalities. The group that we are chasing after is a different group entirely from those who are targeted for sports participation and so on. They are also the most difficult to work with, and it is a long-term strategy. The national strategy for physical activity came out five years ago. It is a long-term strategy, but its ambition is to increase levels of participation.

11:30

The Convener: Buried in what you said was a list of different groups of inactive people. According to Professor Coalter, we would have to give different messages to each group in order to engage them.

Maureen Kidd: Yes. For example, teenage girls' perception is that boys do sports, such as playing football. We found from focus groups of girls that they believe that being feminine means not being sporty. Liz McColgan said earlier that she was a tomboy. Other girls regard girls who are sporty as a different category of person.

The girls on the move project, which is funded jointly by the Government and the Robertson Trust, is geared at girls who would not take part in traditional sport. The project aims to get them involved in activities that they will enjoy, such as trampolining, dance and Frisbee. Good role models would be people who do those activities.

Forbes Dunlop: The documentation refers specifically to the performance end of the spectrum, and it has outcomes that we can attain and for which we have plans. Much of what is on pages 36 and 37 of the consultation document is what sportscotland is doing. We regard 2012 and 2014 as opportunities to accelerate our work of refocusing and prioritising to ensure that the planned outcomes happen. However, our work is very much about the competitive sporting structure and the top end of the pathways that we have heard about this morning.

Professor Coalter: I have a point about what Maureen Kidd said regarding gender. If you want to reach your participation targets, the issue of gender looms extraordinarily large. For example, 67 per cent of females in Edinburgh take part in sport and recreation, but less than 30 per cent of females in Glasgow do so. Unless you address the issue of female participation as a sustained target group, you will not reach your participation targets. The differences in participation between men and women in Scotland are astronomical.

I do not agree with having national targets because they hide more than they reveal. You should consider regional targets for addressing low participation rates in, for example, Ayrshire and Glasgow in the west of Scotland. In comparison, an area such as Moray has reached the peak of its participation rates; you will not get much more participation in places like that. Therefore, you must target regionally, and you must target gender.

If the consultation document is to be a catalyst, I would start with the problem. I would try to work through that and ascertain whether we can make the Commonwealth games a solution. This will sound both regionalist and sexist, but the problem for me is west coast women.

The Convener: That is helpful and interesting. Does Maureen Kidd concur with Professor Coalter on that?

Maureen Kidd: For us, the catalyst would be accelerating the existing national strategy, which is geared towards those who are inactive and which is already biased towards the west coast, women, minority ethnic groups and older people. The perception in primary care is such that older people tend not to be encouraged to be more active.

Dr Simpson: I am not looking for a reply to this—it is more of a comment than a question—but it seems to me that the health service up till now has been an illness service. We now talk about health promotion, but we do so in relation to chronic conditions. However, we need to give people a health plan at an early stage that is actually a healthy living plan.

The Convener: Rhoda Grant has a supplementary question on participation rates.

Rhoda Grant: What happens in Moray that does not happen in the west of Scotland? If you are saying that saturation levels for participation in sport and recreation have been reached in Moray, what lessons can be learned from there that could be used in other parts of the country?

Professor Coalter: It is a matter of class, environment, culture and money. I raised the issue because I am doing some secondary analysis for sportscotland and we have data. We cannot understand the disparities that exist between Moray and the west of Scotland because the level of provision is more or less the same in both communities. There is more or less the same access to facilities in Moray as there is in the west of Scotland, so we have ruled that out as a reason. We are doing environmental analysis and considering the Scottish health survey and material on social capital and attitudes towards community—whether the people who live in those communities see them differently. Walking accounts for quite a large proportion of physical activity in places such as Moray but not so high a proportion in places such as Glasgow. Also, the social class profiles of Moray and Glasgow are different. Folk who live in Moray are richer than those who live in Glasgow and in the west of Scotland. Therefore, a range of issues must be considered.

We are exploring the data to try to understand the disparities that exist, because we do not understand them. At the extremes, poverty, environmental conditions and cultural attitudes are explanations. The majority of people who continue to participate in sport are those who have stayed on after the minimum school leaving age. All the evidence shows that if a person leaves school at 16, they will not really participate in sport. We should consider people who go to university. The dramatic growth in female participation in sport in the 1980s was directly paralleled by the doubling of the number of women in further and higher education. A range of cultural and environmental issues is involved.

The Convener: That is helpful.

Michael Matheson: My question is largely directed at Maureen Kidd and Forbes Dunlop. I got the clear impression from your opening comments that you believe that a strong legacy can be left by the 2014 games, but I am struggling to get a grasp of the specific measures that you believe should be implemented to achieve that legacy and the evidence base that demonstrates what actions should be taken to deliver it.

Maureen Kidd: As I said, there is a legacy to be had, but it must be planned for. From a health perspective, measures should be targeted at those who are inactive. Evidence has been brought together in a national physical activity strategy. Therefore, we know that there are evidenced activities, and we want to ensure that they are accelerated and protected.

With the move towards single outcome agreements, there is concern that money will be diverted elsewhere and that the health improvement activities that are mentioned in “Glasgow 2014—Delivering a Lasting Legacy for Scotland” will not be fulfilled. In the document, physical activity is seen in its broadest sense: it means any movement of the body that uses energy. Therefore, dancing, gardening, working on local authority allotments and active transport are covered. As I have said, two thirds of people are not being active enough for their health,

never mind for the purposes of fitness or sports performance. Does that answer your question?

Michael Matheson: I am afraid that it does not. I will be a bit more specific. The physical activity task force's recommendations have been in place for five years. We have evidence on participation levels on the west coast of Scotland. In the past five years, what impact has the task force's report had on increasing participation levels, particularly among females from deprived west coast communities?

Maureen Kidd: We do not have a national health survey yet—the 2005 health survey will come through this year. There has been an impact on groups of people—girls, for example—who are less active than others, because we have started to deliver programmes that are targeted at them. I refer again to the girls on the move project. We know exactly how many girls are coming through that project. They are from areas with the most deprivation, they are the most disadvantaged, and they will participate in programmes that will make them more active.

The girls on the move project is a good example. It has two strands: participation, which is a matter of trying to get the girls to do more; and leadership. The leadership component is geared at girls from deprived communities who are interested in sport or activity. We pay for them to do a leadership training course and they, in turn, go on to become role models for other girls who are being introduced to being more active. They build their self-esteem and, as role models, start to deliver classes in schools.

A very sustainable model is coming through, although it takes time to get things up and running. The programme is now in its third year, and it is showing really good results throughout Scotland. In Mary Scanlon's area, there are examples of good practice. We are trying to share that good practice across other areas.

Michael Matheson: That is helpful, but I will push you a little further: are you saying that the way to achieve the health and wellbeing legacy of the Commonwealth games is to accelerate the implementation of the task force's recommendations?

Maureen Kidd: I am starting with the strategy that we have and then considering what the games can do for us.

Michael Matheson: I am trying to be clear and specific. Are you saying that you want to accelerate the implementation of the recommendations in the task force's report?

Maureen Kidd: Yes—or, at the very least, we should deliver the aspirations in that national strategy. If we are looking for a catalyst for a lasting legacy, the strategy gives us a framework on which to focus our attention. The evidence is not good at all—there is no evidence of such legacies from other sporting events. If we want to do something different in Scotland, we should use the framework that has already been established to improve health. That is what we would like to focus on.

Michael Matheson: How do we know that that will work?

Maureen Kidd: The activities in the national strategy are evidence based. The World Health Organization has commended the strategy for its evidence base.

Michael Matheson: Right. Does Mr Dunlop have anything to say on that?

Forbes Dunlop: Yes. The outcomes that we are talking about are: increasing the number of medals that we win, including winning the most gold medals ever; establishing clear pathways within sports; and ensuring that sports are well governed through the Scottish governing bodies. Sportscotland has been working on those aims for a long time. Again, the idea is to accelerate the work that we are doing.

The Scottish team's Commonwealth games performance history has been on the up. Certainly, the previous two Commonwealth games have been among the most successful ever for us. Since lottery funding for the UK infrastructure came on board in 1997 or 1998, performance levels have increased.

We have a formula: investing in coaches; supporting athletes in squads through the governing bodies and, at the right level, as individuals; and providing athletes with the necessary medical and physiotherapy back-up. The things that were mentioned as not being in place are

now in place, so it is about accelerating that work.

I will give an example. The Scottish Amateur Swimming Association—Scottish Swimming—is a governing body that, 10 years ago, probably was not in a good place. Because of the work that has been done to develop it, it is now a healthy, well-governed organisation. At the participation end, it has coach education schemes in place. Whether we are talking about swimming teachers or coaches, the participation end is now well governed and well managed. At the performance end, the results in Melbourne show that Scottish athletes now deliver on the world stage in a sport that is well governed because of long-term, sustainable investment.

Michael Matheson: We heard from Liz McColgan that there are some concerns about the way in which lottery funding is allocated to athletes who compete at national and international levels. Apart from counting the number of people who get on to the podium, how do you assess whether you are correctly targeting the resources that you have to spend on those who could compete at national and international levels? In other words, how do you know that you are getting the resources to the right individuals?

Forbes Dunlop: We work predominantly with the Scottish governing bodies and ask them to identify the right athletes, as they are best placed to understand their sports and the clubs—usually, the clubs are members of the governing bodies. A simplistic model is that squad-based support is provided at a regional level for the younger athletes who have been identified. Once they get to the national level, there is squad-based support with some individualised support. At a senior level, individual support is available for athletes who are identified by the governing body as those who could go on to deliver on the world stage. Support is tiered but guided by the Scottish governing bodies.

11:45

Helen Eadie: Your strategy is impressive because it points to the fact that you are interested in encouraging inactive people to become active. A table on page 18 of “Let’s Make Scotland More Active” sets out by age group the barriers to becoming more active. For younger people, the main barrier is a lack of time because of other commitments, but among the age groups from 45-plus, one of the main barriers is ill health and chronic conditions. In a sense, Liz McColgan alluded to that when she talked about her arthritis.

How do we reassure the public that they can still feel comfortable participating in sport when they face the barrier of a chronic condition or ill health? Many people are told that they must check with their doctor before undertaking a sporting activity. That is an immediate barrier, because a lot of us would not want to bother the doctor with that. How do we overcome that mindset and those attitudes? If those people became more physically active, that would make a big difference to them.

Maureen Kidd: If we promoted activity to the group that you mentioned as participation in sport, that group’s perception of what sport is would be too much of a barrier. We encourage such people to be more active, more often. Research has shown that if we encourage people to integrate activity into their daily lives and routines—for example, by walking to school with their children, using the stairs, doing a bit of gardening or finding something else that they enjoy doing—that is more sustainable.

The aim is to encourage people to do more than they are doing and to build up activity gradually. You will have read in the document that the minimum recommended level of physical activity is 30 minutes a day, most days of the week, which is still too much for most people. We encourage people to start from where they are and to integrate into their day something that they enjoy doing.

Helen Eadie: I will continue that thread of questioning. Over the years, Government strategy has involved showing commercials on TV about the effect of smoking on people’s lives. Recently, I was struck by a programme that showed that older people’s agility could be increased enormously by taking all kinds of exercise, such as Pilates and yoga. Should the Government do such health promotion work through TV commercials, which have had an impact on other forms of health promotion?

Maureen Kidd: I understand that the Government will run a campaign this year to promote walking. Walking is accessible, costs nothing and can be done in most weathers when people are properly attired. I have not seen the campaign, but its objective is to promote walking.

Helen Eadie: Could we break down the barriers in other ways to reassure people who are worried that they will harm themselves more by doing exercise? How do we overcome those feelings?

Maureen Kidd: Awareness raising is key. Only one in three people are aware of the recommended levels of activity, so the prime task is to raise awareness. Another task is to motivate people—Fred Coalter referred to that. Sometimes, health is not a big motivating factor. The people who participate in led walk groups under the paths to health initiative do not go primarily to benefit their health; they enjoy the social inclusion and the feeling that they have been given a purpose in life. The walks make them feel better so, as a by-product, they are healthier. The motivation is just to be with others and to do something that they enjoy doing.

The Convener: I do not want the committee to get into pathways into sport, although it is tempting to do so because it is an element of the Commonwealth games.

I ask members to focus their questions. We must respond to the Government's consultation on the legacy that the Glasgow Commonwealth games will have. So far, we have heard nothing that tells us that the games will have any legacy. I encourage members to ask questions that will give us a key to enable us to make a rigorous response.

I do not blame the present Government or any other Government, but so far we have had no evidence from anywhere in the world that says that hosting such an event increases the number of elite athletes. Rhona Martin said that participation in curling fell away following her Olympic success. Even Liz McColgan, with all her charisma and energy, is struggling to run her club. If the achievements of such people do not provide inspiration for elite athletes, what chance do they have of inspiring run-of-the-mill people such as me to get out of their chairs to do some walking or whatever? When members ask their questions, I ask them to bear in mind the need to focus on the legacy that the games will have, if any, rather than on pathways into sport.

Helen Eadie: With respect, the consultation document says that ensuring that the nation as a whole becomes much more active will be part of the legacy.

The Convener: I was not picking on anyone in particular. The two issues are very close, but we must come up with a crisp response for the Government.

Maureen Kidd: If the people of Scotland are to feel engaged with the Commonwealth games, we must break down the barrier between sport and physical activity, or create a linkage between them. It is my personal opinion that sport embodies elemental values that can be translated into everyday life. I am talking about self-improvement—doing better and achieving a personal best—to which people can relate a sense of national identity and pride.

We know that women, especially, are turned off by the notion of sport and that if attitudes stay the same, they will not engage with the Commonwealth games, so we need to change those attitudes. Girls, too, are turned off by sport, but things are changing. PE is not the same as it was when we were at school. All sorts of different activities are now on offer: aerobics, Frisbee, trampolining, dance mat—

Professor Coalter: Cheerleading.

Maureen Kidd: Pupils can even do Bollywood dancing. Girls are becoming active. They might not be competing for medals and might not see themselves as being sporty, but they might see themselves as being more active. If we could become an active nation—

The Convener: When the Commonwealth games come on the television, many women will switch over to a film—they will not even watch the games. Even if people watch the games, they will do so from their armchairs. That is the issue.

Professor Coalter, were you being serious when you mentioned cheerleading?

Professor Coalter: Yes.

The Convener: I thought that you were; I was not challenging you.

Professor Coalter: One local authority in Scotland has two cheerleading development officers.

The Convener: It is glamorous.

Professor Coalter: It is sexist, as well.

The Convener: Some of us might be past it, but we can see that it could be quite attractive. We could always be geriatric cheerleaders.

Professor Coalter: You spoke about women turning off sports coverage. When I was in the United States during the most recent Olympic games, I found it interesting that broadcasters there attracted a female audience by telling the participants' stories. In other words, people were engaged not by just sitting watching the athletes, but by the emotive reasons that some of them gave for participating, such as, "I am running for my father, who died of cancer last week." The media used different mechanisms in an attempt to engage a wider audience. How sport is covered on television might be an issue to examine.

Let me be positive. A positive outcome of both the Melbourne and the Manchester Commonwealth games was an increased expressed intention to participate in sport. The big issue is what happens with that expressed intention once we get people that far. We are talking about small numbers—the increase in the expressed intention to participate in sport was 5 per cent following the Manchester games and 6 per cent following the Melbourne games. We know that, in all our lives, the leap between intention and action is pretty big, but things are happening that we could work with positively. The hosting of large-scale events has some effect. Even if it does not lead to increased participation—we do not know why that is the case—it leads to an increase in the intention to participate of between about 5 and 6 per cent.

Maureen Kidd: Two areas that we could work on are volunteering and role models. With past sporting events, volunteers have been drawn from a narrow segment of the population—they have been white active people. We have pools from which we can draw volunteers. For example, hard-to-reach girls who have been introduced to other forms of activity are themselves good role models and could be drawn on as volunteers.

Professor Coalter: There is evidence that mass participation events can help. One wonderful phenomenon is that marathons are beginning to attract walkers. Of those who took part in the Honolulu marathon, 40 per cent walked it. That is a bit cheap, but at least it is an activity. The Commonwealth games could be used to generate a series of participation events, rather than the passivity that games tend to induce. In Australia, there are cycle-to-work and walk-to-work days. If we begin to build around the games and have events in which people participate, the games might begin to be a catalyst in that sense. For example, there could be a Commonwealth games walk-to-work day in Glasgow. Such events could start now and begin to build up. The brand could be used to disguise what is really a health promotion campaign.

Maureen Kidd: We could use the Proclaimers song about walking 5,000 miles.

Professor Coalter: It is not 5,000 miles—I think your general practitioner would tell you not to do that.

The Convener: Perhaps we could all walk to the Proclaimers to get our exercise.

Ian McKee: The reason why this committee covers both health and sport is the link between those two subjects. I will put my question a little more starkly than I might otherwise do, just to try to draw out a response. Apart from those last observations by Professor Coalter, I have so far seen precious little demonstration of a link. In fact, there may be clear evidence that the Commonwealth games will have a negative influence on health for a variety of reasons. I would like you to convince me that they will not.

We have heard in evidence from Rhona Martin and Liz McColgan that there is no link between success in sport and follow-up success. Rhona Martin's curling club went from about 200 junior members to about 30 after her success, and there are fewer ice rinks in Scotland now than there were before she won a gold medal. Liz McColgan's sports club has gone from 80 members to 30 since her enormous success. To be controversial, the training schedules required for participation in elite sport often create a slightly rare or perhaps unbalanced person. People have to go to swimming pools at 5 in the morning because the public use them at other times. They have to train in the middle of the night and their parents have to take them miles away, so they do not meet friends.

I have severe doubts about whether elite athleticism is healthy for people. When I was in medical practice, I met many footballers who were pretty crippled in their 50s. Liz McColgan says that she has arthritis in her feet—I do not know whether that is connected to her running, but it is possible. Elite athletes may not be very healthy people and the lives that they live mean that they are not very good as role models. There is no link between their success and other people coming into sport.

Mary Scanlon: On that cheerful note.

Ian McKee: We may be concentrating so much on the games that we are not concentrating on the basic, positive measures that were being taken before we won the games bid. The positive aspect is that we might get loads of medals that can make us feel that we can rise up as a nation once more, but is that anything to do with the health of the population?

The Convener: I do not know whether the witnesses were expecting that from the committee, but there you go.

Professor Coalter: I could not have put it better myself.

The Convener: You see, you are getting the unexpected from us.

Maureen Kidd: The consultation document assumes that there are benefits to be had and that it is a question of choosing which ones. However, we started by saying that we cannot assume that and that we will have to do something different in Scotland.

The Convener: Ian McKee has rather flattened the discussion.

Forbes Dunlop: I will put a positive spin on things, as I am sure the committee would expect. The 2014 games are a unique opportunity. Other nations have not done things in the past, but that does not mean that we cannot do them.

It is not just about winning medals—we understand that very few athletes win medals. However, some of the life skills that many non-elite athletes get from participating and from competing in club and district competitions are crucial. If we can link together the infrastructure that is being created at the school level, the infrastructure that we are starting to put in place at a regional level and the infrastructure that we have at a national level, that will be a good legacy to leave. However, that is not new. We want to accelerate what we are already doing and make it better.

12:00

Liz McColgan mentioned the local athletics development officer who has been in touch with her and is now supportive of her club. That is part of a regional structure that we are putting in place and which links into the active schools network, which is now developing school-club links. It will not be easy, but we believe that that can be done. The 2014 games will be a catalyst that can be used in a hundred different ways, from school kids watching the announcement when Glasgow won the bid to school kids watching the games themselves. Who knows? A lot of people believe that the games will have a positive impact.

The Convener: A good committee is a bit cynical. We have to give things a rigorous examination; it is not that we are trying to be difficult.

Rhoda Grant: Liz McColgan talked about the facilities that were available to her club, and said that they were pretty dire. Is one of the legacies of the games likely to be more investment in sport facilities? If so, how can that investment be spread away from centre? We have talked about the suggestion that Scotland might host training camps for the London Olympics, in order to improve the facilities here. The same thinking should apply to the Glasgow games. How far from Glasgow can we spread that legacy of investment in facilities?

Forbes Dunlop: Although there are many poor facilities, there are also some fantastic facilities. There has been recent investment in new facilities, and investment will continue to be made. Along with those facilities, we have real expertise in managing them for all uses. For example, the national swimming pool at the University of Stirling is managed well for community use, learn-to-swim programmes, elite use, Paralympic use and so on. New, modern facilities, which cost a lot of money, can be managed well to deliver facilities for all aspects of sport in the community.

The issue comes down to investment and partnerships with local authorities.

Professor Coalter: There are only 17 sports in the Commonwealth games—one of those is shooting, which means that, given the legislation in Scotland, there are only 16 sports for the purposes of this discussion. It would be astounding if the infrastructure and organisation of and the levels of participation in those 16 sports were not strengthened as a result of the Commonwealth games.

You need to be less imperialist and ambitious in the consultation document. What are the things that can have an impact that are closest to the games? The infrastructure and the governing bodies of 16 sports in Scotland will be strengthened as a result of the Commonwealth games. That is an achievement in and of itself. However, you must bear in mind that those are all minority sports. If you start off with medals, you do not necessarily end up with mass participation. At the Athens Olympics, Britain won medals in equestrianism, rowing and sailing—practically no athletics medals were won. If winning medals is your target, you will invest in those sports that will win you medals, which means that you might not end up with mass participation in sport.

In the interests of being positive, I will restate the fact that leaving 16 sports with better infrastructure and improved professionalism is a good legacy.

Rhoda Grant: I understand that, but in a way we need mass participation to get athletes coming through at the elite level. If we do not have mass participation and people are not fit and taking part in sport—I keep coming back to the evidence that we heard previously, with which there is a connection—the elite people never come through. It is about trying to get the two elements to work together. Mass participation sport has positive health impacts—not the unhealthy impacts of elite level sport—and you need to get people involved to spot that they have talent.

Professor Coalter: Many people in sport would disagree with you. Sport has changed dramatically with the use of sport science and talent identification. Most people involved will tell you that they do not need mass participation for elite sport any more. The nature of selection in sport has changed dramatically. There is the old myth of the broad base, but there is no broad base in rowing and equestrianism. The relationship between an obsession with elite performance and a need for mass participation has been fractured dramatically. The lottery fractured it—from 1994 onwards the nature of selection in British sport changed substantially.

I apologise, as I have ended up depressing you again, convener.

The Convener: No, not at all. I am very cheerful. It is important for us to hear interesting, challenging evidence.

Ross Finnie: I am still puzzled by the evidence we have heard this morning. It seems to me that the Government has properly asked how we can have a legacy from the Commonwealth games. It has not specified the legacy—the question was deliberately kept broad. I am disappointed with the response. We have in front of us three people from the organisations involved, who clearly have a range of experience—I do not mean this in a personal way; I am talking about the bodies for which you work—but the response of sportscotland is that the programme is in place, that we have identified where we want to go and we know how we will get there, we need more resources, but we are dedicated about the elite athletes.

There was not a suggestion that the fact that we have won the Commonwealth games for Glasgow might have an effect; we might as well have lost it to Nigeria, because it made not one whit of difference to the thrust of where sportscotland is going. The programme for elite athletes might be improved, but it is not fundamentally affected—there is no analysis of the impact of the Commonwealth games.

Likewise, NHS Health Scotland's existing programme to increase physical activity might be accelerated, but the existing approach continues. Given that the Government has challenged you to think about the issue, I am disappointed that your respective organisations do not appear to have done any analysis of what the Commonwealth games might be or do. The impact of the presence of different cultures and different personalities and the games being the focus of attention and media attention—all elements that will be present—seem not to have been considered.

The view appears to be that the Commonwealth games is just an event: it will cost billions, it will happen, there will be lots of applause, and that will be good; some people will win medals, some will not, and we will pack up and go home; the existing programme will have been in place, so sportscotland will have got a rub-off and will be better; the participation programme will have been good, although it will not have been helped because the Commonwealth games will not bring role models in Frisbee throwing or allotment gardening, so that programme will not have accelerated as quickly as we might have hoped.

Does no one think that we can analyse elements of such a major event, which will bring a large number of people to Glasgow, and do what Professor Coalter more helpfully suggested and consider the outcomes and the ingredients that we bring to the pot and try to develop something? If sportscotland is not interested—or, rather, does not see the connection—and if NHS Health Scotland does not see the connection, we must look to other bodies to look at the investment that the nation will make in the Commonwealth games and consider what we can do to improve the connection. I do not intend to diminish what your organisations do, but it does not seem to me that it will be affected in any way by the Commonwealth games coming to Glasgow.

The Convener: I think that the witnesses are definitely due a right of reply.

Maureen Kidd: There is not a lack of interest; there is an acknowledgement that the first step has been taken. We are giving our response to the consultation in the context of the assumption on which the consultation is based. We work on the basis of evidence—what we know already. Having said that, we are working with other organisations to see what we can do to make a difference. That discussion is just starting. The physical activity and health alliance involves 2,000 practitioners in sport, health promotion and academic institutions and has a website. We had a debate at the recent national conference. There is cynicism and dismay that this big event might take funding away from what those practitioners are doing, but when we raise the issue we find that there is guarded optimism and a will to do something with other organisations to make the benefits happen. There is not a lack of interest, but healthy cynicism.

Ross Finnie: With respect, you are not giving us even vague indications. You talk about there being interest and what people might do, but you are here before the Health and Sport Committee to give evidence. We know what the subject of the sentence is, but we have not formed a verb and we certainly have not got the object of the sentence.

I am not questioning your enthusiasm or willingness—that is not my purpose—but I do not discern a hint as to the direction of travel that we might be taking to optimise benefits and look at things differently. The challenge exists. I accept that we have to look at things differently from Melbourne or anywhere else, but I do not discern even a hint as to how we are going to look at the event differently to optimise its benefit to the nation.

Maureen Kidd: We have a framework and a direction of travel. We have a 20-year strategy for trying to raise physical activity levels. We are trying to link into the Commonwealth games as much as we can, because that is an opportunity for us. We will deliver more of the programmes that we are delivering already and link in with the games as far as possible in relation to volunteering and role models—wherever we see the synergy. We are not ignoring what is going to happen but driving forward our own framework, which is based on evidence, and linking it to the games.

The Convener: You are hoping for an enhancement of what you are doing already?

Maureen Kidd: Yes. We hope that we can draw volunteers and role models from the work that we are doing already and use them to work with people who have been uninterested in activity and encourage them to become engaged. We will achieve success if we can do that as part of this broader national event.

Professor Coalter: I want to turn Mr Finnie's question back on him. I know that you are not responsible for the consultation document, which reminds me of the old Irish phrase, "If I wanted to get there, I wouldn't start from here." It starts in the wrong place. It takes the Government's economic strategy, which is a series of round holes, and tries to stick square pegs into them. Some of the claims in the document are ludicrous, such as that the Commonwealth games will encourage late-night coffee drinking. It incorporates existing

documents, such as “Reaching Higher: Building on the success of Sport 21”. It does not invite radical thinking. It does exactly what you have accused sportscotland and NHS Health Scotland of doing; it takes existing documents, sets them out in the right column, and says that there is a relationship. It constrains thinking.

The document should start by looking at the Commonwealth games as an event and a process and try to theorise and work through what we can get from them. Trying to stick square pegs into round holes on the basis of existing strategies is part of the problem. Both witnesses have, quite rightly, outlined their strategies, which are also outlined in the document. I am not representing anyone but myself, so I can say that I would not have started where the document starts. It does not invite radical thought.

We know where others have gone wrong. We know that one of the reasons previous games have failed is that they have depended on a trickle-down, role-model approach. We know that that approach has not been prepared properly. There has been a dramatic growth in rugby, not because England won the rugby world cup but because three years beforehand a substantial grass-roots development programme was put in place. The rugby world cup came in the middle of that programme and raised the sport’s profile, but it was the existence of the programme that meant that people had somewhere to go. There was a long-term strategy.

It is unusual for me to defend public agencies, but I would work out from the event rather than try to insert it in existing strategies, which is what the document does.

12:15

Ross Finnie: Your comments are helpful. I accept the criticism that I may have got things the wrong way round, but I asked who had analysed the event to see which elements would be relevant to prompting and assisting the strategy. I hope that I made clear it that I was not attacking Forbes Dunlop and Maureen Kidd. It seemed to me that having a strategy that does not take into account the fact that the Commonwealth games will be held in Glasgow places us in a straitjacket.

Professor Coalter: You should start with the intervention and work out what it can achieve. If the event achieves one tenth of what is set out in the consultation document, it will be extraordinarily successful. Too much is being asked of the event, which sets up Forbes Dunlop and Maureen Kidd for failure and sets up the population for disappointment. We need to be much more realistic about what can be achieved by a seven-year development period and a two-week festival to shift dramatic cultural and cross-generational problems. There is no question but that the event will have some effect, but we should start with the event and work outwards rather than try to insert it into other strategies.

The Convener: That is a helpful point.

Mary Scanlon: The document suggests that the games will contribute to meeting NHS health improvement, efficiency, access and treatment targets and other national targets. That supports the point that you are making—that the Government’s targets have been fitted into the document. There is no need for me to pursue the issue with you further.

You said that the games are a celebration, not a social policy intervention. You also said that we are not getting the motivations right. On page 32, the document states that as well as helping us to meet the HEAT targets, the games are expected to highlight self-esteem and

“use athletes as positive health role models.”

We have already heard from Liz McColgan and others about motivation. How do we get motivation right, to raise expectations and increase confidence—not just in the sporting world, but academically—when in Scotland teachers and others are constantly putting people down?

There is a famous saying that applies strongly to Scotland: no one is ever a prophet in their own land. When we were chatting during the tea break, we all came up with anecdotes that illustrate the point. It takes a strong person such as Liz McColgan to come through the demotivation that is all around us. People are told, “Who do you think you are?” and, “What are you trying do that for?” It is as if they are stepping outside their class and the expectations that surround them, which is very difficult.

You compared the class profiles of Moray and Glasgow. As an economist, I would like to put

on record that the average wage in the constituency of Moray—excluding the air bases—is the lowest in Scotland. Many people in Moray would be delighted to have an average wage near to that of people in Glasgow. That needs to be considered when we talk about participation in Moray. There are rich and poor in the area, but the average wage in the constituency is, and has been for many years, the lowest in Scotland.

My question is about how we get the motivation right. We live in a Scotland where people are all too ready to put others down—whether in an academic sense or in a sporting sense—as Professor Coalter said at the beginning. I cannot imagine that the games will do this, but can we do something about that? If our attempts to encourage, motivate and praise people are all that come out of the games, surely those things might help us in future. Where do we start and how do we do it?

The Convener: I am glad that, as always, Moray has been defended so vociferously.

Professor Coalter: My apologies.

I am not great on the vision thing, I am afraid, so I will give a practical answer. Most events are highly dependent on volunteers. In Sydney, volunteers accounted for just under 5 per cent of the total budget. For large-scale events, volunteers provide an enormous economic value and therefore an enormous social value. Volunteers do a very valuable job.

However, a problem with volunteers is that, for example, the evidence suggests that 92 per cent of the volunteers in Manchester were white and the bulk of them were previous sports participants. With proper selection and a strategy, a volunteer programme can be used to develop long-term volunteering. The post-games volunteering programme in Manchester allowed the city to use the volunteers again for the UEFA cup final. A strategy is needed.

For the Commonwealth games, we should select volunteers who need the skills development rather than just let the middle class pile in from their sports clubs so that they can get free participation. We should select volunteers precisely—volunteers have a social status that is of a very high value—and we should have a volunteer training programme and a post-games volunteering programme. That is one example of how the games could be used as a catalyst. Glasgow City Council could develop a large pool of volunteers as part of its broader sports events strategy. It is not enough to bring people along and give them a T-shirt; volunteers need to be trained, supported and retained. That is one example of how the games could work as a catalyst.

Mary Scanlon: Yes, but how do we retain people in sport, or even introduce them to it, when teachers and others are telling them how useless they are?

The Convener: It is perhaps unfair to say that about all teachers. As an ex-teacher—one of my former careers—I do not think that it is fair to say that all teachers do that.

I am conscious of the time and that we need to move on. An interesting point has been made about volunteers. I take it that, at the moment, volunteers are a pretty self-selecting group.

Professor Coalter: The evidence shows that, in Manchester, the volunteers who were selected were not representative of those who applied. Members can work that out for themselves. Those who were not selected would have needed substantial training. If we want to use the games as a catalyst, that is a classic example of what needs to be done.

The Convener: That is a new issue for us to consider. Do either of the other witnesses want to comment on that?

Maureen Kidd: I totally endorse Fred Coalter's comments. We know that volunteering makes people feel better and gives them a sense of belonging. If we can draw from a broader pool, we will already be widening the reach of the games.

Forbes Dunlop: There will be numerous opportunities for volunteering before the games in the many test events that are brought to Scotland. Every sport will have a pre-Commonwealth games test event to give people the opportunity to try out venues. That will give volunteers experience. The games will not be a one-event hit, as there will be on-going events. For example, the world cross-country championships will be held in Edinburgh and many people will be involved in organising it. A great deal of expertise is created every time such events come to Scotland.

The Convener: I am conscious that time is moving on. I thank our witnesses very much for their evidence, which was extremely interesting. It was also testing for the Government, but we have been very testing of everybody. However, that is what we are like. I thank the witnesses very much for their evidence, which will be very useful to us in drafting our response to the consultation. I am looking forward to that.

That concludes our formal business in public today. We will now move into private session.

12:24