

A REVIEW OF SPORT
AND PHYSICAL ACTIVITY
IN JERSEY

PREFACE

This report was commissioned by the Government of Jersey to examine how its policies for sport and physical activity are delivered, focussing in particular on its own role and that of Jersey Sport, established in 2017 as an 'arm's length organisation'.

The Terms of Reference for the review were:

1. To review how the government's sport and physical activity strategy and policies are formulated and implemented.
2. To review if the existing arm's length partner's structure, organisation, management and delivery remains appropriate, relevant and fit for purpose to meet the Council of Ministers Common Strategic Policy and ministerial priorities of the Minister of Economic Development, Tourism, Sport and Culture (MEDTSC).
3. To produce a report on the review findings, including recommendations.

It is clear from the consultation from this review that there are some positive aspects to the way in which the current arrangement is working. However, there are also a number of serious concerns, based on strong views, which are adversely affecting people's views about that arrangement. The Government of Jersey and Jersey Sport will need to address these concerns seriously and collaboratively. The report contains a series of comments and recommendations to help that process.

It is not realistic to expect that everyone will agree with everything in this report. For the avoidance of doubt, the report does not aim to 'take sides' on any of the issues raised. Rather, it sets out to identify the key issues openly and candidly so that they can be acknowledged and dealt with as a prelude to moving forward positively and collectively.

It has been clear from carrying out this review that there is a real passion for sport and physical activity in Jersey and a strong desire to use this review as a basis for moving forward which, ultimately, has to be of paramount importance.

Acknowledgements

I am very grateful indeed to everyone who has contributed to this review, through interviews and the written consultation. The general sense of goodwill given to the review was striking and greatly valued.

I should like in particular to thank and acknowledge the full co-operation and support given by Deputy Kirsten Morel, Deputy Lucy Stephenson, Heath Harvey, Kate Le Blond and Nikki Holmes from the Government of Jersey; and Phil Austin, Steve Law, Catriona McAllister and the staff of Jersey Sport.

Simon Cooper
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NOTES

Accuracy

Every attempt has been made to ensure this report is factually accurate. Drafts of the report were shared with the Government of Jersey and Jersey Sport ahead of publication for comment and also to ensure factual accuracy.

Use Of Quotes

In order to provide an evidence base for this report and the recommendations it contains, this document contains a number of quotes taken from interviews and from the written consultation. Every attempt has been made to ensure that such quotes are relevant and given proportionate weight to the views expressed. The quotes used are intended to set out a stakeholder's opinion in order to illustrate their view or account of the issue being highlighted. Their inclusion should not be seen as tacit acceptance of that view or opinion being expressed.

Definitions of 'Physical Activity' and 'Sport'

There are no universally agreed definitions for 'physical activity' and 'sport'. However, there is a broad consensus that they are separate and indeed may require different interventions and programmes in order to secure desired outcomes: generally to get people to be more active and to increase participation in sport.

For the purposes of this report, the terms 'physical activity' and 'sport' are based on the language used by the Government of Jersey and Jersey Sport. Neither has a defined terminology of its own, but they can be broadly summed up by the generally accepted terminology:

- **physical activity:** refers to all movement, including during leisure time and for transport to get to and from places, including the workplace. Popular ways to be active include walking, cycling, active recreation and play - and can be done at any level of skill;
- **sport:** involves physical exertion and skill, competition or social participation, usually to a set of formal rules and/or structure. Therefore, 'physical activity' is a broader term than 'sport', and not all 'physical activity' is defined as 'sport'.

EXECUTIVE SUMMARY

CHAPTER ONE: INTRODUCTION AND BACKGROUND

In 2017, the Government of Jersey outsourced a number of its sport and physical activity delivery functions to a new ‘arm’s length organisation’ (ALO), Jersey Sport. Although this means not interfering in day-to-day delivery, the government needs to have effective oversight of Jersey Sport’s activities to ensure it is providing good value for the public money it receives. There has not been a review of the arrangement with Jersey Sport since its launch. Consequently, the Government of Jersey decided to undertake this independent review. It will be for the Government of Jersey to consider this report and its recommendations and decide what action to take as a result.

CHAPTER TWO: THE DELIVERY PROCESS

The delivery of government policies is through four stakeholders: ministers, Government of Jersey staff, Jersey Sport; and sports clubs and other organisations. The government’s work plan is set out in its ‘Government Programme’, an umbrella term for three documents: the ‘**Common Strategic Policy 2023-2026**’, ‘**Ministerial Plans**’ and the ‘**Government Plan**’. In undertaking its oversight function with Jersey Sport, Government of Jersey staff use two key ‘control documents’: a **Partnership Agreement**, which acts as a high-level contract and an **Annual Schedule**, a more detailed 12-month Action Plan with an associated budget. Jersey Sport has a Service Level Agreement (SLA) with the organisations it funds. Since being established in 2017, the Government of Jersey Accounting Officer has, each year, given a formal assurance to say that its oversight of Jersey Sport has complied with the Government of Jersey’s ‘**Public Finances Manual**’.

The latest data shows that **51% of Jersey adults** do at least the equivalent of 150 minutes of moderate exercise per week; and **less than one in five children** met the recommended [physical activity] levels.

Recommendation 1: the Government of Jersey should review the skills required of its staff carrying out the oversight function with Jersey Sport.

Recommendation 2: Jersey Sport should review its internal reporting arrangements.

Recommendation 3: the Government of Jersey should commission an internal report on the processes and practices of the arm’s length arrangement with Jersey Sport to establish whether they are compliant with the ‘Public Finances Manual’ in respect of the requirement for audit.

CHAPTER THREE: ESTABLISHING JERSEY SPORT

Consultation from the 2013 ‘**Sports Strategy Consultation Green Paper**’ showed strong support to outsource the delivery of sport and physical activity to an ALO, but not to

outsource the management of sports facilities. Subsequently, **'Fit for the Future'** (2013) and the **Knight Kavanagh and Page Report** (2015) proposed a new body, Jersey Sport, be established and given the delivery function. The Jersey Sport Shadow Board's **'Sport Report'** (2016) further detailed the case for this and Jersey Sport was launched in June 2017. Two key concerns regarding Jersey Sport's budget were raised consistently during consultation for this review. First was the extent to which expectations have been met about the level of financial support from the Government of Jersey. Second was the importance of fundraising, with very different views expressed about the original commitments made. This appears to be an ongoing source of much dispute, frustration and irritation for all parties.

Recommendation 4: a review of Jersey Sport's budget, including a 'zero-based' budget exercise, should be carried out as a matter of urgency.

Recommendation 5: Jersey Sport should publish a fundraising strategy by the end of March 2024.

Recommendation 6: that the Government of Jersey secures additional funding for sport and physical activity.

Recommendation 7: when the conditions are appropriate, the function to distribute funding from the Channel Islands Lottery for sports projects should be given to Jersey Sport.

CHAPTER FOUR: HOW THE GOVERNMENT AND JERSEY SPORT ARE ORGANISED TO DELIVER SPORT AND PHYSICAL ACTIVITY

Government of Jersey: although the Minister for Sport has lead responsibility, a number of other ministers have policies that contribute to the government's work in sport and physical activity, including ministers for Health and Social Services, Children and Education, Housing and Communities, Social Security, and Infrastructure. This means it is crucial for there to be effective communication and co-ordination between ministers. This does not currently appear to be the case. Consultation for this review suggests that sport is not a priority for the Government of Jersey.

Recommendation 8: co-ordination across the Government of Jersey should be strengthened by the involvement of ministers and officials in the new 'Sport and Physical Activity Network Group'.

Recommendation 9: the Government of Jersey should identify a 'client manager' single point of contact for Jersey Sport.

Recommendation 10: the Government of Jersey should consider re-establishing the work of the sport and facilities teams into the same department and report to one minister.

Jersey Sport: the **Jersey Sport Development Trust** is a charitable organisation whose sole function is to carry out oversight of Jersey Sport Ltd's activities. **Jersey Sport Limited** is the operational arm of the Trust and carries out the ALO delivery function. Its remit includes sport

and sport development, physical activity, sports literacy (PE and school sport), swimming and active travel. Its functions appear to have some in-built conflicts, particularly in respect of Jersey Sport's role both as a funding organisation and as a deliverer of services. Concerns about Jersey Sport's work raised during consultation for this review included: high admin costs; its independence from government; spending on promotion and PR; and the lack of specialist knowledge in some areas. There is some confusion about its role on the issue of child protection and safeguarding.

Recommendation 11: Jersey Sport should undertake a review of its delivery function.

Recommendation 12: Jersey Sport should publish its Board of Directors skills matrix.

Recommendation 13: a review should be undertaken on the provision of child protection and safeguarding as part of the budget review exercise proposed at Recommendation 4.

CHAPTER FIVE: 'INSPIRING AN ACTIVE JERSEY 'AND 'INSPIRING ACTIVE PLACES'

'Inspiring An Active Jersey', published in 2020, is the Government of Jersey's strategy for sport and physical activity. The government's commissioning of Jersey Sport to lead development of the strategy meant that the demarcation between strategy, policy and delivery was blurred, leading to confusion about roles and responsibilities - and even whose strategy it is. The strategy's overall target is unclear, expressed in different places as:

"Jersey faces a significant challenge if we are to succeed in our mission of reducing physical inactivity by 10% points by 2030."

"Jersey will increase physical activity by 10% by 2030."

These are not the same and there is confusion about which is correct, thus affecting the ability of the strategy to be delivered successfully. When the strategy was launched, no detail was given about how it would be implemented. There were no KPIs, no 'road map' showing the key milestones to achieve delivery of its target, the programmes required to achieve it had not been identified and stakeholders were not aware how they could contribute to its delivery. It was envisaged that these issues would be addressed by establishing an 'Active Jersey Alliance', but this work never took place. The COVID pandemic can account for some part of this, but not all. Consequently, it is now three years after the strategy's launch and no one is able to say what progress has been made toward its delivery. It is difficult to conclude that this is anything other than a serious and significant failure.

The strategy has nevertheless shaped some of Jersey Sport's activities and it should be recognised that there is some excellent work being done by Jersey Sport, delivered by staff who are knowledgeable, dedicated and determined to provide a high quality service. The 'Move More' programme received much praise during consultation for this review, although serious concern was expressed that this has been at the expense of sport. There are perhaps

some surprising omissions from the strategy, including disability, equality and inclusion, community sport, sports events and sport tourism, high-performance /elite sport pathways and travel grants and inter-island travel.

Earlier this year, Jersey Sport published its own ‘**2023-2026 Strategy**’ and ‘**Business Plan 2023**’. There does not appear to have been any consultation on development of these documents. Neither makes any meaningful reference to ‘**Inspiring An Active Jersey**’ and so it is not possible to say how Jersey Sport is contributing directly to the delivery of its targets.

Recommendation 14: Jersey Sport should review its provision for sport as part of the budget review exercise proposed at Recommendation 4.

Recommendation 15: Jersey Sport should reconsider the suitability of separate branding for the ‘Move More’ programme.

Recommendation 16: consideration should be given to measures to strengthen school sport and PE:

1. The Government of Jersey should use the review of its Jersey Review Framework to strengthen its policy and approach to physical literacy requirements in schools. In doing so, it should: i) set new minimum physical literacy and curriculum standards; ii) design clear commissioning guidance for the award of contracts to deliver PE and school sport sessions, including a requirement for staff to have the necessary level of qualifications; and iii) carry out rigorous and regular inspection;
2. Introduce a ‘School Sport Partnership’ model;
3. Establish a multi-sport schools championships in Jersey; and
4. Add schools sports facilities to the ‘Active Jersey’ booking App.

Recommendation 17: the Government of Jersey should develop a new, comprehensive strategy for sport and physical activity.

Recommendation 18: the Government of Jersey should take urgent action to:

- i. set revised KPIs for the ‘Business Plan 2023’ associated with Jersey Sport’s ‘Strategic Plan 2023-2026’ as part of the zero-based budget exercise proposed at Recommendation 4;
- ii. develop a ‘value for money’ indicator for the funding Jersey Sport receives.

Recommendation 19: Jersey Sport should develop and publish policies on equality and inclusion at the earliest possible opportunity.

Recommendation 20: the Government of Jersey should review its direct delivery approach for existing and new facilities.

CHAPTER SIX: AN OVERALL VERDICT ON THE CURRENT SITUATION

The responses to the written consultation should be of serious concern and should not be dismissed or overlooked. Consultation suggests overall that the ‘deal’ that was sold to the sport sector when they agreed to support Jersey Sport being established is not being delivered - and that there is currently deep dissatisfaction with the situation. This seems to be driven

by a feeling that there has been a catalogue of broken promises and commitments, resulting in real concern among a large number of stakeholders.

This situation may have arisen from well-meaning but misguided optimism and misunderstandings about commitments made at the time Jersey Sport was established, particularly relating to the budget and fundraising. Jersey Sport was intended to be an advocate and “champion” for sport. The impression given was one of a brighter future for sport, with an improved and richer experience for sports clubs and volunteers, with increased funding to help support their work. In practice, the opposite has happened. Funding for sport has reduced and the sector appears to feel alienated from the very organisation which is supposed to be serving its best interests. In spite of some clear views to the contrary, Jersey Sport maintains that it has never been funded to undertake its original work programme and that this has been raised repeatedly with government, to no avail. For its part, the Government of Jersey has not managed the relationship with Jersey Sport effectively, allowing the current confused and unwelcome situation to develop. Urgent action is required to put this right.

CHAPTER SEVEN: THE WAY FORWARD

There are five main options for the Government of Jersey to consider:

1. Return delivery of sport and physical activity ‘in house’.
2. Continue the existing arm’s length arrangement with Jersey Sport, but with delivery strengthened.
3. Assign the delivery function to a different arm’s length organisation.
4. Separate the delivery of sport and physical activity.
5. Establish a ‘Statutory Strategic Body For Sport and Physical Activity’.

Recommendation 21: that **OPTION 2** offers the best immediate way forward, but that consideration be given to **OPTION 5**.

CHAPTER ONE: INTRODUCTION AND BACKGROUND

This chapter sets out the rationale, process and background for this review.

RATIONALE FOR THE REVIEW

1.1 Prior to 2017, Government of Jersey staff were responsible for developing and delivering ministerial strategies for sport and physical activity. In 2017 the delivery function was outsourced to an 'arm's length organisation' (ALO), Jersey Sport. There has not been a detailed review of this arrangement since that time.

1.2 It is standard good practice to undertake regular reviews of public policy making and delivery on a regular basis to ensure that existing arrangements are effective, efficient and delivering good value for public money. The risks of not doing so are numerous, but include:

- **strategic and organisational 'drift'**: leading to a lack of focus and coherence, for example by funding programmes and initiatives that have moved away from the original strategy and from the government policies they were designed to support and deliver. This may also lead to the danger of wider 'mission creep' into areas that are outside the organisation's intended remit;
- **poor value for money**: there is a risk that public money invested in programmes and initiatives may develop legitimacy from longevity rather than continuing to meet government priorities and/or public needs. There can also be a serious risk of resources being spread too thinly as programmes grow and/or new ones are added;
- **insufficient transparency and accountability**: it is vital that public bodies are subject to robust check and challenge, not least because they are spending public money. Such scrutiny is essential if confidence and trust in the relationship between the government and the ALO is to be maintained. If this is eroded, it could jeopardise the future existence of the ALO and, crucially, future funding for sport and physical activity, with the risk of funding being cut and/or moved to other government areas.

1.3 Given it has been over six years since Jersey Sport was established, the Government of Jersey felt it would be timely to undertake a review of the arrangement under which Jersey Sport operates. Consequently, it announced in May 2023¹ that it was undertaking a review of sport and physical activity, with the following Terms of Reference:

¹ [Government of Jersey Press Notice, 2 May 2023](#)

1. To review how the government's sport and physical activity strategy and policies are formulated and implemented.
2. To review if the existing arms-length partner's structure, organisation, management and delivery remains appropriate, relevant and fit for purpose to meet the Council of Ministers Common Strategic Policy and ministerial priorities of the Minister for Economic Development, Tourism, Sport and Culture (MEDTSC).
3. To produce a report on the review findings, including recommendations.

REVIEW PROCESS AND NEXT STEPS

1.4 The Government of Jersey commissioned Simon Cooper to carry out the review. This was done in order to provide independent assessment and analysis and to make recommendations to Deputy Lucy Stephenson, Assistant Minister for Economic Development, Tourism, Sport and Culture. Simon Cooper was Head of Sport for the Mayor of London from 2008-2019 with overall responsibility for the mayor's sport programme, comprising community sport and major sports events. He previously worked for the UK Minister for Sport in the Department for Culture, Media and Sport and also in the Prime Minister's Strategy Unit.

1.5 The review was carried out in four parts:

- i. **analysis of key documents:** including strategy and policy documents; the documentation that led to the establishment of Jersey Sport; and the control documents in place to manage oversight and delivery between the Government of Jersey, Jersey Sport and the sports clubs and other organisations they work with;
- ii. **interviews with stakeholders:** including Deputy Lucy Stephenson, Government of Jersey staff, Board members and staff of Jersey Sport, a range of sports bodies and other organisations and individuals. Over 70 people were interviewed as part of this review. Details are at **Annex B**;
- iii. **written consultation:** a survey carried out by the Government of Jersey, to enable as many interested parties as possible to take part in the review process. A summary of the responses to the questions asked is at **Annex C**;
- iv. **this report:** submitted to Deputy Stephenson.

It will be for the Government of Jersey to consider this report and its recommendations and decide what action to take as a result.

BACKGROUND

1.6 In order to consider the key issues for this review, it is important to revisit the background to the Government of Jersey's decision to outsource delivery of its work on sport and physical activity to Jersey Sport, particularly given the need under the Terms of Reference to review whether the existing arm's length arrangement "*remains appropriate, relevant and fit for purpose*" to deliver ministerial priorities. The 'lessons learned' will help shape what happens as a result of this review.

1.7 It is also important to revisit the background as it helps to understand the current mindset of stakeholders from their experience over the last six years since Jersey Sport was established, which have shaped the views and opinions they expressed during consultation.

1.8 Establishing Jersey Sport was a significant step. The decisions taken at the time, and the basis on which they were made and presented to stakeholders in the documentation and in various presentations made, were vital because they helped to secure support from the sport sector and other stakeholders and also set expectations about what could be expected from Jersey Sport.

1.9 The views people expressed during consultation will of course have been shaped by their experience of the last six years and the extent to which the reality of that experience has matched what they believed would happen when Jersey Sport was established. Significant factors affecting this include whether:

- expectations were unreasonably high, or low, from the outset;
- there were any misunderstandings on key issues, particularly:
 - Jersey Sport's role, remit and work programme at the time of its launch and subsequently;
 - how Jersey Sport would be funded; and
 - the Government of Jersey's role in the new arrangement;
- undertakings given at the time have not been met, or if there is a perception that they have not been met; and
- ongoing concerns have been avoided or ignored rather than confronted and addressed.

Arm's Length Organisations

1.10 It is common practice for governments to outsource delivery of some of its functions to an arm's length organisation (ALO). Although this means government relinquishing a degree of control over the delivery of its policies and priorities, governments recognise the benefits of doing so, including the ability for day-to-day policy decisions to be taken independently and free from political control or undue interference.

1.11 The Government of Jersey has a policy of supporting the ALO model and, in addition to Jersey Sport, funds a number of ALOs, including Digital Jersey, Jersey Finance and Visit Jersey.

1.12 As separate legal entities, ALOs have the ability to operate more flexibly than the public sector and the potential to operate in a more commercial and entrepreneurial way, which can help to deliver services more effectively and efficiently.

1.13 There is no template for what an ALO should look like and each can be adapted to suit its own purpose, although they have some important key characteristics. This enables government, while not interfering in day-to-day delivery, to have a degree of oversight of an ALO's activities to ensure it is delivering what is funded to do, thereby protecting the government's reputation and the use of public funds.

1.14 Ineffective oversight can seriously undermine the relationship between government and an ALO which, in turn, risks there being poor value for money and a poor standard of the service that the ALO was commissioned to carry out on government's behalf.

1.15 In order for government to ensure that it has the best possible oversight, it needs to strike an appropriate and proportionate balance between ensuring effective monitoring while not being overly bureaucratic. ALOs are usually established to deliver government policies or activities with greater flexibility and agility than might otherwise exist in a government department. However, the ALO has to accept the accountability and scrutiny which comes from spending public money as part of the ALO arrangement. The government must ensure that an ALO is spending funding in accordance with the purpose for which it was intended and that it is in line with relevant guidance. Such guidance in this instance is the Government of Jersey's '**Public Finance Manual**'², which is looked at in detail in Chapter 2. For its part, the government must respect the fact that an ALO is an independent organisation and not apply inappropriate or undue pressure on it in respect of its day-to-day decision making.

1.16 In carrying out its oversight function, it is important for government staff to have the appropriate skills and knowledge to manage the relationship between the government and the ALO.

1.17 A number of key principles and values can help a favourable relationship between government and ALO to develop and so maximise the chances of the arm's length arrangement being successful, including:

- **clarity on respective roles and responsibilities:** the roles of the government and the ALO should be distinct, clear and understood. There should be a unified sense

² [Government of Jersey Public Finances Manual](#)

of purpose and a clear understanding of how strategies, policies and priorities will be delivered. Clear but proportionate performance measures, KPIs and targets, with clear and measurable outcomes, should be agreed. Performance measures should set out clearly how the ALO contributes directly to the government's aims;

- **strong governance:** the highest standards of corporate governance should be applied to all areas of work. The ALO's Board and its activities should be constituted and operate in line with 'best practice';
- **clear budget setting, with robust financial and other procedures in place:** budgets should be understood and agreed, along with a clear understanding of the work programmes, their outcomes, and other deliverables expected in return for the funding provided. The ALO's financial controls and general policies should meet industry standards and follow appropriate government guidance. Risks should be clearly understood and managed;
- **a high level of openness, accountability and transparency:** there should be a culture of accountability for actions taken, or a failure to act, by government and the ALO, although this should not be mistaken for, or be used to generate, a 'blame culture'. There should be a clear presumption of openness and transparency between the government, the ALO, and in the way both parties provide information to and interact with the public. Strategies, policies and performance measures should be made public and reporting on progress should be undertaken through a published annual report so that progress can be clearly monitored; and
- **a relationship based on honesty and trust:** ultimately, government needs to feel confident about an ALO's ability to deliver and ALOs need to feel appropriately supported in order to do so. Constructive challenge should be welcomed and a 'no surprises' culture should form the basis for the relationship. There should be an agreed protocol for escalating and dealing with serious disagreements. In particular, there should be a clear understanding of the distinction between genuine lobbying and PR/comms in support of a particular issue and an argument being played out in public, which does little to foster trust and good working relationships.

1.18 The absence of any of these key principles can seriously threaten the relationship between the government and an ALO and, crucially, lead to a high risk of policies not being delivered and to public support being eroded.

COMMENT

The arm's length arrangement is one which is intended to suit both government and the ALO. Accordingly, there has to be a two-way, mutually beneficial partnership if the arrangement is to work effectively.

Ultimately, the Government of Jersey clearly needs to have confidence that Jersey Sport should continue as its ALO of choice to carry out its delivery function. It could decide to return delivery 'in house' or outsource the function to a different or newly formed organisation if it chooses to do so.

On the basis of evidence from this review, it is clear that there are some important issues to be addressed in respect of the current relationship between the Government of Jersey and Jersey Sport. As this report sets out, there are particular issues relating to each of the key principles and values that are set out above, most notably:

- **clarity on roles and responsibilities:** these have not been articulated clearly and this is apparent in respect of the ongoing problems with implementation of the '**Inspiring An Active Jersey**' strategy;
- **clear budget setting, with robust financial and other procedures in place:** there have been concerns expressed about Jersey Sport's budget almost from the time it was established. There is a particular issue around fundraising and Jersey Sport's ability to attract income from the private sector;
- **a high level of openness, accountability and transparency:** there are a number of concerns about the quality of documentation and reporting, including a lack of robust KPIs in a number of areas;
- **a relationship based on honesty and trust:** there does not seem to have been a harmonious and positive relationship between the two organisations previously. There has been no effective way to resolve disputes or problems effectively. Public criticism of aspects of the relationship with no warning is not consistent with a 'no surprises' culture. However, Jersey Sport's relationship with Assistant Minister Deputy Stephenson and the current staff in the Government of Jersey appears to be more positive and constructive.

These issues are covered in further detail in this report.

There is, however, an excellent opportunity for the Government of Jersey and Jersey Sport to work together to address these issues. There appears to be a genuine willingness from both organisations to use this review to acknowledge where there have been problems and to move forward in a positive way.

There is an opportunity to strengthen further the effectiveness of the relationship through the new appointments to the Board of Jersey Sport made earlier this year and by wider action the government is taking to strengthen the oversight of ALOs, including:

- **undertaking a general review of the ALO model:** as it applies to all ALOs, not just Jersey Sport;
- **strengthening guidance to staff working with ALOs:** to ensure greater compliance with its 'Public Finances Manual';
- **requesting that ALOs publish annual business plans, KPIs and annual reports on their websites:** announced by government and the States of Jersey earlier this year³. Jersey Sport already does this, but it perhaps signals a move toward greater scrutiny in this area.

³ [Scrutiny Panel receives confirmation on Arm's Length Organisations' Key Performance Indicators publication, 20 July 2023](#)

CHAPTER TWO: THE DELIVERY PROCESS

This chapter focuses on the process by which ministerial priorities are formulated and implemented, including the Government of Jersey's oversight function of Jersey Sport.

BACKGROUND

2.1 It is for ministers, as elected officials, to determine the policies of the government and for Government of Jersey staff to oversee the delivery of those policies. Where, as in this instance, the delivery function has been outsourced to an arm's length organisation (ALO), the delivery 'chain' is extended. This makes it vital for there to be clarity about the roles and responsibilities of respective stakeholders in order to avoid confusion and misunderstanding about who is responsible for which function.

2.2 In order to assess how effective the delivery of ministerial policies are, it is necessary to examine the delivery process in its entirety. The delivery process for the Government of Jersey's policies for sport and physical activity relies on input from four stakeholders:

1. **Ministers:** whose role is to set out clear policies and priorities;
2. **Government of Jersey staff:** do not deliver services directly as this has been outsourced to Jersey Sport. Consequently, its role is one of oversight of the work of Jersey Sport to ensure it has the necessary programmes in place to deliver ministerial policies and has the appropriate governance and the financial and other resources to do so;
3. **Jersey Sport:** has a dual role as a direct deliverer of programmes and activities itself and also a funder of sports clubs and other organisations to do the same; and
4. **Sports clubs and other organisations:** deliver programmes and activities, some of which are funded by Jersey Sport.

2.3 Ministers will only know if their policies are being implemented if there is demonstrable evidence of that happening. This requires there to be documentation at each stage of the process setting out:

- **the programmes, projects or activities being undertaken:** showing a clear link to the policies being delivered. In order to maximise the likelihood of success there should be an evidence base used to design the programme, with high-quality data and insight used and 'good practice' models considered;
- **the measurement used to determine success:** the KPIs, milestones etc being used; and

- **effective oversight:** monitoring and reporting arrangements (programme management, risk management etc) should be robust in order to assess performance of the whole work programme and take steps to address any issues as necessary.

Effective delivery, or evidence of such, is most likely to fail if any of these stages is inadequate.

2.4 As stated above, it is vital that documentation at each stage sets out a clear link to ministerial policies, operating along the entirety of the ‘delivery chain’ through the four stakeholders. The section following looks at how this currently works for each stakeholder.

Ministers

2.5 The Government of Jersey’s work plan is set out in ‘The Government Programme’, an umbrella term for its strategic policies and the delivery plans by which they will be implemented. This is set out in three key documents:

1. The Common Strategic Policy 2023-2026⁴: sets out the government’s “high-level ambitions” for Jersey, each of which sits in any number of seven “interlinked priorities”:

1. Economy and Skills
2. Children and Families
3. Aging Population
4. Health and Wellbeing
5. Environment
6. Community
7. Housing and Cost of Living

2. Ministerial Plans⁵: set out each individual minister’s priorities for the areas of their responsibility, showing how each is linked to the ‘**Common Strategic Policy**’. There are four specific references to sport in the current Ministerial Plans:

1. Develop a coordinated approach to sport across government to help in the delivery of ministers’ strategic priorities.
2. Design and begin delivering an elite sport strategy to support our local talent, enrich our local economy and promote Jersey internationally.
3. Use research being conducted into the value of sport in Jersey to inform future policy and promote the benefits of sport to our community.
4. Continue a review into the replacement and enhancement of sport facilities, providing a plan for longer term delivery.

⁴ [Common Strategic Policy 2023 - 2026](#)

⁵ [Ministerial Plans 2023](#)

Sport and physical activity also contributes to other ministerial priorities, most notably health and well-being (being active/physical activity), education (school sport and PE), children and families and communities.

3. The Government Plan⁶: which sets out the budget available to deliver the ‘Ministerial Plans’.

2.6 Progress on the government’s work is measured using the ‘**Jersey Performance Framework**’⁷. In respect of sport and physical activity, this contains a measure to show the percentage of Islanders who meet the recommended level of physical activity. Data for this is collected using the Jersey Opinions and Lifestyle Survey (JOLS). From this, data shows that:

*“[In 2019], **51% of Jersey adults** [reported] that they do at least the equivalent of 150 minutes of moderate exercise per week. This increased slightly to 52% in 2021.”*

*“2021 results showed that, overall, **less than one in five children** met the recommended [physical activity] levels. Although this represents a significant improvement compared to 2010, this figure has shown little change in recent years.”*

This data was used as the basis to inform the ‘**Inspiring An Active Jersey**’ strategy, covered in Chapter 5 of this report.

Government of Jersey Staff

2.7 The ‘Government Programme’ documents are used by Government of Jersey staff as the basis for two key oversight documents, which set out the activities Jersey Sport will undertake in return for the funding it receives to deliver the ministerial policies. These are similar in nature to a contract and signed by both parties:

- i. **Partnership Agreement**: this is the main control document between the Government of Jersey and Jersey Sport and sets out the high-level contractual agreement between the two parties; and
- ii. **Annual Schedule**: which sets out a more detailed 12-month Action Plan with KPIs and an agreed budget.

Jersey Sport has separate contractual arrangements with the Government of Jersey for other areas of work, primarily in public health, for example the ‘Family Food And Fitness Programme’.

⁶ [Government Plan 2023-2026](#)

⁷ [Jersey Performance Framework](#)

2.8 In addition to these control documents, staff carry out oversight of Jersey Sport in the following ways:

- i. **observer membership of the Board:** the Partnership Agreement makes provision for a Government of Jersey official to attend Board meetings in a non-voting ‘observer’ capacity;
- ii. **quarterly meetings:** between Government of Jersey and Jersey Sport staff to review progress, including against the Partnership Agreement and Annual Schedule;
- iii. **ad-hoc:** contact between the two organisations on day-to-day matters as necessary.

Jersey Sport

2.9 Jersey Sport has a Service Level Agreement (SLA) with the sports bodies and other organisations it funds. This sets out what activities the organisation will undertake in return for the funding it receives. It also includes KPIs and an agreed budget.

Sports clubs and other organisations

2.10 Organisations are required to record information in order to report progress against the requirements of the SLA with Jersey Sport.

THE PUBLIC FINANCES MANUAL

2.11 The Government of Jersey is ultimately responsible for ensuring that the money it provides to ALOs such as Jersey Sport is spent effectively and efficiently. Ministers are accountable to the States Assembly for this. The government must therefore ensure that it has effective oversight procedures in place.

2.12 The Government of Jersey provides guidance to staff carrying out the oversight function in its ‘**Public Finances Manual**’⁸. Staff are expected to comply with the guidance, which provides the basis on which scrutiny and accountability can be assessed by the States Assembly and the public, enabling an assessment to be made about the government’s performance.

2.13 In terms what is expected of programmes and activities funded by the Government of Jersey, the ‘**Public Finances Manual**’ states:

“The Manual...has been developed to help the Government of Jersey to establish and maintain effective financial management and to support the achievement of the Government’s strategic aims, objectives and ultimately deliver expected outcomes.”

⁸ [Government of Jersey' Public Finances Manual'](#)

“It provides assurance that departments have implemented appropriate systems to ensure compliance with the Public Finances Law and that they have done so through effective, efficient and responsible financial management of public resources.”

“All activity should consider outcomes-based accountability. All business and activities should be able to describe how they contribute to strategic outcomes and departmental objectives over time and how they will measure progress made and or service performance in alignment with the Jersey Standard for Performance Management and Business Planning.”

2.14 This is important because it sets the ‘quality standard’ to help ensure effective oversight of all programmes and activities funded by government, including those delivered by ALOs such as Jersey Sport.

2.15 Assurance about compliance with this guidance is given by an Accounting Officer, a senior level official in the Government of Jersey, who must review the oversight documents as part of a formal sign off process.

2.16 This task is formally delegated, in writing, to the Accounting Officer by the Government of Jersey Chief Executive and Head of the Public Service. The letter of delegation places a duty on the Accounting Officer to follow the guidance in the ‘**Public Finances Manual**’ and states that the Accounting Officer:

“... [is] responsible for ensuring that the resources approved by the States Assembly for your Department are used for the purposes intended and are used economically, efficiently, and effectively.”

2.17 Consequently, the Accounting Officer is required, every six months, to assure him/herself that the oversight arrangements between the Government of Jersey and Jersey Sport are compliant with the guidance in order to sign off the arrangement formally:

“Six monthly and annual assessments must be carried out in sufficient time to enable the relevant Accountable Officer approving the grant to be provided with the results of the assessments.”

Recommendation 1: the Government of Jersey should review the skills required of its staff carrying out the oversight function with Jersey Sport.

The control documents with ALOs are similar in nature to a formal contract. As such, it is important for Government of Jersey staff to have the necessary skills in contract management, in addition to the knowledge they have about sport and physical activity, to ensure that there is the most effective oversight between Government of Jersey and Jersey

Sport. This skill set should be a key competency for staff, with performance monitored via the staff annual reporting process.

Since being established in 2017, the responsible Accounting Officer at the time has, each year, given an assurance that the Government of Jersey's oversight of Jersey Sport, including target setting, monitoring and the reporting arrangements has:

- i. complied with the guidance in the '**Public Finances Manual**'⁹; and
- ii. met the requirements, set out in the letter from the Chief Executive and Head of the Public Service, of the need to ensure that the resources approved for the work of Jersey Sport have been used "*for the purposes intended and [have been] used economically, efficiently, and effectively*".

In carrying out its oversight function, it should be recognised that Government of Jersey staff have to strike a sometimes difficult balance between ensuring that Jersey Sport is delivering in accordance with the funding it receives without compromising the letter and spirit of the Partnership Agreement, which might jeopardise day-to-day operations or the relationship it has with the organisation. This is not always straightforward or an exact science. The 'binary' nature of the sign off process (total compliance is either achieved or it is not) leaves no room for nuance or for account to be taken of special or exceptional circumstances, although the Accounting Officer could choose to write to the organisation to raise any concerns as part of the sign off process. The Accounting Officer is reliant on advice received from staff who work more closely and regularly with the ALO. This highlights the importance of the need for staff to have the right skills as part of their job description.

Under this process, it would be unreasonable for the Government of Jersey to claim retrospectively that Jersey Sport has failed to ensure proper reporting and accountability for any period where there has been Accounting Officer sign off. Any concerns the Government of Jersey had at the time should have been raised with Jersey Sport in the first instance and, ultimately, appropriate formal action taken if necessary. The Partnership Agreement has provision for this. This action has never been taken by the Government of Jersey. Had concerns continued, they should have been flagged to the Accounting Officer accordingly. Similarly, this has never been done. On every occasion since Jersey Sport was established, the arrangements have deemed to be sufficiently robust and compliant with the '**Public Finance Manual**' to recommend to the Accounting Officer that they be signed off.

⁹ Or its predecessor, the 'Financial Directions'

Jersey Sport has stated that the Government of Jersey Board Observer has never raised any concerns regarding reporting or accountability, either formally or informally, and that all reporting to the Government of Jersey has been made in a timely manner. It is notable that concerns about the oversight process were raised by Catriona McAllister in a written submission to the States of Jersey Economic and International Affairs Scrutiny Panel, 10 November 2022:

“The management of the Partnership Agreement has been very mixed, and in five years, we have had six different monitoring/Partnership Officers at various levels.”

The ‘Government Programme’ and ‘**Jersey Performance Framework**’ documents are publicly available, but the ‘**Partnership Agreement**’, ‘**Annual Schedule**’ and Jersey Sport’s Service Level Agreements are not. However, they have been examined as part of this review. Some of these documents contain considerable levels of detail about various programmes which can be measured in terms of the numbers of participants, etc. Some show textual references to some (not all) ministerial policies, but they are very general and high level. A considerable number have no KPIs. Consequently, it is not possible to demonstrate, in any meaningful way, how the activities described in the documents are delivering ministerial policies. It is therefore difficult to see how this is meeting the requirements of the ‘**Public Finances Manual**’.

There should be, what is described by the Government of Jersey, as a ‘Golden Thread’ of narrative linking each document in the ‘delivery chain’ to show the connection between them. Consequently, the ‘**Partnership Agreement**’, ‘**Annual Schedule**’ and Jersey Sport’s Service Level Agreement should set out that link, with specific reference to which ministerial priority and, in turn, which part of the ‘**Common Strategic Priority**’ each activity will help to deliver.

There is currently no standard Government of Jersey template for control documents with arm’s length organisations, which means that staff in the different departments interpret the guidance in their own way when drafting the control documents, such as the ‘**Partnership Agreement**’. However, new guidance containing a standard template document, together with training for staff, is due to be introduced by the end of 2024. This should improve the overall quality of the control documents, leading to a higher standard of oversight, provide greater clarity to ALOs as to what is expected of them, and so bring about a more effective and efficient use of public funds. The guidance should strengthen the principle of the ‘Golden Thread’. This new guidance and training being planned may be sufficient to implement this recommendation. However, it will be for generic use for staff across government. Additional guidance or training may be required to ensure it meets the particular needs of staff having oversight of Jersey Sport.

Recommendation 2: Jersey Sport should review its internal reporting arrangements.

The process described above does not mean that Jersey Sport should be absolved of any responsibility whatsoever to ensure that it is acting in accordance with the letter and spirit of the arrangement it has with the Government of Jersey. Jersey Sport is an independent body and its Board of Directors is ultimately responsible for the activities of the organisation. This review report highlights a number of areas where Jersey Sport should reflect on the part it has played in some of the concerns that have been raised during consultation and accept its share of responsibility accordingly. The Board should consider what actions it should take to address these concerns and to minimise the risk of a recurrence. Such measures could include a review of the reporting it receives from executive staff in order to strengthen the assurance the Board needs that the organisation is undertaking, in full, its responsibility under the arm's length arrangement with the Government of Jersey.

Recommendation 3: the Government of Jersey should commission an internal report on the processes and practices of the arm's length arrangement with Jersey Sport to establish whether they are compliant with the 'Public Finances Manual' in respect of the requirement for audit.

The '**Public Finances Manual**' stresses the importance of a formal internal audit by the Chief Internal Auditor of the States of Jersey, in order to provide an independent assessment of compliance with the Manual. This can play an important role in providing assurance about governance and accountability, both internally and also externally to stakeholders.

Although an independent body, Jersey Sport, as with all ALOs in receipt of public funding are:

"...encouraged to consider and adopt the requirements of the [Public Finances] Manual..."

Although the '**Public Finances Manual**' has been used to inform the findings of this review, this report is not meant to be a substitute for a full internal audit of all the Government of Jersey and Jersey Sport procedures.

Jersey Sport is audited externally each year in line with standard practice. However, there has not been a Government of Jersey internal audit since Jersey Sport was established, so it is recommended that advice on this is sought at an early opportunity.

CHAPTER THREE: ESTABLISHING JERSEY SPORT

This chapter sets out the background to the Government of Jersey's decision to outsource delivery of its work in sport and physical activity to Jersey Sport, examining the key issues behind that decision, with a focus on finance and the budget.

BACKGROUND

3.1 Prior to Jersey Sport being established, Government of Jersey staff were responsible for delivering ministerial priorities and policies for sport.

Sport Strategy Green Paper, 2013

3.2 In 2013, the Government of Jersey published a '**Sports Strategy Consultation Green Paper**'¹⁰ which posed four questions about the future of sport and physical activity in Jersey. This was the basis for consultation about outsourcing the delivery of its work to an ALO.

3.3 The '**Summary of Responses Document**'¹¹ gave a fairly conclusive response on this issue as the following extracts show:

1. Do we need to make any changes (to the way sport is run currently)?

Yes 76.5% No 23.5%

"The principal driver for this appears to be funding. Reductions in public funding are a major concern expressed in a high proportion of replies. There is a feeling sport is not receiving the support it deserves..."

2. Should there be a new co-ordinating organisation for sport?

Yes 64.2% No 35.8%

"...the majority of respondents feel that over time it has been detrimental for sport to be part of ESC (Government of Jersey) ..."

3. Do we need a new model for sport development?

Yes 67.6% No 32.4%

"...respondents call for greater co-ordination and consistency across the sports development officers, particularly their work in schools..."

4. Do you think the States should continue to run sports facilities or should other options be explored?

Yes 69% No 31%

¹⁰ [Government of Jersey 'Sports Green Paper', 2013](#)

¹¹ ['Sports Green Paper Consultation Summary Document', 2013](#)

“There is a clear desire for States-run facilities to remain under public sector management. The principal concern about privatisation relates to affordability.”

3.4 It was clear from this that there was strong support for a different approach to the provision of sport in Jersey, although it is notable that this did not include outsourcing the management of sports facilities, with a clear majority in favour of keeping that function ‘in-house’ with the Government of Jersey.

3.5 It is also notable from the responses to Question 1 that the “*principal driver*” for change was concern about future funding, including the risk of a possible reduction in public funding for sport. The issue of funding and budgets has been a recurring feature of this review and features later in this report.

3.6 On the basis of the results of the consultation, work began on establishing which type of “independent organisation” would be most suitable to take responsibility for the government’s work on sport and physical activity.

‘Fit for the Future’, 2013

3.7 As a first step, in 2013, the Government of Jersey published a new sport strategy, **‘Fit for the Future 2014-2018’**¹². This included its intention to:

“Create a new co-ordinating body operating independently but with financial support from the States. It will also have the ability to generate its own funding.”

“If we do this:

- *Sport in Jersey will have a new ‘champion’, a high-profile body to represent its interests and promote sport.*
- *Awareness will be raised and more islanders encouraged to be active.*
- *Communication in the sporting community will be improved. Clubs and associations will have better support.*
- *Accountability will be clearer.”*

Knight Kavanagh and Page report, 2015

3.8 Following this, in 2015, the consultancy company Knight Kavanagh and Page (KKP) was commissioned to explore the management options and potential delivery structures. KKP’s 2015 report **‘Forming An Independent Organisation For Sport In Jersey’**¹³, assessed three options:

¹² [‘Fit for the Future’ strategy, 2013](#)

¹³ [KKP report: ‘Forming An Independent Organisation For Sport In Jersey’, 2015](#)

1. Retain 'in-house' delivery with the Government of Jersey;
2. Transfer to a pre-existing independent body; and
3. Transfer to a new not for profit company/charitable trust.

3.9 The report concluded that the third of these options offered the best management model, on the basis that it had the opportunity to be a “*flagship organisation*” (page 33), providing the independence that was being sought, the opportunity “*to introduce an entrepreneurial approach*” (page 31), together with a number of potential financial and taxation benefits. It also stated that the Government of Jersey should give:

“...a commitment to retaining an agreed (broadly comparable to current provision) level of funding provided in the form of a grant or management fee (or combination thereof) to manage a new, expanded sports service.” (page 33)

3.10 The report did however highlight some risks with this arrangement, including:

“...loss of Government control over sport and physical activity...” (page 31)

3.11 This is an inherent risk when establishing any arm’s length organisation. It can be particularly problematic for ministers if things don’t go to plan, leading to reputational damage from being ‘seen to be in charge’, while not actually having day-to-day control over delivery. Ministers will have been aware of that risk when making the decision to outsource delivery of its work to Jersey Sport. Notwithstanding that, the then Minister for Education for Sport and Culture took the decision to accept the recommendations in KKP’s report in December 2015.

‘Sport Report’, 2016

3.12 Having secured ministerial approval to proceed, the Jersey Sport Shadow Board was established and produced a ‘**Sport Report**’¹⁴ in 2016, which set out the detailed case for the establishment of Jersey Sport. It concluded that:

“...the appetite for the creation of a new independent organisation to mastermind the development of sport in Jersey remains strong and that this is the recommendation it, in turn, will be making to Ministers.” (page 6)

3.13 In support of this, the report (pages 3 and 4) set out the key reasons for doing so:

¹⁴ [‘Sport Report’, September 2016](#)

- *“Enable Jersey to take further significant strides forward and strive to be “world class” at physical literacy, not just amongst children, but across the wider population.*
- *Further enhance the reputation of sport in Jersey and build on the considerable good work already being done.*
- *Re-examine the delivery mechanisms for sport and physical activity in Jersey with the potential to give sport renewed purpose and vigour.*
- *Begin to map and measure the many and varied benefits of sport and physical activity to the local community and compose strong business cases for future investment in sport.*
- *Allow sport to refocus and ensure a wider audience is aware of its importance and value in terms of health, educational, economic and community benefits.*
- *Enable greater coordination and communication around the calendar of sports events.*
- *Share best practice, knowledge and insights locally and from abroad.*
- *Bring all facets of the direction of sport development under one roof helping to avoid ‘silos’ and unnecessary competition between sports for resources and also seeking efficiencies.*
- *Increase and improve the skills of the current volunteer workforce by strategically supporting clubs and associations.*
- *Take a lead role in conjunction with partners such as Visit Jersey in developing Jersey as a ‘destination of choice’ for sports events, training camps and sports tourism.*
- *As a new ‘not for profit’ organisation (based on the track record of those set up in the UK), be well positioned to access charitable and other private funding not available whilst part of the States of Jersey.*
- *Introduce an entrepreneurial approach to the business of sport in Jersey and share best practice amongst clubs and associations.”*

THE APPROVAL PROCESS

3.14 The Shadow Board’s **‘Sport Report’** was used as the basis on which the then Assistant Minister for Economic Development, Tourism, Sport and Culture (Steve Pallett) formally agreed, in 2016, to approve Jersey Sport being established and, consequently, the government’s delivery role in sport and physical activity being outsourced.

3.15 The Jersey States Economic Affairs Scrutiny Panel gave its approval in 2017 based on the **‘Jersey Sport: Establishment Document’**¹⁵, which, in turn, was also based on the **‘Sport Report’**. It is worth noting that, although the Scrutiny Panel supported the establishment of Jersey Sport, it raised a number of significant concerns in a document commenting on the proposal which it published in May 2017¹⁶. This included:

¹⁵ [‘Jersey Sport: Establishment’ document, March 2017](#)

¹⁶ [States of Jersey document: ‘Jersey Sport: Establishment \(P.21/2017\) - Comments’, May 2017](#)

“...concerns about process, the structure of the organisation, and how the new body would interact with the Department in terms of a partnership agreement, policy setting, performance indicators and monitoring.”

“...a lack of clarity in the definition of strategic priorities...”

3.16 Further work was done by Government of Jersey staff to address these concerns and, although giving its agreement to Jersey Sport being established, the Scrutiny Panel stated:

“Protection of the States’ interests will rely to a large extent on effective monitoring of the Partnership Agreement and appropriate Annual Business Plans agreed between the Company and the Department.”

Having secured the necessary political support, Jersey Sport was launched formally in June 2017.

COMMENT

Consultation showed strong support for the principle of outsourcing the Government of Jersey’s work to an arm’s length organisation and establishing Jersey Sport. The **KKP Report** and Shadow Board **‘Sport Report’** made a strong and compelling case that this was the right approach to take and that it would have a significant and positive impact on the future sporting landscape. Concerns raised by the Economic Affairs Scrutiny Panel are noteworthy as some appear to have materialised. These are covered later in this report.

It was perfectly reasonable for there to have been an ambitious vision for the future of sport and physical activity in Jersey. The **KKP Report** and **‘Sport Report’** were very positive about the proposed way forward. The Shadow Board report and subsequent Jersey Sport literature set that ambition at an exceptionally high level:

*“Jersey Sport has the opportunity to enable Jersey to be **world class** at physical literacy, not just amongst children, but across the wider population.” (Shadow Board Report, page 3)*

*“[Jersey Sport] continues to work alongside the Government of Jersey to improve and create new sports facilities on the island which will support Jersey’s goal in becoming a **world leader** in active living and sport over the coming years.” (Jersey Sport 2021 Annual Report, page 3)*

However, such language can raise expectations to a level that can be very difficult or unrealistic to achieve. Six years after the government agreed to Jersey Sport being

launched, the extent to which the terms “*world class*” and “*world leader*” apply have undoubtedly been questioned.

On that basis, it is not unreasonable for people to feel disenchanted and let down if they feel the reality of what has been delivered has fallen considerably short of what was suggested and, accordingly, want there to be some level of explanation and accountability.

It is worth noting that, during interviews for this review, there was a suggestion that the organisation that was launched in 2017 may never realistically have been able to become the one envisaged:

“Jersey Sport being established was politically driven. The politics of it being set up were more important than sorting out the detail of its function. That was something to be worked out later. It was confused from the start.”

“It was never fair on Jersey Sport. They were never given a clear steer by government. There is still no consensus about what its role is.”

If that was the case however, there should at some point have been an explanation as to why the “*flagship organisation*” promoted in the **KKP Report** and ‘**Sport Report**’ has not materialised, together with comms and messaging in order to explain accordingly.

FINANCE AND BUDGETING

3.17 A major issue that arose during this review was that of Jersey Sport’s budget, including that of fundraising and the potential for Jersey Sport to generate income additional to that provided by the Government of Jersey, particularly from the private sector. Very different views were expressed about the relative importance, significance and prioritisation of this when Jersey Sport was established and since. It is an issue that appears to be an ongoing source of much dispute, frustration and irritation for all parties.

Public sector funding

3.18 The 2016 ‘**Sport Report**’ was clear about what funding Jersey Sport would need from the public sector when it was established and even warned of the immediate funding challenge the organisation would face:

*“It should be noted that in the Preliminary budget within this report...there is no provision for much of the grant funding [currently provided by Government of Jersey], **creating immediate shortfalls**. With its future business orientation, Jersey Sport will have a major task in attracting funds for grant purposes.” (page 10)*

“...the creation of Jersey Sport will not remove or reduce the need for public funding.” (page 12)

3.19 However, the report acknowledged that future levels of funding from the Government of Jersey could not be guaranteed:

“...sport cannot rely solely on current levels of State’s funding, let alone obtain States-funded investment for new initiatives.” (page 3)

3.20 It was clear from the outset that Jersey Sport would receive a ‘flat rate’ continuation of the Government of Jersey’s annual budget (then £1.15million), with no increase. Indeed this had been at the suggestion of the Shadow Board:

“The Assistant Minister...accepted the Shadow Board’s ‘Sport Report’ recommendation that a budget of £1.15 million be set for Jersey Sport, and that this budget level be maintained until the end of 2019.”¹⁷

3.21 However, this has not stopped concerns being raised on numerous occasions about Jersey Sport’s budget, with disagreements or misunderstandings about what activities it was originally funded to undertake. Such disagreements have continued and even apply to Jersey Sport’s current activities. Notable examples of this include sports development and the **‘Inspiring An Active Jersey’** strategy, which are covered in Chapter 5 of this report. As recently as January 2023, Catriona McAllister told the Jersey Evening Post:

“The current funding will not be sufficient to maintain our activity, and cuts in services will be required to stay solvent. Our grant has no inflation mechanism and so we will experience a significant cut year after year.”¹⁸

Private sector investment and fundraising

3.22 The Government of Jersey’s 2013 **‘Fit for the Future’** document stated that the new organisation it proposed to establish (which became Jersey Sport) would:

“...operate independently but with financial support from the States. It will also have the ability to generate its own funding.”¹⁹

3.23 The **KKP Report** stated that Jersey Sport’s likely new functions would include:

¹⁷ [‘Jersey Sport: Establishment’ document, March 2017, page 5](#)

¹⁸ [Jersey Evening Post, 6 January 2023](#)

¹⁹ [‘Fit for the Future’, page 9](#)

“External/additional funding: Identifying and supporting the pursuit and capture of funding to support long term sports development and physical activity goals and improved sustainability. This will have to be done in a way that enhances rather than impinging upon existing sponsorship relationships and processes.”²⁰

“There is an opportunity to introduce an entrepreneurial approach to this aspect of provision which would be more difficult to generate in its present form [in the Government of Jersey].”²¹

3.24 The ‘**Sport Report**’ was very clear that Jersey Sport would need to secure private sector funding, that it was in a better place than Government to do so, and suggested it would be able to generate more money for sport overall. While recognising the challenges involved, the language used about this was optimistic and bullish:

“As a new ‘not for profit’ organisation (based on the track record of those set up in the UK), [Jersey Sport will] be well positioned to access charitable and other private funding not available whilst part of the States of Jersey.” (page 4)

*“...in the medium to long term, sport overall will remain dependent on sustained levels of grant-funded support from the States of Jersey, in order to maintain existing levels of delivery and participation. However, with ambition to achieve additional investment in order to fund new initiatives and achieve higher outcomes, it is clear that Jersey Sport will need to develop as an organisation capable of **helping the entire sporting community to attract significantly greater funds from the private sector.**” (page 11)*

*“Jersey Sport will be able to play a role in **helping sports organisations and clubs in their approach to obtaining sponsorship.**” (page 11)*

*“...Jersey Sport, working in conjunction with other partners and related organisations, will be able to **expand the ‘total funding pot’ for sport and physical activity.**” (page 11)*

*“**Introduce an entrepreneurial approach to the business of sport** in Jersey and share best practice amongst clubs and associations.” (page 16)*

*“Working quickly to **build the commercial side and attracting significant new funding** both to grow the organisation and recover what may be perceived as lost ground in relation to grants.” (page 16)*

²⁰ [KKP report 2015, page 24](#)

²¹ [KKP report 2015, page 31](#)

3.25 However, it appears that no detailed assessment was ever done to substantiate such optimism. No details were given about any research undertaken to provide evidence for this claim, or how this would be achieved. No forecasts were provided about what levels of funding might be achievable, even on an indicative basis. There were general references to charities generally being better placed to do so and a mention of the County Sports Partnership (CSP) Network in England, but without any assessment of how successful the CSPs had actually been at generating private income, and no assessment of how this, or any other example, may be suitable and relevant to Jersey. Consequently, Jersey Sport was launched with no clear plan for income generation in the short, medium or long-term. For its part, the Government of Jersey did not request details of this.

3.26 Six years on, that remains the case. Jersey Sport has, on numerous occasions since its launch, committed to produce a fundraising strategy but has still yet to do so. Again for its part, the Government of Jersey has not, until recently, pressed Jersey Sport about this to hold them to the commitments they made.

3.27 Catriona McAllister has a clear view on this matter, stating during interview for this review that Jersey Sport was:

“Not funded to undertake fundraising.”

3.28 However, in recognition of the need to generate additional funding, in July 2023 Jersey Sport advertised to recruit a ‘Fundraising and Enterprising Manager’:

“...to lead the development of a Fundraising and Enterprising Strategy to support our charitable and strategic purposes.”²²

This post is expected to be filled by the end of 2023. It will be funded by Jersey Sport using money it secured from a bequeathment (ie not Government of Jersey funding). It is anticipated the post will be self-funding within two years.

3.29 It was striking during interviews for this review that opinions about the relative significance and importance of income generation and the interpretation of the text shown above differ completely. A number of interviewees, particularly from sports bodies, were adamant that the portrayal of Jersey Sport’s potential to generate greater funding for sport, including fundraising from the private sector, was a major factor to securing agreement to Jersey Sport being established:

²² Job advert, Jersey Sport website

“It was unquestionably the case that [establishing Jersey Sport] was sold on the basis of the organisation being able to be more philanthropic so that it would be able to fundraise.”²³

“Sport bought into [establishing Jersey Sport] on the basis of its ability to do fundraising. It was made clear at the time and there was a high-level expectation around this.”²⁴

“Fundamentally I am shocked by the lack of fundraising...”²⁵

“Jersey Sport has failed to engage with the private sector to bring money into sport, especially for those sports where mainstream sponsorship is difficult to obtain by the club on its own. [They were] meant to champion sports with private sector, so the private sector took a role in ensuring improved provision of sport...This has not happened at club level.”

“They were supposed to attract external funding from private sponsorship but all they seem to do is ask for more government funding.”²⁶

3.30 Conversely, key personnel involved with establishing Jersey Sport were equally adamant that this was not the case. Phil Austin, previously Chair of Jersey Sport, stated during interview for this review that:

“It was not a driving force.”

3.31 This view is supported unequivocally by Steve Pallett, Assistant Minister for Sport at the time of Jersey Sport’s launch:

“There has been a lot of misunderstanding about this. It was never a major factor and way down the list [of priorities]. We did expect Jersey Sport to raise some funding, perhaps in the tens of thousands of pounds, but not more than that. There was never any expectation that they were going to increase their budget significantly by fundraising.”

3.32 There was even a view expressed about whether the expectation was ever a fair one:

²³ Interviewee quote

²⁴ Ditto

²⁵ Written consultation

²⁶ Written consultation

“As sport has always been the poor relation within government, this meant the expectation on Jersey Sport to produce much greater support into the sector was very high.”²⁷

3.33 It should be noted that Jersey Sport has, to date, generated £1.15million of external funding, although the amount generated through what might be generally understood as ‘fundraising’ is relatively small:

- £0.7 million bequeathment; and
- £0.45million sponsorship.

3.34 Some interviewees were of the view that Jersey Sport is in fact performing well:

“They are clearly underfunded, but they do a good job in the circumstances.”²⁸

“I do believe that the funding they receive is not sufficient to successfully achieve the outcomes laid out in the government’s ‘Inspiring An Active Jersey’ strategy. Overall I feel as though Jersey Sport are meeting many of the objectives...but some have been limited by the extent of their resources and government support.”²⁹

COMMENTS AND RECOMMENDATIONS

The clear differences of opinion about Jersey Sport’s budget and fundraising are striking and of real concern. Six years on from being established, they remain an ongoing source of considerable tension between the Government of Jersey, Jersey Sport, sports bodies and other stakeholders. The issue has not been properly confronted and resolved and urgent action is now needed to address it.

Recommendation 4: a review of Jersey Sport’s budget, including a ‘zero-based’ budget exercise, should be carried out as a matter of urgency.

The decision when Jersey Sport was established to ‘roll over’ the existing Government of Jersey budget of £1.15 million, with no proposed increase for two years, meant that it was perfectly clear to both parties that other sources of income would be needed or it was only a matter of time before funding problems arose, not least because of inflation, and yet Jersey Sport did not produce an income or growth strategy; no targets were set, and no detailed financial scenario planning was undertaken.

²⁷ Ditto

²⁸ Ditto

²⁹ Written consultation

In turn, the Government of Jersey did not press for any meaningful forecasting and was therefore not in a position to know about the financial stability of the organisation it had just agreed being established to deliver its own policies. The government's position is perhaps best summed up by a view expressed by Deputy Stephenson during interview for this review:

"It's as if we set up Jersey Sport and then just washed our hands of it."

The situation regarding the funding levels has been compounded by fundamental disagreements about what Jersey Sport is actually funded to do. The **'Partnership Agreement'** and associated **'Annual Schedule'**, which effectively act as contracts between the Government of Jersey and Jersey Sport, are either not fit for purpose because of the high degree of ambiguity and the way they have been interpreted in different ways, or they have not been enforced properly through discussions to clear up the differences of opinion. It should be acknowledged that government is always likely to be Jersey Sport's major funder - and it is important to stress that Jersey Sport's ability to generate funding was clearly not the sole reason for it being established. However, it did have some bearing and the comments expressed on this issue shown above reflect the high level expectation of those concerned.

Jersey Sport was established as an independent body, with the freedom and desire to operate independently of government. That independence runs the risk of being questioned if it is seen constantly to be 'blaming' government for its funding situation. It is in danger of effectively being seen merely as an arm of government, delivering solely to the government's agenda, if it has little ability or desire to generate funding of its own to spend on activities Jersey Sport itself wants to undertake.

Finally, and more substantially, it runs the risk of government reconsidering the arm's length relationship if it is simply handing over funding to an organisation which is unable to make any meaningful additional contribution to the money it is making available. The government may eventually take the view that this does not (quite literally) 'add value' and that it is better off managing its own money 'in house', with full control over the way it is spent.

The current uncertainty cannot continue. It is clearly not conducive to an effective and positive partnership between the two organisations. Consequently, while the government decides the steps it wants to take following this review, it is recommended that a line-by-line, zero-based budget exercise should take place as a matter of urgency.

As part of this work, there should be agreement about what Jersey Sport's 'core functions' are, in order to establish minimum requirements and which activities are deemed

'additional'. Funding can then be allocated accordingly. This should provide clarity about exactly what activities Jersey Sport will undertake and identify the funding associated with each activity. The exercise should be based on the current '**Partnership Agreement**' and '**Annual Schedule**' and Jersey Sport's recent '**2023-2026 Strategy**' and associated '**Business Plan 2023**'.

It will also provide an opportunity to review Jersey Sport's funding for sport and sports development (as distinct from physical activity) to address concerns raised about this during consultation for this review (further details on this are set out in Chapter 5 of this report). Furthermore, it will provide the opportunity for each minister to identify which activities Jersey Sport is undertaking to contribute to delivery of the priorities in their individual Ministerial Plan, together with the budget allocated for that.

Following this, consideration should be given to longer-term budget setting. The current planning cycle whereby Jersey Sport's budget is set annually makes it difficult to plan effectively. The Government of Jersey should consider agreeing a multi-year budget planning cycle with Jersey Sport.

Recommendation 5: Jersey Sport should publish a fundraising strategy by the end of March 2024.

As indicated, the difference of opinion about the level of importance and priority on this issue is striking. The language in the **KKP Report** and '**Sport Report**' undoubtedly struck an optimistic and upbeat tone, suggesting that Jersey Sport was well-placed to generate funding that would make it less reliant on government - but this has been interpreted in very different ways.

There is no doubt that the COVID pandemic made fundraising more difficult. Furthermore, Jersey Sport is of the view that the delay in it securing charity status (it did not do so until December 2019) made fundraising more challenging, with a number of attempts to secure funding being unsuccessful in large part because the organisation did not have charity status.

However, the situation overall does not appear to have been well managed and has contributed to the clear differences of opinion about the importance of this matter. Some of this unease may have been avoided had Jersey Sport written its fundraising strategy, setting out some targets, however indicative, as it has committed to do almost every year since it was established (it still has not produced one) and had the Government of Jersey pursued this with the necessary vigour. It may at least have provided some clarity on the matter in order to manage expectations better.

The issue is clearly not going to go away. Kirsten Morel, Deputy Chief Minister for Economic Development, Tourism, Sport, and Culture appeared to re-enforce the expectation about fundraising in a letter of 5 July 2023 to the States of Jersey Economic and International Affairs Scrutiny Panel, stating that:

“I am keen to see Arm’s Length Organisations explore new avenues for raising income independently of Government to ensure funding for their important work can be increased and supported by multiple resource streams. I appreciate this will not be possible in every case and expect to be in a position to further explore this following the conclusion of the Department’s Arm’s Length Organisations review later this year.”

A key task for Jersey Sport’s new Fundraising and Enterprising Manager should be to produce a fundraising strategy at the earliest opportunity. It is recommended that this work be prioritised and completed by the end of March 2024.

OTHER FUNDING OPTIONS

3.35 There are existing income stream options to fund sport and physical activity available to government, specifically ringfenced funding and the Channel Islands Lottery.

Ring-fenced funding

3.36 The Government of Jersey ringfences one percent of its annual budget to go to the arts, heritage and culture. This currently amounts to around £9.5million/annum, whereas spending on sport is around £3.5million (including sports facilities).

3.37 The government ringfences the one percent funding figure because it recognises the importance of the arts and culture to Jersey and the social and economic benefits cultural activities have. Such benefits include a positive impact on people’s health and well-being, the potential to boost educational attainment and the ability to bring communities together, all of which are the same benefits that playing sport and generally being physically active can achieve.

Channel Islands Lottery

3.38 The proceeds of the Channel Islands Lottery for distribution to good causes are split evenly between the Jersey Community Foundation and Association of Jersey Charities. The Jersey Community Foundation allocates 40 percent to sport, 40 percent to the arts and 20 percent to science. This means that the Jersey Community Foundation currently allocates around £175k to sports projects each year. The Association of Jersey Charities does not have similar quotas and so direct comparisons are not possible, but some of its funding goes to sports projects.

3.39 A number of interviewees expressed frustration with this arrangement and argued for Jersey Sport to be given the lottery distribution function for sports projects.

Recommendation 6: that the Government of Jersey secures additional funding for sport and physical activity.

The social and economic benefits of sport and physical activity are well documented. Research undertaken by Sport England shows that for every £1 spent on community sport and physical activity in England, an economic and social return on investment of £3.91 is generated.³⁰

One percent of the Government of Jersey's annual budget is currently ring-fenced for the arts, culture and heritage. This means that its budget is almost three times the amount spent on sport and physical activity and yet the social and economic benefits are very similar. As part of this review, ministers have signalled a welcome intention to secure additional funding for sport and physical activity and so the government may wish to explore a similar allocation as that for arts, culture and heritage. Budget allocation is clearly a matter of political priority and choice, but equality of funding would be a strong practical step to address concerns raised during consultation that the Government of Jersey does not prioritise sport.

Recommendation 7: when the conditions are appropriate, the function to distribute funding from the Channel Islands Lottery for sports projects should be given to Jersey Sport.

It is important to stress that the conditions for Jersey Sport having this function are not currently suitable. There is much work to be done following this review in order for the function to be transferred. The purpose of this recommendation is to establish the principle that lottery and exchequer funding be consolidated and aligned, in the same way that happens in the UK with Sport England, sportscotland, Sport Wales, Sport Northern Ireland and UK Sport.

Providing issues raised in this review are addressed, there are strong arguments for Jersey Sport having this function, primarily:

- **consistency:** there appears to be no clear rationale for the separation of function between distributing exchequer funding and lottery funding. If the Government of Jersey is satisfied that Jersey Sport is capable of administering exchequer funding effectively and efficiently, it should have the same confidence in its ability to do the same for lottery funding. The amounts of lottery money are relatively small, but that should not affect the principle of having exchequer and lottery funding in one place. Having helped to establish

³⁰ [The Economic Value of Sport and Physical Activity - Sport England](#)

an arm's length organisation to act as its lead body for sport and physical activity, it would be entirely consistent and logical for that organisation to distribute lottery funds;

- **strategic:** the funding criteria, KPIs and outcomes are likely to be more strategically aligned to Government of Jersey policies on sport if responsibility rests with one organisation. The current funding criteria for distribution via the Jersey Community Foundation (JCF) and the Association of Jersey Charities do not appear to be aligned to the '**Inspiring An Active Jersey**' or '**Inspiring Active Places**' strategies. It is recognised that there is no obligation for lottery funding to be focussed solely on government priorities as is required for exchequer funding. However, it is a more effective and effective use of lottery funding if there is a degree of strategic alignment, even if in a more general way.
- **efficiency:** it could help sports clubs and other applicants if there was one organisation to go to for funding instead of two. There may be efficiency savings by doing so, enabling more money to go to the front line. Furthermore, Jersey Sport has a dual role in the current grant making process, which in some instances may be a conflict of interest given that Jersey Sport advises clubs on applications and also advises the JCF as part of the grant making process. That dual role and potential conflict would be eliminated.

Should this recommendation be accepted, consideration could be given to Phil Austin's proposal that funding be used to support elite/high-performance athletes.³¹ The issue of elite/high-performance sport is covered further in Chapter 5 of this report.

³¹ [Jersey Evening Post, 8 April 2023](#)

CHAPTER FOUR: HOW THE GOVERNMENT AND JERSEY SPORT ARE ORGANISED TO DELIVER SPORT AND PHYSICAL ACTIVITY

This chapter looks at the how the Government of Jersey and Jersey Sport are structured.

GOVERNMENT OF JERSEY

Ministerial Responsibility For Sport And Physical Activity

4.1 The Government of Jersey has a dedicated Assistant Minister for Sport, Deputy Lucy Stephenson, who reports to Deputy Kirsten Morel, the Minister for Economic Development, Tourism, Sport and Culture. Shortly after being appointed in July 2022, Deputy Stephenson echoed the view of a number of her predecessors about the importance of sport and its ability to have a positive effect on people's lives, stating that:

“There are so many areas of importance, but when you look at sport as a whole and start to break it down, it's something that touches many lives on this Island in one way or another - right through from babies learning to move, through to our elite level athletes and everywhere in between.”³²

4.2 Although the Minister for Sport has lead responsibility, a number of other ministers have policies that contribute to the government's activities in sport and physical activity, including:

- **Minister for Health and Social Services:** getting people active to improve physical and mental health and well-being;
- **Minister for Children and Education:** school sport and PE;
- **Minister for Housing and Communities:** sport in the community;
- **Minister for Social Security:** activities for older people; and
- **Minister for Infrastructure:** sports facilities.

4.3 This spread of responsibilities over several ministers means it is crucial for there to be effective communication between ministers to ensure a co-ordinated and coherent government approach to sport and physical activity. Numerous interviewees suggested this is currently not the case and raised concerns about 'silo working' and a lack of co-ordination within the Government of Jersey.

4.4 In a written submission to the States of Jersey Economic and International Affairs Scrutiny Panel dated 10 November 2022 Catriona McAllister stated:

³² [Jersey Evening Post, 26 July 2022](#)

“Multiple departments regularly approach Jersey Sport to support their work. If there is a Sport or Physical Activity element, it is good that we are seen as the ideal partner for the project. However, this is not done in a coordinated fashion. Therefore, it is difficult for us to business plan for the totality of what we may be asked.”

4.5 A similar view was expressed by Phil Austin when interviewed as part of this review, stating that the main problem is that engaging with Government of Jersey is:

“...cumbersome and there is no-co-ordination in Government of Jersey about what it wants.”

4.6 The existing Government of Jersey Council of Ministers has a role in co-ordinating government policy, but this is very high-level and does not appear designed to get into detail on specific policy areas.

4.7 The Government of Jersey has recognised these concerns and, as stated above, is to take steps to address the issue by developing:

“...a coordinated approach to sport across Government to help in the delivery of Ministers’ strategic priorities”³³.

4.8 Comments from the consultation for this review expressed concern about the lack of long-term financial planning by the Government of Jersey due to the four-year electoral cycle, with the situation being compounded on occasions when ministers change and want new priorities:

“Apparent significant changes in Government policy from one regime to the next is dispiriting and demotivational, giving the feeling that only projects which can be completed within a single electoral cycle have any chance of success.”³⁴

Sport as a Priority For Government

4.9 Unsurprisingly, consultation for this review did not result in a call for less government involvement in sport, or for it to be given less of a priority. There was just a single contributor to the written constitution who was of the view:

“Taxpayers money should NOT be used to subsidise sport. These activities are something people CHOOSE to do and therefore they should pay the full costs of their hobby.”

³³ [Ministerial Plans 2023-2026](#)

³⁴ Written consultation

4.10 Although it is inevitable that those involved in sport will want to see it higher on the government’s agenda, a recurring theme from the consultation was concern about the importance attached to it by the Government of Jersey, with many expressing the view that sport simply is not a priority.

4.11 In an interview with the Jersey Evening Post in April 2023, the (then) Jersey Sport Chair, Phil Austin stated:

“Sport has never had the political priority that it should have, though each of the previous two sport [assistant] ministers have tried hard to get it on the agenda but, generally speaking, it’s been difficult for them, and it’s always been an afterthought, I think.”³⁵

4.12 Such concern is not new. The **KKP Report** stated:

“There is a high level of goodwill towards sport and the [Government of Jersey] on the island but there are parallel concerns about its present status, and the priority given to it in and by the Education, Sport and Culture Department.”³⁶

4.13 This concern is even acknowledged by Deputy Stephenson, the Assistant Minister for Sport:

“Sport can very easily get lost on the agenda among the other topics for this government.”³⁷

4.14 There has been an associated concern expressed about the government’s general understanding of the sport sector and whether it has the capacity, knowledge and skills it needs. In a written submission to the States of Jersey Economic and International Affairs Scrutiny Panel dated 10 November 2022, Catriona McAllister stated:

“...planning and policy for sport and physical activity within government is almost non-existent. There is little understanding by politicians or officers about the role of Jersey Sport. There is a lack of subject matter expertise within the government and no one advocating for the sector.”

4.15 This is a damning analysis of the Government of Jersey’s ability to undertake its basic function of policy making, made by the Chief Executive of the very organisation the government has appointed to deliver its own programme. It is a significant remark to have made at the time about the relationship between the two organisations.

³⁵ [Jersey Evening Post, 8 April 2023](#)

³⁶ [KPP report, page 7](#)

³⁷ [Jersey Evening Post, 26 July 2022](#)

4.16 However, a more positive and optimistic view was expressed subsequently by Catriona McAllister in the Jersey Evening Post just a couple of months later, in January 2023:

“I must stress that there has been excellent development since we wrote that [scrutiny submission], particularly around the comments made about a need for better understanding and the Assembly understanding the value of sport. The assistant minister [Lucy Stephenson] has really gone out of her way to show her support...”³⁸

4.17 Further optimism has been expressed following the appointment in 2023 of a dedicated ‘Sector Officer’ for sport in Government of Jersey, with numerous consultees welcoming this as a positive step to boost the knowledge of sport within the Government of Jersey.

COMMENT AND RECOMMENDATIONS

It is, of course, for the government to determine its priorities in line with the mandate it has been given by the electorate. It is not uncommon, given the clear economic and social benefits they bring, for those involved with sport and physical activity to be frustrated by level of importance given to it by politicians.

Nonetheless, whatever the level of priority given, it is important for ministers and government staff to have the appropriate knowledge, skills and understanding of the sector it is dealing with in order to be able to engage effectively and implement the right policies. Optimism has been expressed following the appointments of Deputy Stephenson and the establishment of a dedicated ‘Sport Sector’ officer in the Government of Jersey. Furthermore, commissioning this review is, in itself, an important sign that the government has recognised there are issues which need to be addressed. The ministerial team and staff involved with sport in the Economy Department of the Government of Jersey have made clear their determination to get to grips with those issues.

Concerns about ‘short-termism’ due to electoral cycles and a consequent lack of long-term planning are common for many governments. The democratic process is, of course, such that governments and ministers have a mandate to implement the programme on which they have been elected and have the right to organise their ministerial team in a way that they think will be most effective. However, regular changes of direction can have significant impact and concerns about this should be recognised. While it is not possible completely to rule out overnight change, one way to try and reduce the chances of this happening is to have an agreed long-term strategy. This can sometimes help to ‘future-proof’ policies, programmes and budgets against changes of minister and governments. **‘Inspiring An Active Jersey’** set out to be a ten-year strategy and therefore had the opportunity to do that. This is covered further in Chapter 5.

³⁸ [Jersey Evening Post, 10 January 2023](#)

Recommendation 8: co-ordination across the Government of Jersey should be strengthened by the involvement of ministers and officials in the new ‘Sport and Physical Activity Network Group’.

The Government of Jersey has recognised the need for greater internal co-ordination and has recently established an officials’ working group, the ‘Sport and Physical Activity Network Group’, to co-ordinate work on sport and physical activity. This is a welcome and long-overdue move.

However, there needs to be greater co-ordination at both official and ministerial level. Consequently, it is recommended that the new ‘Sport and Physical Activity Network Group’ includes ministers and senior officials from departments contributing to government priorities in this area.

In order to give the new network the importance and status it needs, the responsibility for it should be at ministerial level, with meetings chaired by the relevant minister and with senior officials attending. This should not be overly burdensome, with meetings held perhaps two or three times a year. This can be supplemented by meetings of officials on a more regular basis, reporting into the ministerial group meetings as necessary. The network can be used to ensure that all parts of government are involved with policy making in sport and physical activity and can contribute to the oversight of Jersey Sport’s performance. It can also be used to receive input from staff in different departments across the Government of Jersey to control documents such as the ‘**Partnership Agreement**’ and ‘**Annual Schedule**’, and enable staff to comment on performance monitoring and other documentation provided by Jersey Sport. This would improve co-ordination across all parts of the Government of Jersey, leading to better internal communication and awareness, more effective policy making, improved monitoring of progress and, as a result, a much greater chance of success of delivering government priorities.

Recommendation 9: the Government of Jersey should identify a ‘client manager’ single point of contact for Jersey Sport.

In order to help improve co-ordination both with Jersey Sport and internally, the Government of Jersey should identify a single point of contact, who would act in a ‘client manager’ role. To ensure that this works in the most effective and efficient way, the client manager should be the usual ‘first port of call’ for Jersey Sport for day-to-day business and for the sign-off of contracts and other formal approvals. This would not exclude conversations taking place between Jersey Sport and other parts of government, although this should be done in a way that ensures that the client manager’s role is not undermined.

Recommendation 10: the Government of Jersey should consider re-establishing the work of the sport and facilities teams into the same department and report to one minister.

As the result of an internal re-organisation exercise carried out in 2019-2020, staff working on sport and sport development and those working on sports facilities were separated and so currently report to ministers and directors in different departments (the Economy Department and Infrastructure and Environment Department respectively).

It is not clear if the intended benefits of this change have been realised. However, there does not appear to be a compelling case for the separation to continue. It is recognised that there is a case for sport and physical activity to be located in any one of a number of departments given its links to health and education in particular. The principle to establish here however, is that policy responsibility for sport and physical activity and facilities should be co-located in the same department, given that facilities are crucial to the successful delivery of sport and physical activity programmes. As Chapter Five of this report sets out, there are clear and direct links between the **‘Inspiring An Active Jersey’** and **‘Inspiring Active Places’** strategies. Consequently, consideration should be given to re-establishing the work of the two teams back into the same department, reporting to one minister through a single director, to ensure the maximum possible coordination and strategic direction.

JERSEY SPORT

4.18 It is important to understand Jersey Sport’s governance arrangements and be aware of the distinction between the Jersey Sport Development Trust and Jersey Sport Ltd.

Jersey Sport Development Trust

4.19 This is a charitable organisation whose sole function is to act as the ‘parent’ organisation to carry out oversight of Jersey Sport Ltd’s activities. It has three independent trustees who carry out this function. The Government of Jersey theoretically has the power to remove and appoint Trustees if required, and could shut down the organisation if s/he decided to do so through the role of an ‘Enforcer’. This may call into question the true nature of the organisation’s independence. However, this power was seen as a crucial and necessary ‘safety net’ to protect the government’s interests when the Jersey Sport Development Trust was established. The government has made clear that this power would only be used in exceptional circumstances, which enables the Trust to act, in practice, as a fully independent body.

Jersey Sport Limited

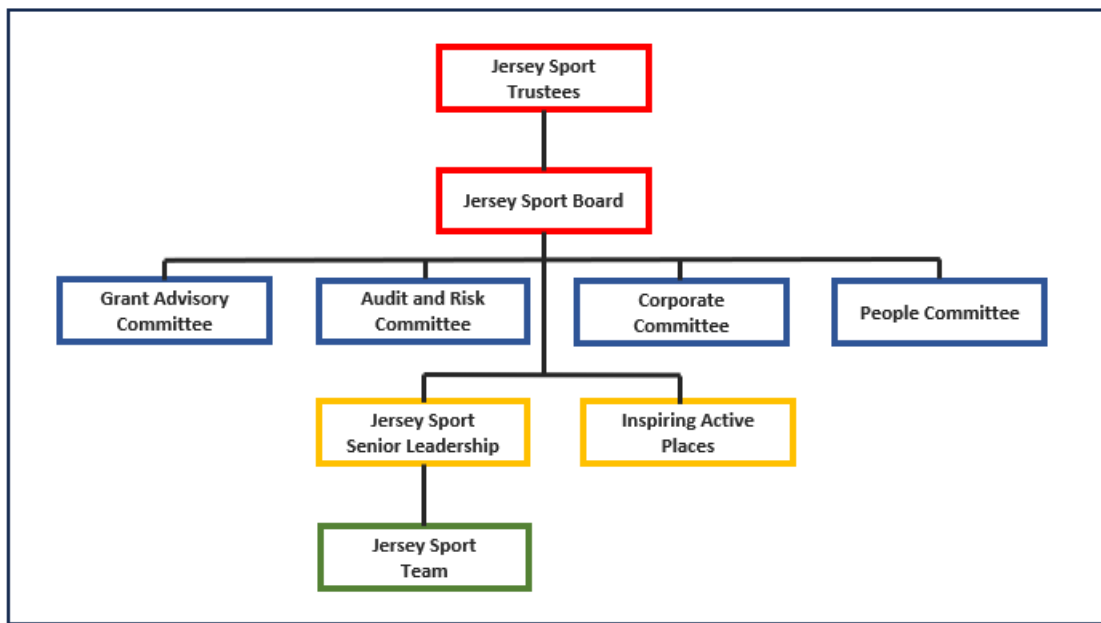
4.20 This is the operational arm of the Trust and the organisation operating as ‘Jersey Sport’. It is a Limited Company and is registered with the Association of Jersey Charities as a charity under Income Tax Jersey Law and as a Non-Profit Organisation. Its principal activity is:

“...to advocate for sport and physical activity by promoting and developing opportunities for islanders to play sport and adopt active lifestyles.”

4.21 As Jersey Sport Ltd carries out its delivery function, the Government of Jersey’s ‘Partnership Agreement’ is with Jersey Sport Ltd, not the Trust.

4.22 As an independent body, Jersey Sport Ltd appoints its Board of Directors independently of government, although the appointments are undertaken via the Jersey Appointments Commission. The Government of Jersey has an ‘Observer’ place on the Board, but does not have a vote. The Board has four sub-committees:

- Grants Advisory Committee
- Audit and Risk Committee
- Corporate Committee
- People Committee



Source: Jersey Sport website

4.23 Following an external review into the governance and effectiveness its Board, a report in January 2023 stated that:

“The Board regularly reviews its composition to ensure a proper balance of skills, experience and diversity...”

“The Jersey Sport Board is fortunate to have committed, enthusiastic members who want to do what’s best and understand the challenges. They have energy, and I’m impressed by their determination and persistence to develop the organisation. They have a collective focus and understanding and will work together to solve problems. My various discussions have shown that all Directors

understand the issues and want to establish a clear sense of the future. They have a strong platform and good foundations to build upon.”³⁹

It should be noted that the Jersey Sport Board is non-remunerated, adopting the Shadow Board’s recommendation in the 2016 **‘Sport Report’** that non-executive directors waive any fees to reflect the largely volunteer nature of sport and physical activity.

Jersey Sport’s remit

4.24 Jersey Sport’s remit was always intended to cover both sport and physical activity. There is justification for that, not least given the role of physical activity as a pathway into sport for some (but by no means everyone). This means Jersey Sport’s overall remit includes:

- **sport and sport development:** ‘SUPPORTIN SPORT’ is a programme to support sports clubs and organisations. There are a range of activities under the programme, including sport and workforce development and funding for travel grants;
- **physical activity:** the ‘Move More’ programme is designed to get people of all ages to be more active, with a focus on getting inactive people to take up some form of exercise. There are a number of community-based activities in the programme, including a GP referral scheme, a ‘Family Food and Fitness’ initiative and holiday programmes for children;
- **sports literacy - PE and school sport:** Jersey Sport delivers PE sessions in some schools to help deliver the Jersey Curriculum. This includes Physical Literacy assessments and working with the Government of Jersey to support delivery of primary and secondary school sports events through the ‘School Sport Calendar’. It also runs a number of after school activities;
- **swimming:** Jersey Sport delivers swimming lessons in all Government of Jersey primary schools. This work helps support delivery of Jersey Curriculum requirements on water safety and swimming competency. It also delivers the ‘Swim Safe’ programme in Government of Jersey and private schools, which is also part of the Jersey Curriculum. It also delivers swimming activities for adults;
- **active travel:** Jersey Sport runs cycling programmes such as ‘Bikeability’ and ‘Cycle Without Limits’. It also supports walking and running initiatives.

³⁹ [Jersey Sport Annual Report 2022](#)

Its remit in respect of the ‘Inspiring An Active Jersey’ and ‘Inspiring Active Places’ strategies is covered in Chapter 5.

4.25 It should be noted that there were a small number of views from the written consultation that Jersey Sport’s remit is too broad:

“I would say their remit to too broad. They seem to be involved in far too much, school [sport] PE etc.”

“I don’t really get what Jersey Sport are supposed to be doing. It would appear their remit is so broad that they don't actually focus on important matters.”

“Their remit is far too wide, and they are therefore unable to focus on a core set of objectives. The list above is like asking Jersey Sport to "boil the sports ocean". They should be far less involved in a significant part of Jersey's sports eco-system and highly engaged and focussed on a much smaller area where their impact can be felt.

Key functions

4.26 Jersey Sport has a number of key functions, including:

- an advocate for sport and physical activity;
- a facilitator for the sport and physical activity sector;
- a source of data, insight and evidence gathering to support the sector;
- a funding organisation; and
- a deliverer of services.

4.27 These functions appear to have some in-built conflicts, particularly in respect of Jersey Sport’s role both as a funding organisation and as a deliverer of services. Some sports bodies were of the view that Jersey Sport is in direct competition with them for some of the activities they deliver, for example coaching sessions:

“It’s difficult to get into schools because Jersey Sport is doing it. They take a huge chunk of our market from us”.⁴⁰

“Jersey Sport is trying to undercut local businesses rather than partnering up with local clubs that are professionals in their field, such as football clubs, activity clubs and indeed swimming. [They] should be partnering up with local established clubs rather than undercutting, some of which are reliant on this for living.”⁴¹

⁴⁰ Interviewee quote

⁴¹ Written consultation

Recommendation 11: Jersey Sport should undertake a review of its delivery function.

Sports bodies themselves are best placed to know their sport and what their sport requires. As a general guide therefore, Jersey Sport should be a 'deliverer of last resort'. Its primary function should be to build capacity in organisations to enable them to deliver the services they need. This will clearly apply to 'larger' and/or well-funded sports and organisations. It must be recognised that the sport sector is run primarily by volunteers and that some organisations will not have the capacity and resources they need to deliver their own services. However, Jersey Sport's role should be to work with sports bodies to identify who may be in a position to deliver their services and then support them with the training and skills they need to do so.

Consequently, Jersey Sport should undertake a review of its delivery function to identify which sports bodies and other organisations may be capable of delivering services directly. It should focus its role as a capacity building organisation and work with the stakeholders to identify future capacity needs accordingly.

JERSEY SPORT'S ROLE: OTHER ISSUES RAISED DURING CONSULTATION

4.28 There were a number of other issues raised during consultation about Jersey Sport's role which should be reflected in this report. In doing so, this report attempts to present these issues in a factual context rather than express an opinion about them, primarily because it is not possible to give a fair and reasoned opinion without looking at each of them in detail. It is possible that there are rational and reasonable explanations to explain and counter the concerns raised.

4.29 Nevertheless, given the regularity with which they were raised and the strength of feeling about them, it is recommended that the Government of Jersey and Jersey Sport consider what action, if any, they wish to take to deal with these issues.

Admin costs/value for money

4.30 With a small number of exceptions, a considerable number of people during consultation expressed concern about Jersey Sport's staffing levels, admin costs and the value for money this brings:

"The sporting community now has a professional and helpful point of reference which wasn't available when Government ran sport."

"The funding they receive is not sufficient to successfully achieve the outcomes laid out in the government's 'Inspiring An Active Jersey' strategy."

"Jersey Sport staff are good people who see value in sport/activity. However, as with many organisations the top and the bottom are not connected, and the

managers need to be at 'the sharp end' if they want to truly understand the difficulties faced by staff."

"The size of the quango has grown in head count and has become an increasing cost burden, just to meet salary requirements of this uncontrolled growth, with limited benefit reaching the coal face of sport at club levels."

"My impression is that they are very over staffed."

"They appear to be employing a lot of staff..."

"It looks like empire building."

"Waste of money. [I] would rather have the £2million given straight to struggling sports clubs. All Jersey Sport have done is increase the amount of admin."

"Millions of pounds seem to have been spent on expensive management with none, or at best, very little actually going to sports."

"Jersey Sport has grown as an organisation with a massive number of people now working for them. Despite this there has been little or no impact to sports who are struggling more than ever for volunteers or sponsorship."

"£2.2million is not money well spent when many small sports clubs and associations are crying out for some financial help."

"Of greater importance is the question of value for money of the services offered by Jersey Sport - are there other/additional ways to deliver the services at lower cost to the taxpayer?"

4.31 As the table below shows, Jersey Sport's head count has increased significantly since it was established, although account must be taken of the additional activities it is undertaking:

Jersey Sport Headcount by Year and Delivery Area						
Delivery Area	Year		FTE			
	2017-18	2019	2020	2021	2022	2023
Sport	1	1	1	2.4	2.5	3
Move More	4.3	4.3	6.3	7.16	9	6.3
Schools and Children	6.4	6.4	14.5	14.5	16.4	19.5
Corporate	3.5	4.2	3.3	5	5.5	5.5
Total	15.2	15.9	25.1	29.06	33.4	34.3

Delivery Area	Year		Headcount			
	2017-18	2019	2020	2021	2022	2023
Sport	1	1	1	3	4	4
Move More	9	9	12	12	14	12
Schools and Children	40	45	50	60	73	69
Corporate	4	5	4	5	6	6
Total	54	60	67	80	97	91

Notes: IAP = The ‘Inspiring Active Places’ strategy; Source: Jersey Sport

Jersey Sport’s independence

4.32 This report has already made reference to concerns about Jersey Sport’s independence. Comments on this issue from consultation include:

“Many [participants in the research] assumed Jersey Sport was Government owned...”⁴²

“Many [‘Move More’] attendees who participated in the research] thought Jersey Sport was a Government department and that ‘Move More’ was a stand-alone organisation.”⁴³

“Most [schools participating in the research] assumed Jersey Sport to be part of Government.”⁴⁴

“[Jersey Sport] is not independent from the Government of Jersey because it is so reliant on its funding.”⁴⁵

“[Jersey Sport] is hampered by a perception that they are part of government.”⁴⁶

4.33 At the time of publication of this review, Catriona McAllister is working in a consultancy role four days/week to support the Government of Jersey’s work on its ‘**Inspiring Active Places**’ strategy. This arrangement drew mixed comments during consultation. Some people cited Catriona’s expertise in facilities management as a benefit and that it helped there to be ‘joined up thinking’ in respect of Jersey Sport’s work and that of facilities development and

⁴² 4Insight research for Jersey Sport: ‘Jersey Sport/Move More Brand Awareness and Perceptions’, April 2023

⁴³ Ditto

⁴⁴ Ditto

⁴⁵ Interview quote

⁴⁶ Ditto

management, therefore making it extremely positive for her to be working in this area. However, some took the view that it was another example of a perception that Jersey Sport is merely “part of Government”, thereby undermining its independence. Perhaps even more unhelpful was a perception that it meant Jersey Sport was responsible for delivering ‘**Inspiring Active Places**’.

Promotion and PR

4.34 A further issue which came up regularly during consultation was that Jersey Sport spends a disproportionate amount of its time and resource on self-promotion and over-claiming its involvement in success stories, with these quotes from interviews indicative of views expressed on the matter:

“Jersey Sport has spent time self-promoting itself. Government and politicians believe, or chose to believe, that sport is being well cared for, when this has not occurred.”

“They seem to pump out loads of communication and run flashy events but really nothing significant has changed. Not a good way to spend public money.”

Specialist knowledge

4.35 This report has highlighted a number of instances where KPIs have not been set by Jersey Sport. Concerns about this were raised during consultation, with some comments about it perhaps being symptomatic of a lack of specialist technical capacity in the organisation to enable it to develop robust performance measures/KPIs using data, evidence and insight, including at Board level.

“[There are] good intentions at Jersey Sport but not necessarily the skills or organisation to practically implement policy.”

However, Jersey Sport maintains that it has been working with specialist statisticians since 2019, and several board members have experience in performance reporting.

Child protection/safeguarding

4.36 Concern was raised about the absence of any reference in the ‘**Inspiring An Active Jersey**’ strategy to child protection and safeguarding. The NSPCC’s Child Protection in Sport Unit (CPSU) was particularly critical of this in the written consultation, pointing out that:

- *“We know that 56% of children in years 8,10 and 12 in the 2021 Jersey Children and Young People’s Survey attended a sports clubs.*
- *A priority of the Government’s Common Strategic Policy was to put children first by protecting and supporting children, by improving their educational*

objectives and by involving and engaging children in decisions that affect their everyday lives. This protection would extend to sports clubs.

- *Jersey updated its sexual offences law in 2018 to provide additional protection for 16- and 17-year-olds involved in sport by amending the definition of positions of trust to include any adult engaged on a professional or voluntary basis and not as a family member, either solely or with others, in coaching, motivating, guiding, or training the child for a sport or competitive event.”*

4.37 Jersey Sport has held a number of workshops on this issue in the past, but the current provision for its work drew some criticism:

“How can they enhance the good reputation of sport in Jersey when they don't help with any investigations or safeguarding concerns? They don't know what to do when you ask for help.”

“Their remit has massively reduced and no-one is filling in the gaps left. They have been asked to help with disciplinary investigations and declined. They have been asked to help with safeguarding queries and have declined. These things used to be provided by way of support to sports before Jersey Sport was formed.”

e-sports

4.38 e-sports was not a major issue raised during consultation. Governments generally have been slow to consider any potential links with sport. In some instances, e-sports is considered to be more aligned to the creative industries sector. There is an opportunity to consider this further.

Recommendation 12: Jersey Sport should publish its Board of Directors skills matrix.

In line with good practice, Jersey Sport uses a matrix to identify the skills its Board requires, and the gaps it needs to fill when appointments are made. However, it is not clear what mix of skills the Board deems important, what weighting it gives to each skill set, or how this has been determined. It is also not clear how the skills matrix is used to guide and inform Board appointments. To provide full transparency on this issue, Jersey Sport should consider publishing its skills matrix so that potential Board applicants can assess their suitability and stakeholders can see how this matches their view and expectations about what the skills profile of the Board should be.

Recommendation 13: a review should be undertaken on the provision of child protection and safeguarding as part of the budget review exercise proposed at Recommendation 4.

There appears to be some confusion about Jersey Sport's role on this issue. Jersey Sport is required to ensure there are sufficient safeguards in place for its staff and for the programmes it runs. However, there is less clarity about its role in providing advice to sports clubs and other organisations. It is therefore recommended that the Government of Jersey

and Jersey Sport consider this as part of the zero-based budget exercise proposed in Recommendation 4.

CHAPTER FIVE: ‘INSPIRING AN ACTIVE JERSEY’ AND ‘INSPIRING ACTIVE PLACES’

The Government of Jersey has two strategies which shape its approach to sport and physical activity: ‘Inspiring An Active Jersey’ and ‘Inspiring Active Places’. This chapter looks at their background and assesses how they are being delivered.

‘INSPIRING AN ACTIVE JERSEY’

5.1 When established in 2017, Jersey Sport’s remit was essentially to continue delivery of the existing Government of Jersey strategy ‘Fit for the Future’. The priorities and associated programmes for this strategy had already been established and so it was a relatively straightforward case of handing over the Government of Jersey’s work to Jersey Sport. A number of government staff transferred to Jersey Sport for this purpose.

5.2 The nature of the relationship changed markedly with the advent of the new strategy, ‘Inspiring an Active Jersey’.

5.3 The Government of Jersey asked Jersey Sport to develop a new sport strategy to follow on from the ‘Fit for the Future’. Consequently, Jersey Sport CEO Catriona McAllister led the work to develop a new ten-year strategy, ‘Inspiring An Active Jersey 2020-2030’⁴⁷.

5.4 The strategy refers at the outset to an important issue for Jersey:

“It’s a staggering fact that in Jersey, 49% of adults and 81% of children and young people do not meet the World Health Organisation’s recommended guidelines for physical activity.

This means these adults and children are not active enough to have a positive impact on their health and well-being. For adults the World Health Organisation (WHO) guideline is 150 minutes of moderate or vigorous physical activity per week and for children it is 60 minutes of moderate or vigorous physical activity daily.

The Inspiring an Active Jersey Strategy has been produced to tackle this issue of inactivity within the island and Jersey Sport will drive this strategy forward.”

5.5 In order to address this, the strategy declares a target as its “Mission”:

⁴⁷ [‘Inspiring An Active Jersey’ Framework Document](#)

“Jersey will increase the number of physically active islanders by 10% points by 2030.”

This target is examined further later in this chapter.

5.6 However, when the strategy was launched, no detail was given about how it would be implemented and delivered. There were no KPIs, no ‘road map’ showing the key milestones to achieve delivery of the 10 percent Mission target by 2030, the programmes required to achieve it had not been identified and stakeholders were not aware how they could contribute to its delivery.

‘Active Jersey Alliance’

5.7 It was envisaged that these issues would be addressed by establishing an ‘Active Jersey Alliance’, whose role would be:

“...oversight of the implementation of the strategy and to ensure that a detailed prioritised action plan is established every four years aligned to the government’s budgetary planning process.”⁴⁸

5.8 It was agreed that the Alliance would be chaired by Catriona McAllister, with administrative and management support provided by Jersey Sport, on the basis that Jersey Sport would be:

“...responsible for driving the strategy forward...”⁴⁹

5.9 Wider membership of the Alliance comprised staff from the various departments of the Government of Jersey. This was important because, as the **‘Inspiring An Active Jersey’ Framework Document** made clear, implementation of the strategy would require a multi-organisation partnership approach:

“There is no single service or entity that has the full jurisdictional scope or authority to deliver all the outcomes of ‘Inspiring an Active Jersey’. The whole ethos of the strategy is that every outcome will require a collective effort and can only be successfully delivered where multiple agencies combine.”

“The responsibility for delivering the ‘Inspiring an Active Jersey’ strategy does not lie with any single entity, but rather will be a collaboration across all government

⁴⁸ [‘Inspiring An Active Jersey’ Framework Document, page 13](#)

⁴⁹ Jersey Sport 2021 Corporate Plan, page 2

departments and agencies that sit out [sic] with government, such as Jersey Sport.”

“Physical inactivity...requires a bigger response and focus than any single government department or single entity can possibly provide. It is a social issue that truly spans all government departments, the private and volunteer and community sectors...”

5.10 Consequently, each member of the Alliance was tasked with identifying how their work would contribute to delivery of the **‘Inspiring An Active Jersey’** strategy, including the 10 percent Mission target.

5.11 In spite of being identified as an important part of the collaborative approach to delivery, it is notable that the private sector and volunteer and community sectors were not part of the Alliance. During consultation, awareness of the existence of the ‘Active Jersey Alliance’ among stakeholders was almost non-existent.

5.12 However, the Alliance never started work in any meaningful way. It appears that a small number of meetings took place, but there are no minutes of any meetings and no record of any actions agreed. Ultimately, the crucial work to implement the **‘Inspiring an Active Jersey’** strategy simply never happened.

5.13 A growth bid to the ‘Government Plan 2020-2023’ was approved to support the delivery of the **‘Inspiring An Active Jersey’** strategy, providing Jersey Sport with an extra £309k in the first year, which was allocated to the ‘Move More’ programme.

5.14 However, Catriona McAllister told the States of Jersey Economic and International Affairs Scrutiny Panel in a written submission in November 2022 (over two years after the strategy’s launch) that:

“The ‘Inspiring An Active Jersey’ strategy cannot be delivered because it is unfunded. The current funding will not be sufficient to maintain our activity, and cuts in services will be required to stay solvent.”

5.15 Catriona McAllister reiterated in an interview for this review that Jersey Sport was not given sufficient funding to carry out implementation of the strategy, stating also that concerns about the Alliance’s lack of progress had been raised a number of times with the Government of Jersey, but that no action had been taken, and that consequently:

“It appears to have been abandoned by the Government of Jersey.”

5.16 As a result, it is now three years into the lifetime of the ‘**Inspiring an Active Jersey**’ strategy and there is no indication of any progress made to deliver it, including achieving the strategy Mission target - and there is no prospect that will change in the near future.

COMMENT

Developing the strategy

Given that Jersey Sport had been established as the body responsible for delivering its services in sport and physical activity, the Government of Jersey’s decision to involve Jersey Sport in the development of its strategy and to task it with playing a major role in its implementation was understandable.

However, it is not usual for a government to outsource the development of its own strategy completely to an arm’s length organisation (ALO), but this is what happened when the Government of Jersey commissioned Jersey Sport to write ‘**Inspiring an Active Jersey**’. It is more usual for a government to publish its strategy and policies, setting out its ambitions and aspirations, and for an ALO to produce a strategy of its own to demonstrate how it will help support delivery. This can also help to ensure that the respective roles and responsibilities of the government, the ALO and other stakeholders are made clear. This point was made in the written consultation:

“[The strategy’s] delegation to Jersey Sport has been hampered by this government pulling back on this commitment. Jersey Sport need consistent government policy, and this has to be through government. Delivery may be through Jersey Sport, but the Government of Jersey cannot abrogate their responsibility merely by delegation.”

The outsourcing of the strategy development to Jersey Sport meant that the demarcation between strategy, policy and delivery was blurred, leading to confusion about roles and responsibilities - and even whose strategy it is.

This is demonstrated from the responses to the written consultation highlighted in this report and from telling comments made by Catriona McAllister in a written submission to the States of Jersey Economic and International Affairs Scrutiny Panel in November 2022:

“The department cannot meaningfully set the parameters for our remit and what the government requires of us if they don’t have a detailed understanding of the strategy and, more importantly, understand how the sector can contribute to many agendas and priorities.”

Strategy targets

There appears to be some confusion about the ‘**Inspiring An Active Jersey**’ target. As indicated above, the ‘**Inspiring An Active Jersey**’ **Framework Document** suggests that the target is based on reducing inactivity:

“Jersey will increase the number of physically active islanders by 10% points by 2030.” (page 2)

“Jersey faces a significant challenge if we are to succeed in our mission of reducing physical inactivity by 10% points by 2030.” (page 2)

However, Jersey Sport has expressed the Mission target as:

“Jersey will increase physical activity by 10% by 2030.”⁵⁰

These are not the same. The **Framework Document** expresses the target in terms of “**reducing physical inactivity**”, which means targeting inactive people with the aim of getting 10 percent of the population to go from being inactive to active. Jersey Sport expresses the target in terms that the strategy will “**increase physical activity by 10%**”, which suggests increasing participation levels overall by 10 per cent.

During interviews for this review, the vast majority of people understood the distinction in the wording, or did so when explained to them, and also understood the significance of the inconsistency.

Of most concern was that there were differing views about which version is being used, in spite of the fact that the target determines the programmes and activities that will be designed to achieve it. Even staff involved with its delivery were not clear, with one acknowledging:

“...it is not 100% clear what the 10% uplift relates to.”

Furthermore, no one could identify anywhere that has ever met either version of the target, or has got anywhere close to doing so. The 10 percent figure (used for both versions) appears to have been used simply on the basis that it was “ambitious”, rather than it having been considered thoroughly and being realistic, proportionate and deliverable in Jersey.

Confusion about this cannot be dismissed as “splitting hairs” or “semantics” as a small number of people suggested. A target determines how a strategy will be delivered. In this

⁵⁰ [Jersey Sport website](#)

instance, different programmes and activities would be required to achieve the different targets: getting people from being inactive to active is more difficult and requires programmes designed to motivate and incentivise them in a way that is different to those people already playing sport or have generally active lifestyles.

It is not in any case possible to say what progress has been made to reach either of the conflicting 'targets'. None of the activities undertaken by Jersey Sport or the Government of Jersey since the strategy was launched show how they are helping to "reduce inactivity" or "increase participation".

During interview for this review, Phil Austin stated that the target:

"Has no ownership, has never been activated and I would take it down."

The 'Active Jersey Alliance'

It is extraordinary that, over three years since '**Inspiring An Active Jersey**' was launched, the 'Active Jersey Alliance' has made no progress whatsoever to fulfil its role to implement delivery of the strategy.

Two reasons cited for this are that, in March 2020, the Government of Jersey launched its 'Health and Wellbeing Framework' which appears to have diverted staff time away from '**Inspiring An Active Jersey**' and the work of the Alliance. Almost immediately after the launch of the Framework, the COVID pandemic hit, which similarly diverted staff time and resource, quite understandably, to deal with the urgent measures to address that emergency.

This does not account entirely for the lack of progress, however. It is not clear why it was necessary to divert staff to work on the 'Health and Wellbeing Framework' and away from the work of the Alliance at such a crucial time. During COVID, it was possible for the Alliance to meet virtually - and it does not account for the absence of progress since, when business returned to normal. It appears that the work simply did not get picked up again once the pandemic was over.

Jersey Sport has stated that progress was also hampered to some extent by a change of minister shortly after the '**Inspiring An Active Jersey**' strategy was launched in 2020, a subsequent change of government, and having six different partnership managers at the Government of Jersey. Jersey Sport also maintained that, in early 2021, they were informed by the Government of Jersey that GOJ staff would be taking over the work to lead the Alliance and that Jersey Sport were stood down from this role. There is no record of this having been agreed, however - and what happened subsequently to the work of the

Alliance is unclear and cannot be ascertained conclusively, either by Jersey Sport or the Government of Jersey.

Jersey Sport has stated that, although the Alliance did not develop as planned, a 'Political Oversight Group and Project Board' was formed to implement the '**Inspiring Active Places**' aspects of the '**Inspiring An Active Jersey**'. Other smaller working groups were also formed to take forward some of the work on Active Travel and support for people with disabilities.

The bottom line however, is that none of the follow up work that was due to be taken forward by the Alliance has been done. A senior official stated during interview for this review that, in respect of '**Inspiring An Active Jersey**' and the work of the 'Active Jersey Alliance':

"[Even now] the roles and responsibilities of Government of Jersey and Jersey Sport staff are still not clear."

As a consequence, no one is able to say who is responsible for implementing the different parts of the strategy, or what progress has been made toward the delivery of its Mission "target". There has been no reporting on progress, for example an annual report (Jersey Sport produces an annual report, but this refers to its own business. It is not an annual report on '**Inspiring An Active Jersey**').

It is difficult to conclude that this is anything other than a serious and significant failure - and it is a matter of dispute between the Government of Jersey and Jersey Sport as to why this situation has occurred.

Jersey Sport's claims that it raised concerns about lack of progress with the Alliance are not corroborated by the Government of Jersey. Having accepted the lead role in development of the strategy and subsequently the responsibility to "*drive the strategy forward*", it seems implausible to suggest that Jersey Sport should accept no part or responsibility whatsoever in the circumstances surrounding the failure to deliver the strategy.

Ultimately however, '**Inspiring An Active Jersey**' is a Government of Jersey strategy and so it too must take responsibility for the lack of progress towards its delivery. This situation has been apparent for over three years and yet nothing of any significance has been done by the Government of Jersey to address the issue. The Government of Jersey itself has still yet to identify how its work contributes to the Mission targets in '**Inspiring An Active Jersey**'. In short, it is not able to say how it contributing to its own strategy.

THE IMPACT OF THE 'INSPIRING AN ACTIVE JERSEY' STRATEGY

5.17 In spite of the difficulties around its implementation, the **'Inspiring An Active Jersey'** strategy has nevertheless shaped some of Jersey Sport's activities. This section looks at how this has impacted the sporting and physical activity landscape.

A Shift In Focus: The Advent Of 'Move More'

5.18 **'Inspiring An Active Jersey'** signalled a major strengthening of work in physical activity (as distinct from sport) in order to tackle inactivity, with the 'Move More' programme⁵¹ created for this purpose. The **'Inspiring An Active Jersey' Framework Document**⁵² sets out the rationale for this:

"After consultation with several government departments, it was consistently felt that the sequel to 'Fit for the Future' was required to look beyond just sport and look more broadly at all aspects of physical activity, of which sport is a key component."

5.19 The government's decision to take this path was a significant step as it widened the focus of Jersey Sport's work. The new programme, 'Move More', was developed to deliver this move into the 'physical activity' agenda. Its aim is to get people to be more active, often by offering exercise in a 'non-formal' recreational setting in which to do so, rather than a 'formal' setting through organised 'sport', which can be off-putting for some. The programme encourages those already active to do more exercise, but has a particular emphasis on 'inactive' people.

5.20 There was widespread praise for the 'Move More' programme during consultation for this review:

"'Move More' is an excellent part of Jersey Sport and there is a clear need for it on this island."

"From experience, the quality of delivery in each area of the programme is fantastic. They have an excellent calibre of staff, who are motivated to work towards a more physically active island."

"I think initiatives such as 'Move More' have made a difference getting more people active in the island."

⁵¹ ['Move More' programme](#)

⁵² ['Inspiring An Active Jersey' Framework Document, p8](#)

“The work...to develop opportunities for islanders with a disability (including setting up the cycle without limits centre and superheroes series) has had a huge impact.”

“‘Move More’ Jersey is happening, which is great and delivering to the very young population.”

5.21 The 'Move More' programme has a range of activities impacting on government priorities, most notably health and wellbeing. Full details can be found on the 'Move More' website, but examples referred to during consultation considered as particularly noteworthy are the 'GP Referral programme' and the 'Family Food and Fitness Programme':

- **GP Referral Programme**⁵³: there were positive comments during consultation about this programme, which was described as an important pathway into physical activity for inactive people with a medical condition, or are in poor health and have been referred by their GP to Jersey Sport. The informal nature of the activities on offer, together with the range of activities available, were seen as key to this success.

In addition, findings from research undertaken for Jersey Sport in 2023 indicated that, from the GPs and Healthcare professionals who participated in the research:

“All felt ‘Move More’ was much more inclusive than Jersey Sport, targeting specific sectors of the community, working with disabled people, kids with special needs and adults out of work.”⁵⁴

“All recognised the benefits of referring patients to ‘Move More’ in improving client’s physical as well as mental well-being.”⁵⁵

- **Family Food And Fitness Programme**⁵⁶: similarly, there were positive comments about Jersey Sport’s role in this programme. The programme is funded and managed by the Government of Jersey as part of its 'Food Nutrition Strategy'. It aims to support families to adopt a healthy living lifestyle through diet and exercise. The programme has three elements, based on:

⁵³ [‘Move More’ Referral programme](#)

⁵⁴ 4Insight research for Jersey Sport: ‘Jersey Sport/Move More Brand Awareness and Perceptions’, April 2023

⁵⁵ Ditto

⁵⁶ [Family Food and Fitness Programme](#)

- i. physical activity;
- ii. nutrition; and
- iii. psychology

The government outsources delivery of the physical activity element of the programme to Jersey Sport, who undertake bespoke physical activity sessions with pupils on the programme in their primary school. Their approach was described as “*very professional and positive*” during consultation for this review.

The impact of ‘Move More’ on the provision of sport

5.22 The greater emphasis on physical activity appears to have had a significant drawback, however. A large number of people expressed serious concern during consultation that Jersey Sport is focussed too much on physical activity and the ‘Move More’ programme at the expense of sport and sport development in particular. It was a common and recurring theme from the written consultation and during interviews. This is a mere sample of views expressed:

“[Jersey Sport] states an objective is to ‘champion sport’, however it seems the majority of its time and money is spent on increasing physical activity...”

“I believe that Jersey Sport provide very little support to most major sports. They appear to only focus on getting people active and doing some kind of exercise.”

“They have done well in making some islanders “move more”. We have gone backwards with sports coaching.”

“They just don’t do sport.”

“[Jersey Sport] hasn’t won the hearts and minds of the sport sector”.

“Jersey Sport have lost the support of the sport community who hoped for so much but have got next to nothing – the support is woeful, much much worse than when it sat in Government.”

“Clubs feel abandoned in favour of “physical literacy” programmes.”

“Government and politicians believe that Jersey Sport works with and supports sports clubs and associations. It has little contact with sports clubs and associations.”

“We used to be measured for ‘Clubmark”, an audit to check our club’s health and welfare policies. Jersey Sport don’t bother anymore.”

“They should be called 'Move More Jersey' rather than Jersey Sport as that's all they focus on. Where are all the sport development officers that we used to have? Jersey Sport got rid of them.”

5.23 Furthermore, findings from research undertaken for Jersey Sport in 2023 indicated that all of the sports organisations that participated in the research were of the view that:

“...their organisation has to interact with Jersey Sport for Jersey Sport to interact with them.”⁵⁷

5.24 One response from the written consultation offered the following view by way of trying to contextualise the issue:

“There has been some great work in the sports sector where Jersey Sport have provided resources and support for sports to improve their governance, and work towards developing whole sport plans. The issue with this is that their grant funding is very limited and oversubscribed meaning there is no funding to help sports action these plans once created.”

5.25 Jersey Sport recognised there were concerns about this issue two years ago:

“Brand Perception: There is a need to change people's perception of Jersey Sport, ensuring the organisation is known for its leadership of sport, as well as for its impact on health and wellbeing.”⁵⁸

5.26 In an interview for this review, Jersey Sport Board member Chris Edmond also acknowledged that this has been an issue, but that it is being addressed:

“I was told that Jersey Sport had seemed to alienate the sporting community because of a lack of focus on sport, but I do think we have made considerable progress to address this.”

COMMENT AND RECOMMENDATIONS

The reason for some of the concerns on this issue can perhaps be explained in part by looking at the weighting and level of detail given to sport in the ‘**Inspiring An Active Jersey**’ strategy on Jersey Sport’s website:

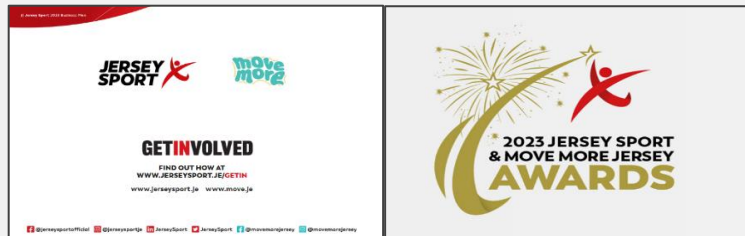
⁵⁷ 4Insight research for Jersey Sport: ‘*Jersey Sport/Move More Brand Awareness and Perceptions*’, April 2023

⁵⁸ Jersey Sport Corporate Plan 2021, page 12

A REVIEW OF SPORT AND PHYSICAL ACTIVITY IN JERSEY

INSPIRING AN ACTIVE JERSEY – THEMES, OUTCOMES AND AMBITIONS OVERVIEW

It is also notable that Jersey Sport developed separate branding for the ‘Move More’ programme. It has a separate website, and the brand name appears separately on much of Jersey Sport’s literature:



This perhaps reinforces the view that ‘Move More’ is separate and perhaps treated in a special and more favourable way than the provision for sport. Findings from research among GPs and Healthcare Professionals undertaken for Jersey Sport in 2023 showed that:

“Most viewed ‘Move More’ as separate to Jersey Sport and perceived both very differently.”⁵⁹

Recommendation 14: Jersey Sport should review its provision for sport as part of the budget review exercise proposed at Recommendation 4.

As indicated, the feeling about this issue was extremely strong during consultation. Put bluntly, there appears to be a strong general sense from the sport sector that it has been sidelined and let down.

⁵⁹ 4Insight research for Jersey Sport: ‘Jersey Sport/Move More Brand Awareness and Perceptions’, April 2023 67

Jersey Sport has maintained that, when established in 2017, it inherited only minimal funding for sport development from the Government of Jersey. However, the **'Jersey Sport Establishment Document'**⁶⁰ states that:

"Sport Development...is made up of 17 staff (plus seasonal staff) working across 5 areas:

- *supporting clubs and associations to develop and achieve Jersey 'Clubmark';*
- *facilitating and delivering community, after-school and holiday programmes for school-aged young people;*
- *working in schools to improve physical literacy;*
- *delivering swimming lessons to primary-aged children;*
- *delivering Exercise Referral Programmes.*

In addition, 7 sports (badminton, cricket, football, netball, rugby, squash and table tennis) benefit from having dedicated Development Officers, all funded to varying degrees by sport governing bodies and commercial sponsorship, plus a consistent level of contribution from [the Government of Jersey]."

The budget to support Sport Development in 2017 is £1.15 million."

It should be noted that the sports development officer post for table tennis ceased before the transfer to Jersey Sport. Other than that, this is the basis on which agreement was given to establish Jersey Sport in 2017.

Concerns about the decline in the provision of sport include reference to the fact that, since Jersey Sport was established, the number of sport development officers has gone from the seven sports mentioned above down to three (netball, football and cricket). Jersey Sport has stated that, of the original seven, squash and badminton could not raise the required match funding. This seems particularly unfortunate given that, as outlined in Chapter 3, Jersey Sport was seen as well-placed to attract additional funding into sport as part of its remit. Jersey Sport has stated that the situation regarding rugby union is different as the Jersey Rugby Association decided to fund the sport development officer post itself. Figures from Jersey Sport detailing spending on sport/sport development are as follows:

⁶⁰ [Jersey Sport Establishment Document, pages 4-5](#)

	2018	2019	2020	2021	2022	2023
	Actual	Actual	Actual	Actual	Actual	Re-Forecast Budget
Staff	58,408	60,742	21,283	90,981	141,419	165,908
Programme Expenditure	194,906	213,382	217,597	251,728	301,794	339,924
Total	253,314	274,124	238,880	342,709	443,213	505,832
Breakdown of Expenditure	2018	2019	2020	2021	2022	2023
	Actual	Actual	Actual	Actual	Actual	Re-Forecast Budget
Development Officers	60,000	60,000	60,000	61,200	54,621	70,277
Sport Volunteer Workforce Training and	9,124	22,833	2,620	15,192	23,417	39,000
Travel Grants	125,782	130,549	150,775	74,380	127,140	191,747
COVID Recovery Grants			4,202	85,656		
Sport Development retained underspend from 2021 - spent in 2022					60,610	
Games Grants				15,300	36,006	38,900

Source: Jersey Sport

It should be acknowledged that the low budget spend in 2020 is due to the COVID pandemic. Overall however, it is notable that the actual amount spent on sport, as well as the amount spent as a percentage of total income, has fluctuated considerably. The table above shows that the overall spend on sport has increased, although the Sport Development Officer budget has been subject to a real term cut, in part as a result of there being no inflationary increase to the Jersey Sport grant.

The concerns of the sports sector on this matter should not be trivialised, downplayed or dismissed. The issue requires urgent attention, from both Jersey Sport and the Government of Jersey. It is encouraging that Jersey Sport has acknowledged this as an issue. The review of Jersey Sport’s budget proposed as part of Recommendation 4 provides an opportunity for both Jersey Sport and the Government of Jersey to address this.

Recommendation 15: Jersey Sport should reconsider the suitability of separate branding for the ‘Move More’ programme.

It is not clear why ‘Move More’, which is a Jersey Sport programme, requires its own branding that is distinct from the organisation itself. None of Jersey Sport’s other programmes has this. In addition to this leading to confusion about the ‘Jersey Sport’ brand, it appears to add weight to concerns about the importance Jersey Sport gives to physical activity at the expense of sport and sport development. As such, the drawbacks on this appear to outweigh any benefits.

The issue around the potential of the word ‘sport’ to be off putting is understood, but this can be addressed in the same way Jersey Sport markets its other programmes, with literature worded in an appropriate way to appeal to the target audience. If there is evidence that separate branding is absolutely necessary, it would be helpful for Jersey Sport to publish it. There may be a case for separate branding if there is potential for the brand to generate income through sponsorship. Jersey Sport is an independent organisation and is free to decide how it brands itself and its programmes. However, it is recommended that Jersey Sport reconsiders its position on this.

School Sport and PE⁶¹

5.27 Jersey Sport's work in schools includes:

- a range of school sport and PE activities;
- physical literacy assessments;
- swimming: including swimming testing and assessment and the 'Safe Swim' programme;
- cycling;
- working with the Government of Jersey Children, Young People, Education and Skills Department to support delivery of school sport events;
- school dance; and
- school sport grants.

Multi-sport holiday camps organised by Jersey Sport are also available to children of school age.

5.28 Views from consultation for this review about Jersey Sport's work in this area were mixed:

"Jersey Sport staff have a real passion for sport. They provide a good variety of activities. Overall, the situation is one thousand percent better with Jersey Sport than previously."

"There is positive and clear engagement in delivery of sport through schools less well set up to do so independently and a strong theme of inclusion to make sport accessible to more of the population."

"PE in schools and helping the under-represented groups in the Island works well."

"The swimming programme is excellent."

"Physical literacy does not exist. There is a very small motor skills programme running, which is not physical literacy. It is unscientific and far too small..."

"What does "world class" at physical literacy mean? Are there any examples of sharing best practice from abroad?"

"Physical literacy has not developed in the way it was envisaged."

5.29 A project of note is one Jersey Sport undertook at Haute Vallee school during 2022 and 2023. The school had noticed a large increase in the number of students dropping out of mainstream education (or who were on the verge of doing so), or who were becoming

⁶¹ [Jersey Sport: school PE programme](#)

disengaged with the curriculum. The project, funded through the 'Roar into Sport' programme, used sporting activities during lunchtime and after school to support students to improve key life skills and so help to reintegrate them back into school life. The results were extremely positive, with students reporting a significant increase in a number of personal characteristics, such as self-confidence, self-esteem and desire and motivation to learn.

"Their recent Haute Valle project has been a huge success in using physical activity to support children with behavioural needs, improving their attendance and behaviour for school."⁶²

This is an example of an outcome-based project and Jersey Sport has called for a roll out of the programme to other secondary schools. Further details can be found at: [Haute Vallee Active School Project](#).

5.30 The issue of Jersey Sport's role as a deliverer of services in schools and its potential to conflict with the ability of other providers to do so should nonetheless be considered in line with Recommendation 11 of this report.

The Jersey Review Framework

5.31 A number of consultees raised concerns about the government's role in relation to the quality of PE provision in schools, including the need to ensure that PE is being taught to a minimum standard by qualified staff or coaches. An interviewee for this review from a sports club was clear about the importance of this and where the main focus should be:

"The biggest impact would be to deliver high quality PE at Key Stage 2."

Recommendation 16: consideration should be given to measures to strengthen school sport and PE:

- 1. The Government of Jersey should use the review of its Jersey Review Framework to strengthen its policy and approach to physical literacy requirements in schools. In doing so, it should:**
 - i. set new minimum physical literacy and curriculum standards;**
 - ii. design clear commissioning guidance for the award of contracts to deliver PE and school sport sessions, including a requirement for staff to have the necessary level of qualifications; and**
 - iii. carry out rigorous and regular inspection.**

The review of the Jersey Review Framework provides an excellent opportunity for the government to address concerns about this. In particular, consideration should be given to ensuring that those providing PE lessons in primary schools (who do not usually have

⁶² Written consultation

a qualified PE teacher) have a basic minimum qualification standard, potentially based on standards designed by the Chartered Institute for the Management of Sport and Physical Activity (CIMSPA)⁶³. The new standards should be the subject of consultation with schools, parents/guardians/carers and other stakeholders.

2. **Introduce a ‘School Sport Partnership’ model:** this could be based along similar lines to the model previously adopted in the UK⁶⁴ (rebranded as ‘School Games’⁶⁵). The model includes establishing:
 - school sport and PE sports ‘hubs’ in a local area, linking primary and secondary schools and local sports clubs; and
 - inter and intra school competition.

The ‘hubs’ have the potential to link with local businesses.

3. **Establish a multi-sport schools championships in Jersey:** a ‘Jersey School Championships’ event could help stimulate interest in sport, strengthen links to local sports clubs and support talent identification and pathways to elite/high-performance sport. The championships should include simultaneous events for disabled people. It has the potential to attract sponsorship from the private sector.
4. **Add schools sports facilities to the ‘Active Jersey’ booking App:** this has the potential to expand accessibility to facilities and so boost bookings.

Strategy Ownership

5.32 It was notable during consultation that there was confusion about whose strategy ‘Inspiring An Active Jersey’ is and therefore who is responsible for its delivery.

5.33 Despite it being a Government of Jersey strategy, there is a clear perception for a relatively large number of people that ‘Inspiring An Active Jersey’ is Jersey Sport’s strategy, as the written consultation demonstrates:

Who do you view as the owner of the ‘Inspiring An Active Jersey’ strategy - whose strategy is it?			
		Response Percent	Response Total
1	Government of Jersey	34.3%	48
2	Jersey Sport	31.4%	44
3	Don't know	31.4%	44
4	Other (please specify):	2.9%	4

⁶³ [CIMSPA](#)

⁶⁴ [School Sport Partnerships](#)

⁶⁵ [School Games](#)

5.34 It is perhaps understandable why this confusion has arisen. First, Jersey Sport accepted the task of developing and writing the strategy on behalf of the Government of Jersey, providing a clear initial link. Phil Austin and Catriona McAllister ‘fronted’ the strategy’s launch event, along with the (then) assistant Minister, Steve Pallet.

5.35 The strategy states, from the outset, that:

“Jersey Sport will drive this strategy forward.”⁶⁶

5.36 It has since then repeatedly associated itself closely with the strategy through its branding and communications. Furthermore, Jersey Sport has suggested it has been central to the work of its staff:

“Jersey Sport has expanded its teams and created new programmes that will support more islanders in becoming more active more often and achieving the target of a 10% increase in physical activity by 2030.”⁶⁷

“All Jersey Sport Officers will ‘live and breathe’ the content of ‘Inspiring An Active Jersey’ and 2021 Corporate Plan, weaving key themes into every discussion.”⁶⁸

“All contracted staff members receive an annual Performance Development Review with six-monthly reviews. The reviews set out annual forward job plans for all staff which details targets which relate specifically to the delivery against the ‘Inspiring An Active Jersey’ strategy and against which performance is monitored.”⁶⁹

5.37 This may account for some of the comments relating to this question from consultation for this review:

“It looks like a Jersey Sport document, apart from one small logo for government.”

“It just looks like they wrote it and all the branding is similar to theirs.”

⁶⁶ [‘Inspiring An Active Jersey’](#)

⁶⁷ [Jersey Sport Annual Report 2021, page10](#)

⁶⁸ Jersey Sport Corporate Plan 2021, page 16

⁶⁹ [Jersey Sport Annual 2021 report, p35.](#)

“Inspiring An Active Jersey’ is a government strategy but it’s hosted on the Jersey Sport website, so I can see how that causes confusion”.

“It looks from the outside that Jersey Sport sets the national policy and strategy for sport. This should not be the case. Jersey Sport need to deliver on the Island’s outcomes for the sport, not set them.”

“Jersey Sport seem to be delivering this strategy as their own.”

“I believe it is a government strategy that is delivered by Jersey Sport however I think that there is sufficient uncertainty within Jersey Sport about their true role and objectives that they think this is their strategy.”

5.38 Furthermore, there is not a great understanding about how organisations can contribute to its delivery:

How well do you understand your or your organisation’s ability to contribute to the ‘Inspiring An Active Jersey’ strategy?			
Answer Choice		Response Percent	Response Total
1	Very well	10.8%	15
2	Well	16.5%	23
3	Neutral	22.3%	31
4	Poorly	18.0%	25
5	Very poorly	17.3%	24
6	Don't know	15.1%	21

COMMENT

These findings should be of concern both for Jersey Sport and the Government of Jersey, most notably as it raises issues of transparency and accountability.

Ownership of a strategy and how it will be delivered should be clear. The decision of the government to commission Jersey Sport to write its strategy and the failure of the ‘Active Jersey Alliance’ will almost certainly have had a bearing on people’s views on this.

Furthermore, **over 70 percent** of respondents do not understand, or do not know, how they can contribute to ‘Inspiring An Active Jersey’. It is a further sign of the confusion around the strategy and the lack of progress in its implementation.

ISSUES NOT COVERED IN ‘INSPIRING AN ACTIVE JERSEY’

5.39 There are some notable and somewhat surprising issues not covered in the **‘Inspiring An Active Jersey’** strategy. These are set out in this next section of the report and are also subject of comment and recommendations later in this chapter.

Disability, Equality And Inclusion

5.40 **‘Inspiring An Active Jersey’** is notable for its lack of detail on issues of disability, equality, and inclusion. The charity Liberate⁷⁰ is commissioned by Jersey Sport to provide training on equality and inclusion as part of its ‘offer’ to sports clubs and other organisations. During interview for this review, Vic Tanner Davy, CEO of Liberate, was positive about Jersey Sport’s work in this area:

“Jersey Sport’s general attitude and approach to issues of equality and inclusion is very good. We would like to see more clubs and organisations taking up the offer of the training Jersey Sport provides to raise awareness of these important matters.”

5.41 It is surprising, however, that Jersey Sport has no guidance or policy statement on this issue to provide leadership and to enable stakeholders to understand its approach. Jersey Sport’s **‘Strategic Plan 2023-2026’** contains a commitment to:

“Reduce inequalities in sport and physical activity - namely for women and girls, lower socio-economic communities, and those with one or more disabilities.”

5.42 However, the strategy does not detail what the key issues are, including the potential barriers to participation that may affect delivery of this commitment; there are no baselines, targets or KPIs and there is no information about the programmes or activities that will be designed to deliver the commitment.

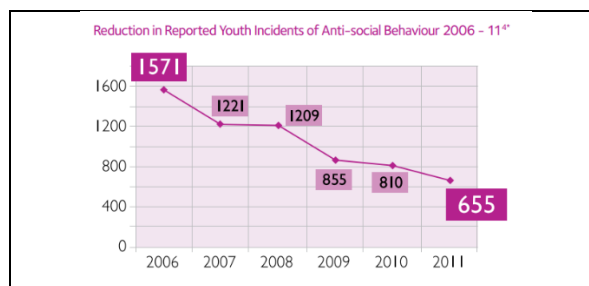
Community Sport

5.43 **‘Inspiring An Active Jersey’** provided an opportunity for the Government of Jersey to reinstate its work in community sport and to use sport to contribute to social outcomes such as improving social cohesion and tackling crime and anti-social behaviour. It is perhaps surprising that this was not done given the prominence community sport had in the **‘Fit For the Future’** strategy which was based on successes in previous years:

“Community and School Sport Development (CSSD) is a success story in Jersey. Its origins were in the ‘Building a Safer Society Strategy’ that was developed in 2005 in response to concerns about crime, anti-social behaviour and substance misuse. Under the strategy,

⁷⁰ [Liberate](#)

agencies in the public and voluntary sectors work together to tackle the problems that have a negative impact on everyday life for those who live, work in and visit the Island. A key part of the strategy was the creation of the role of Community Development Officer (Sport) in 2006 and subsequently a Community Development team that includes sports coaches. This was modelled on similar national initiatives that proved sport can be used as a vehicle to engage people at a young age in a way that promotes social inclusion and reduces anti-social behaviour. Working with the Housing Department, the Police and other agencies, the team focuses its work on young people, residents and associations in areas that have been identified as ‘communities in need’. Although many of the young people would not normally be involved in sport or be members of existing sports clubs, the opportunities provided through this range of projects enables them to benefit in a variety of ways and generates an increased sense of community and citizenship. This has led to a reduction in anti-social behaviour and improved relationships between the police, local residents and young people.⁷¹”



Sports Events and Sports Tourism

5.44 The Government of Jersey has previously acknowledged the importance of sports events and sports tourism. It featured as a key part of its ‘**Fit For the Future**’ strategy⁷² and subsequent annual reports featured the work the government has done in this area.

5.45 This looked set to continue when Jersey Sport was established. The ‘**Sport Report**’⁷³, published in 2016 by the Jersey Sport Shadow Board, was clear about the importance of sports tourism and the role that Jersey Sport could play once it was established:

“[Jersey Sport has the opportunity to] take a lead role in conjunction with partners such as Visit Jersey in developing Jersey as a ‘destination of choice’ for sports events, training camps and sports tourism.” (page 4)

“Jersey has demonstrated its ability to host top sports events and is an ideal and popular destination for sports tourism, with the necessary infrastructure and organisational capability. Jersey Sport will build on this growing international reputation as a sports destination, supporting the promotion of sport events both

⁷¹ [Government of Jersey 'Sports Green Paper', 2013](#)

⁷² ['Fit For the Future'](#)

⁷³ ['Sport Report', 2016](#)

on and off Island and encouraging the development of additional opportunities.”
(page 8)

“Events such as the Island Games, the Jersey Marathon, Jersey Triathlon and cycling’s Criterium, plus visiting supporters for teams such as Jersey Rugby Club, stimulate Jersey’s economy, sense of Island-pride and overall wellbeing. Working in conjunction with Visit Jersey and Events Jersey, considerable potential exists to expand such activities. The wider opportunity for sport related tourism is clear.”
(page 14)

5.46 This did not happen, however. **‘Inspiring An Active Jersey’** contains just a brief reference to this, outlining the intention to create a:

“Vibrant calendar of on-island sporting competitions and events supported by a sports event strategy and fund.”⁷⁴

The proposed *“sports events strategy and fund”* have not materialised, although work to develop an ‘Events Framework’ for sports, cultural and business events has recently begun by the Government of Jersey.

5.47 More recently, Jersey Sport’s **‘Strategy 2023-2026’** makes no mention of any activities it will undertake in this area: it appears simply to have been dropped.

High-performance/elite sport pathways

5.48 Another issue which drew criticism during consultation was the absence of a high-performance programme, including talent identification and support for elite/high-performance athletes. Frustration was expressed that funding for this previously provided by the government had not been replaced, particularly in light of the Jersey Sport Foundation being disbanded:

“The treatment of the Jersey Sport Foundation very clearly shows what the government think of athletes, they don’t care! Many athletes competing at a high level were just abandoned overnight. [They] were making dreams come true for many young people. It was fantastic.”⁷⁵

5.49 This is another example of something that was highlighted in the **‘Inspiring An Active Jersey’** strategy but has not materialised: the strategy stated one of its “Ambitions” was to create a:

⁷⁴ [‘Inspiring An Active Jersey Framework’, page 11](#)

⁷⁵ Written consultation

“Performance Pathway programme that support athletes to fulfil their potential to perform on the national and international stage. Grassroots to Greatness.”⁷⁶

5.50 Comments from the written consultation indicate the reality of the situation:

“There is no clear elite pathway and no clear funding to help athletes who are clearly succeeding in their sport.”

“There is no help if [athletes] are thriving to be at the top of their sport and age group...We are building the future but what happens in teenage years if we do not build support?”

“I don’t believe [the government has] any idea of what a successful pathway looks like.”

“There is no clear elite pathway and no clear funding to help athletes who are clearly succeeding in their sport.”

“There needs to be a clear progression for [coaches] to help continue to develop the sporting talent on the island. If the coaches don't improve and move forward with the times, then the athletes and children trying to progress won't be moving forward either.”

“Elite sport needs encouragement [partially by funding facilities] but also by aiding the development of individuals and teams who will spread the name of Jersey onto the UK and international stage.”

As set out previously in this report, the government is intending to address this matter having committed in its Ministerial Plan to develop an “elite sport strategy”⁷⁷.

Travel grants and inter-island travel

5.51 Concern was also raised about travel grants, both in terms of the overall level of funding available and the bureaucracy involved in applying for what is a relatively small amount of £40:

“Funding for off-island travel is a mess.”⁷⁸

⁷⁶ [‘Inspiring An Active Jersey’, page 11](#)

⁷⁷ [Ministerial Plans 2023-2026, page 18](#)

⁷⁸ Written consultation

“Who decides who gets funding for travel, who gets grants? This is why a lot of children/ athletes give up.”⁷⁹

5.52 Such concern is not new. The **‘Sport Report’** stated:

“One of the challenges that is faced by those participating is the cost of travel to and from the Island. Securing good value fares requires early booking, which is not always easy, and groups need to be encouraged to plan ahead and to use agencies that will reduce administration and costs. A particular concern is the cost and availability of boats and planes to allow travel for inter-insular sport events. On both issues discussions have begun with carriers but this will be an on-going role for Jersey Sport.”⁸⁰

5.53 Annual funding for this has not been increased for a number of years, leading to difficulties for a number of sports. Claire Stott, Head of Sport Strategy and Insight at Jersey Sport, pointed out to the Jersey Evening Post in March 2023 that the amount of funding for travel grants has not risen for a number of years, while demand for grants had doubled⁸¹.

5.54 The high cost of inter-island travel is also a major concern, with a number of sports reporting that they have had to withdraw from competitions in recent years. This is particularly problematic given that inter-insular events do not qualify for travel grant funding. The government has acknowledged this, with Deputy Stephenson stating in the same Jersey Evening Post article in March 2023:

“The high cost of inter-island travel as well as the availability and timing of travel options more generally is something I know is impacting on local sports and the opportunities for our local athletes to compete. The Economic Development Minister has said publicly that he is actively looking at ways to protect and enhance the Island’s connectivity and I am encouraged that sport is one of the factors that is being taken into account.”

“[We will] work with local sports and athletes to advocate for better travel options and explore potential opportunities for improvement.”⁸²

⁷⁹ Ditto

⁸⁰ [‘Sport Report’, 2016, page 8](#)

⁸¹ [Jersey Evening Post, 14 March 2023](#)

⁸² [Jersey Evening Post, 14 March 2023](#)

COMMENTSports events and sport tourism

It is difficult to understand why sports events and sports tourism were not featured heavily in ‘**Inspiring An Active Jersey**’, and even more difficult to understand why they have been allowed to be dropped as a priority.

Jersey has a long-standing strong sports tourism market, with a number of touring teams visiting the island from the UK and beyond, and hosts a number of successful sports events. Sports events and sport tourism bring considerable economics and social benefits to Jersey in terms of:

Economic

- Sports events and sports tourism bring visitors to the island who spend money on goods and services, including accommodation, food and drink, transport - all of which can benefit the local economy.
- The island can benefit from media exposure from hosting events and from visits by touring teams, helping to ‘showcase’ Jersey and potentially boost further tourism, repeat visits etc.
- Working at sports events, whether paid or as a volunteer, can help people to develop skills that can boost their employability potential.

Social

- Events can help bring communities together for the common cause of hosting and there can be a significant ‘feelgood factor’ and civic pride associated with this.
- In addition to learning new skills, volunteering opportunities can bring a strong sense of contributing to society.
- There is the potential to involve sports clubs, schools and other organisations when hosting an event. This can help build excitement around an event, boost the chance of attending the event (and generating revenue if the event is ticketed) and potentially inspire people to take up a sport.

Opportunities to work more closely with high-profile sports organisations such as the Jersey Bulls FC and the Jersey Race Club and with the organisers of events such as Jersey Triathlon, Jersey Marathon, Island Games, Criterium, ICC cricket tournament, Jersey Rally and the numerous sailing events should be explored. Their fixtures, race meets and events bring considerable economic and social benefits to the island. There appears to be an opportunity for the government and Jersey Sport to work much more closely with these organisations to bring even greater economic and social benefits for Jersey and to support delivery of government priorities. These organisations have people with sporting and non-sporting professional skills (management, accountancy, legal skills, trades etc) and many are often willing to share these skills with local sports clubs and schools, etc. A ‘community

engagement programme' between these organisations and, for example, local clubs and schools could help to improve skills and learning. Visits to sports clubs and schools by athletes to coincide with fixtures and race meets would help to promote the benefits of playing sport/healthy living etc and potentially boost attendance figures. Volunteering opportunities could be targeted at under-represented communities. A knowledge-sharing programme does not, of course, have to be limited to the organisations mentioned above. Every amateur club will have people with a range of skills who may be willing to be involved with such a programme.

Elite/high-performance sport pathways

As set out previously, the government has indicated its intention in the current **'Ministerial Plan'** to develop an "elite sport strategy". This should not be looked at in isolation. Pathways to elite/high-performance sport depend in large part on a strong grassroots 'base' which, in turn, requires programmes to encourage participation.

Consideration should be given to establishing a multi-sport 'Jersey School Championships' event, which could help stimulate interest in sport, strengthen links to local sports clubs and support talent identification.

These issues should be included as part of the consideration of Recommendation 16 later in this chapter.

JERSEY SPORT'S NEW 'STRATEGIC PLAN 2023-2026' AND 'BUSINESS PLAN 2023'

5.55 There appears to be further uncertainty regarding the status of **'Inspiring An Active Jersey'** and the 'Active Jersey Alliance' following publication of Jersey Sport's **'Strategic Plan 2023-2026'**⁸³ and associated **'Business Plan 2023'**⁸⁴.

5.56 The **'Strategic Plan 2023-2026'** makes no reference to **'Inspiring An Active Jersey'** or to the 'Active Jersey Alliance'. The associated **'Business Plan 2023'** lists a number of activities which have an indicative link to **'Inspiring An Active Jersey'**, and some of the wording is replicated to show an indicative link to the Plan's activities, but this is little more than a notional link and there is no detail to show how any of the activities will contribute to delivering the **'Inspiring An Active Jersey'** targets.

5.57 The **'Strategic Plan 2023-2026'** has a "Mission", four "Strategic Purposes" and four activity "Pillars", and sets out a number of activities it will undertake under each "Pillar" over the next four years. Its "Strategic Purposes" include:

"Increase participation in sport and physical activity."

⁸³ [Jersey Sport: Strategic Plan 2023-2026](#)

⁸⁴ [Jersey Sport Business Plan 2023](#)

“A focus on inactive islanders.”

5.58 However, there are no targets for either of these to demonstrate what Jersey Sport’s contribution to increase participation or reduce inactivity will be. Furthermore, the strategy makes no reference:

- to how its work will contribute to tackling the *“staggering fact [that] “49% of adults and 81% of children and young people [in Jersey] do not meet the World Health Organisation’s recommended guidelines for physical activity”*, which was deemed to be so important and in need of addressing that it was central to the narrative of **‘Inspiring An Active Jersey’**; or
- how it intends to adopt the multi-agency approach, also referred to in **‘Inspiring An Active Jersey’**, as being required to maximise the chances of success.

5.59 To date, there does not appear to have been any consultation with stakeholders in the development of the document and the activities and measures it contains.

Jersey Sport’s services: Net Promoter Score

5.60 Jersey Sport started using the Net Promoter Score (NPS) indicator in 2023. In determining this, Jersey Sport asks customers whether they would recommend its programmes or services to a friend or colleague. Data is collected following the conclusion of each of its community exercises or GP referral programme, from training courses and workshops, from stakeholders such as sports clubs, and from customers with a disability.

5.61 The most recent results show a NPS score of +71 (out of 100) and an overall rating score of ‘Excellent’. As part of this overall score, Jersey Sport’s Community Exercise Programme has an NPS score of 92, which is classified as ‘World Class’. Quotes in support of the NPS exercise provided for this report by Jersey Sport were:

“I would like to personally thank the instructor for making the sessions accessible for me, and having the patience and passion that has helped my passion grow and develop further.” Community Programme customer

“Great session. Really informative and gave practical and informative advice, 100% relevant to achieving outcomes. Also great to meet other clubs and organisations. I didn’t appreciate the support available, which is great.” Training Programme customer

COMMENT

It is important to acknowledge that there is some excellent work being done by Jersey Sport, delivered by staff who are knowledgeable, dedicated and determined to provide a high quality service, which is clearly important and valued by the stakeholders involved.

The Net Promoter Score indicator is helpful for Jersey Sport to monitor the quality of the services it is delivering.

Jersey Sport can claim it is contributing to the Government of Jersey's priorities for sport and physical activity. However, this is only in very general terms, simply by virtue of the fact that it is running programmes. It has no statistical or other meaningful evidence of any contribution it has made to the '**Inspiring An Active Jersey**' strategy in return for the public funding it receives. As an officer involved stated during interview for this review:

"We can't say how we are contributing to the ['Inspiring An Active Jersey'] target numerically. We can only say we are running programmes."

The same even applies to its new '**Strategic Plan 2023-2026**'⁸⁵, where it has not identified the contribution it will make to its own targets to increase participation or reduce inactivity. It is important to recognise the positive comments about Jersey Sport's work that have been highlighted in this report. Such views are important and must carry some weight in respect of the credibility of the organisation and quality of the work it is doing.

However, the key issue under the Terms of Reference for this review, is not whether Jersey Sport 'overall is doing some good things, so what's the problem?'. This review is tasked specifically with establishing the extent to which Jersey Sport is delivering ministerial priorities in return for the public funding it receives.

Jersey Sport must be able to demonstrate how that is happening. It is therefore extraordinary that Jersey Sport's new '**Strategic Plan 2023-2026**' and '**Business Plan 2023**' make no reference to '**Inspiring Active Jersey**': a strategy that it led work on to develop and was given responsibility to implement. It has gone from co-fronting the launch of the strategy and saying it will:

"...[be] responsible for driving the strategy forward..."

"...'live and breathe' the content of 'Inspiring An Active Jersey'...weaving key themes into every discussion."

... to making no making no mention of it whatsoever.

⁸⁵ [Jersey Sport: Strategic Plan 2023-2026](#)

Jersey Sport has made clear its view that there has been a lack of support, financial and otherwise, from the Government of Jersey since the strategy was launched and that it has repeatedly raised this frustration with ministers and Government of Jersey staff. However, it appears not to want to take any responsibility for any part of the failure of the strategy's delivery and, even if it feels absolved of any such responsibility, offers no explanation as to what has happened from its perspective to inform stakeholders. Instead, Jersey Sport has published a new strategy of its own, with minimal or no consultation with the sector, which has dropped all references to **'Inspiring An Active Jersey'**. It appears simply to want to 'air brush' it out of existence without any form of accountability.

It should be noted that the government has made it clear that the new **'Strategic Plan 2023-2026'** is Jersey Sport's and it must therefore be accountable for its contents. However, the Government of Jersey has approved the associated **'Business Plan 2023'**, which is based on the new strategy, in spite of it having no reference to **'Inspiring An Active Jersey'**, although it has said that it approved the **'Business Plan 2023'** as a temporary measure pending the outcome of this review.

The government, in future, is likely to want to understand in much greater detail the contribution and value of Jersey Sport's work to the delivery of ministerial priorities so that it can assess whether the arrangement it has with organisation is providing good use of public funding. If Jersey Sport is not able to say more clearly, through meaningful figures and identifiable and credible outcomes, the contribution it is making to those priorities for the funding it receives from government, the arrangement may well be the subject of further and increasing scrutiny - from ministers, the States Assembly, stakeholders and the wider public, which may severely threaten that arrangement at some point.

SPORTS FACILITIES: 'INSPIRING ACTIVE PLACES'

5.62 The Government of Jersey made clear that the scope of this review does not extend to examining individual decisions taken on specific facility issues in Jersey. However, it should be recognised that this did arise during consultation, with the handling of Fort Regent and comments about "the lack of provision of facilities in the east of the island" matters of particular concern.

'Inspiring Active Places'

5.63 The management of sports facilities is the responsibility of the Government of Jersey and is not outsourced to Jersey Sport. Its approach to facility management is set out in its **'Inspiring Active Places'**⁸⁶ strategy, launched in 2021.

5.64 There are important links between **'Inspiring An Active Jersey'** and **'Inspiring Active Places'**, with a clear interdependency between the two, as both documents recognise.

⁸⁶ ['Inspiring Active Places'](#)

‘Inspiring Active Places’ is in fact one of the three key ‘Themes’ of **‘Inspiring An Active Jersey’**, which emphasises the importance of the need for:

“Inspirational, high quality, accessible facilities, which inspires, supports and delivers an active Jersey.”

5.65 Similarly, **‘Inspiring Active Places’** states that it will:

“...help make [‘Inspiring An Active Jersey’] a reality.”

and acknowledges that:

“In delivering [‘Inspiring An Active Jersey’], Jersey also recognises the need to have inspirational, high quality, accessible facilities, which inspires, supports and delivers an active Jersey.”

“Having high quality facilities which deliver increased participation contributes to a fitter and healthier population, which in turn contributes to improved economic productivity.”

5.66 The Government of Jersey’s decision to retain management of sports facilities is understandable following consultation on the issue in 2013 showed that a clear majority of the public were in favour of keeping the function ‘in-house’ with the Government of Jersey⁸⁷.

5.67 **‘Inspiring Active Places’** set out an ambitious programme over ten years, including establishing “well-being hubs” on the Island following the closure of the facilities at Fort Regent. It states that £100 million investment would be required to deliver its aims, although it makes clear that this will be “challenging”.

5.68 It is now two years since the strategy was published and there appears to be no clear date for securing the £100 million investment required. The **‘Government Plan 2023-2026’**, states:

“The future investment required for a comprehensive sport strategy cannot be accommodated with in the normal capital programme and would require a separate funding strategy. This will be considered in future Government Plans.”⁸⁸

5.69 Also, as indicated previously, the current **‘Ministerial Plan’** states that the Government of Jersey will:

⁸⁷ [Sport Strategy Consultation Responses, 2013](#)

⁸⁸ [Government Plan 2023-2023, page 58](#)

“Continue a review into the replacement and enhancement of sport facilities, providing a plan for longer term delivery.”

This includes a review of **‘Inspiring Active Places’**.

Recommendation 17: the Government of Jersey should develop a new, comprehensive strategy for sport and physical activity.

Given the situation described in this chapter, it is difficult to take any view other than a new comprehensive government strategy for sport and physical activity should be developed to replace the **‘Inspiring An Active Jersey’** and **‘Inspiring Active Places’** strategies.

The situation currently is that the status of the **‘Inspiring Active Jersey’** and **‘Inspiring Active Places’** strategies are in doubt. **‘Inspiring Active Places’** has a fundamental budget issue that shows no sign of being resolved and a number of stakeholders during consultation for this review expressed views about **‘Inspiring an Active Jersey’** similar to that of a senior officer during interview:

“It is dormant. It was never fit for purpose.”⁸⁹

Catriona McAllister stated during interview for this review that:

“[The strategy] should be adopted properly, or scrapped and started again.”

As already highlighted in this report, Jersey Sport’s new **‘Strategic Plan 2023-2026’** and **‘Business Plan 2023’** documents make no reference to **‘Inspiring An Active Jersey’** and give no indication about how it intends to contribute to the delivery of its Mission targets. In addition, the government itself, some three years after its launch, still has not identified what contribution it will make to **‘Inspiring An Active Jersey’**. It cannot say what progress the strategy is making, or how it will be delivered over the remaining years to 2030 and there is little sign of that changing in the near future. As a consequence, although not acknowledged officially, it appears that both Government of Jersey and Jersey Sport have effectively given up on **‘Inspiring An Active Jersey’**.

The review of **‘Inspiring Active Places’** should not be carried out in isolation. Facilities are only one part of the ‘supply side’ provision (the other is the ‘human’ infrastructure’ required to deliver the programmes: coaches, officials and other volunteers). Given the clear interdependence link between the two, it would be more rational and strategic to consider these simultaneously. As the **‘Inspiring Active Places’** document itself states:

“[Government needs] a holistic approach to sport and physical activity...”

⁸⁹ Quote from a senior officer during interview

In developing its future work on facilities, consideration should not be restricted to formal or dedicated sports venues, such as sports centres, gyms etc. The use of existing, non-sporting facilities (eg community centres, village halls etc) and informal spaces such as parks and other recreational land are just as important when looking at ways to get people to be more active and into sport. In respect of future planning, consideration could be given to using Sport England's 'Facilities Planning Model'⁹⁰.

Consideration should also be given to the use of school sport facilities for wider community use. Such facilities have a considerable amount of time where they are not in use: after school, weekends, holidays, etc. Issues around insurance, security and additional costs for the school would need to be taken into consideration.

The future management of facilities is subject to a separate recommendation below (Recommendation 20).

The new comprehensive strategy should therefore include all elements relating to sport and physical activity in Jersey, setting out clear proposals to:

- encourage more people into grassroots sport and to get more people to be active through physical activity;
- maximise the potential of sports facilities and 'non-formal' places to help achieve this aim;
- strengthen capacity in sports clubs through sport development plans/'Whole Sport Plans' to ensure they have the right capacity and skills (coaches, officials, other volunteers etc);
- strengthen school sport and PE;
- support talent identification and pathways programmes for future and existing elite/high performance athletes;
- facilitate closer working with the private and third sectors to facilitate knowledge-sharing and generate sponsorship/income potential, including a 'Sport and Business Leaders Network' as set out later in this Chapter;
- attract sports events and encourage sports tourism, for the economic and social benefits they can bring to Jersey. The government clearly recognises this and it should therefore set out a clear strategy for hosting sports events and demonstrate how, working with Visit Jersey, Events Jersey, the hospitality sector and others, it will bring sports events to Jersey and encourage and promote sports tourism in the coming years. Consideration should also be given to how an arts/culture element might be included in sports events, potentially boosting the economic and social benefits of the

⁹⁰ [Sport England Facilities Planning Model](#)

event even further. This can help contribute to delivery of the Government of Jersey's '**Outline Economic Strategy For Jersey: A Vision for 2040**'⁹¹;

- strengthen the approach to equality and inclusion and child protection/safeguarding; and
- explore the potential to establish links with the e-sports industry.

The new strategy should be that of the Government of Jersey and be developed by the government accordingly. It is best placed to co-ordinate all departments and ensure there is a fully joined up and co-ordinated government strategy. In doing so, it will demonstrate leadership and address concerns that this is not a priority area for government. Jersey Sport and other stakeholders can then adopt their own strategy and business plans as necessary, showing how they can support delivery of the government's strategy in return for government funding.

There should be a comprehensive implementation plan, which should include:

- **clarity about the respective roles and responsibilities of the Government of Jersey and Jersey Sport:** it should be clear to Jersey Sport how it should interact with government and other agencies, public sector organisations, (in particular public health in view of its work on physical activity), and the private and third sectors to support the work they are doing and to ensure expectations about Jersey Sport's work plan are understood, agreed and managed;
- **a clear and specific link to the Government of Jersey's 'Common Strategic Policy' and 'Ministerial Plans':** with KPIs set for all activities to ensure openness, transparency and effective monitoring;
- **clarity on who is responsible for delivering which parts of the strategy;**
- **a clear and appropriate budget to deliver the strategy:** this should include identifying the additional funding that Jersey Sport will generate through fundraising.

The new strategy should be developed on the basis of high-quality data, evidence and insight and can be shaped by the commitment in the current '**Ministerial Plan**':

"To use research being conducted into the value of sport in Jersey to inform future policy and promote the benefits of sport to our community".

In spite of the confusion about targets and the lack of detail regarding implementation of '**Inspiring An Active Jersey**', its focus on tackling inactivity, delivered through a multi-

⁹¹ ['Outline Economic Strategy: A Vision for 2040'](#)

agency approach as recommended by the World Health Organisation, was a rational and sensible approach to take and a similar approach should be considered.

The provision of sport should not be marginalised. Instead, the potential for physical activity to be a pathway into sport should be exploited and utilised. In doing so, consideration could also be given to reintroducing community sport programmes to support delivery of government priorities in other areas such as social cohesion and crime reduction. A new strategy would present an opportunity to address concerns about the current imbalance between sport and physical activity.

There should be greater engagement with the public and third sectors to maximise the potential the sector could offer, perhaps helping to achieve the “entrepreneurial approach” that was originally envisaged when Jersey Sport was established. Given the high level of professional expertise in Jersey, consideration should be given to establish a ‘Sport and Business Leaders Network’, creating a forum to bring sport and businesses together. This could act to:

- identify ways in which people could offer their skills to local sports clubs;
- provide opportunities for sports bodies to network and share knowledge and skills (‘Coach to Coach’, volunteers etc);
- generate sponsorship/fundraising opportunities (‘speed dating’ sessions, etc) and provide an opportunity for sports clubs to ‘showcase’ projects for ‘crowdfunding’/match funding (consideration should be given to reintroduce the ‘Sportsmatch’ initiative);
- encourage employers to provide opportunities for staff to become more active (active travel, gym concessions, workplace ‘activity challenges’ etc); and
- provide a platform for volunteers in sport to discuss career and recruitment opportunities with employers.

Tax incentives could be given to encourage businesses to participate in the Network. Potential links to the Jersey Employer Group could be explored.

The new strategy should set long-term aims. **‘Inspiring An Active Jersey’** covers a ten-year period, which is sensible for a number of reasons, not least as it helps to address concerns about ‘short-termism’ raised previously in this report.

Finally, consultation on the new strategy should be extensive, with all stakeholders having a meaningful opportunity to shape the strategy in order to feel a sense of ownership on the basis that it is relevant and beneficial for them. This would clearly take some time to develop, but it would be beneficial in the long run.

The confusion and uncertainty around ‘Inspiring An Active Jersey’ and ‘Inspiring Active Places’ provides an opportunity to reset the government’s approach to sport and physical activity. It would be a pity for that opportunity to be wasted.

Recommendation 18: the Government of Jersey should take urgent action to:

- i. **set revised KPIs for the ‘Business Plan 2023’ associated with Jersey Sport’s ‘Strategic Plan 2023-2026’ as part of the zero-based budget exercise proposed at Recommendation 4; and**
- ii. **develop a ‘value for money’ indicator for the funding Jersey Sport receives.**

While a decision about developing a new strategy is made, Jersey Sport’s work programme should continue in line with the ‘Strategic Plan 2023-2026’ and ‘Business Plan 2023’ it has already agreed with Government of Jersey although, as Recommendation 4 proposes, a line-by-line, zero-based budget exercise should take place as a matter of urgency to:

- provide clarity about exactly what activities Jersey Sport will undertake;
- address the imbalance between sport and physical activity, and
- identify the funding associated with each activity.

KPIs for each activity should be agreed as part of this exercise.

A key omission from the ‘Strategic Plan 2023-2026’ is that, as previously, it does not provide any causality to show how Jersey Sport’s work programme will deliver outcomes (such as increasing participation) for the funding it receives. It can sometimes be difficult to demonstrate a clear link in that respect. However, if the government wants greater clarity about the direct return on the investment it is providing to Jersey Sport, it is going to need to establish and agree a way of evaluating that. Causality can be one element, but other determinants could be used to determine value for money, including qualitative data, such as stakeholder satisfaction surveys, Net Promoter Scores, etc.

Recommendation 19: Jersey Sport should develop and publish policies on equality and inclusion at the earliest possible opportunity.

The absence of such policies is a glaring gap and should be addressed as a priority to help shape the programmes it will run to deliver its new strategy.

Recommendation 20: the Government of Jersey should review its direct delivery approach for existing and new facilities.

The issue of facilities investment in sport came up repeatedly during consultation for this review, along the lines expressed in the written consultation:

“[We have the impression] that the present government have dropped the priority of sport and are simply not investing enough in sports infrastructure.”
“Government definitely does not support sport: our facilities are now outdated.”

During consultation for this review, private sector organisations expressed a strong willingness to engage with the Government of Jersey on the issue of facility investment. Private sector involvement in services provided by the public sector can often be a sensitive issue. Concerns can include a view that the state is failing in its basic responsibility to provide for its citizens, and also that private sector operators value economic value (profit) over social obligation, resulting in issues of affordability and the exclusion of large numbers of people on the basis of cost.

The Government of Jersey has already committed to look at the possibility of outsourcing the delivery of services. The **'Inspiring Active Places'** document, notable for the wording of the heading "Modernising Government", states:

"The Government needs to review its direct delivery approach and consider being a commissioner of services..."

"...[this] will enable the Government to develop a contract focused on outcome delivery."

Such outsourcing happens routinely in the UK, with a range of organisations running leisure services on behalf of local authorities. These include organisations which might best be described as a 'social enterprise business' run on charitable lines, with profits/operating surpluses re-invested back into facilities, supporting athletes and used for staff development.

There appears to be with a real opportunity at this moment for the Government of Jersey to explore a proper partnership arrangement (as distinct from a transactional/contractual relationship) with the private sector. The £100 million investment programme appears to have stalled and there appears little sign of that changing in the near future. Private sector funding could help in that respect and offer an attractive way forward. However, this would need to be done on the basis of:

- **affordability:** so that all residents are able to access services and are not excluded on the basis of cost. Access should be available at peak and off-peak times and 'free at the point of entry' sessions should continue (eg for schools);
- **quality of service:** sessions should be run by suitably qualified staff. Sessions for school sport and PE would need to be subject to inspection under the Jersey Review Framework; and
- **agreement on profit share:** to include a policy on how any share in profits or operating surplus can be used for the benefit of the community. It is recognised that profit is not always achievable. Engagement with the private sector can sometimes be on the basis of reducing an existing subsidy.

There is also an opportunity to explore a new approach to facility development, such as locating or co-locating facilities close to a GP surgery, community centre, library etc. This can make them less daunting than a traditional sports centre/gym model. The 'Asset Based Community Development' model, working around existing non-sporting community facilities, could also be considered.

It is of worth noting that a private operator is already managing delivery of the facility at 'The Waterfront' in St Helier, so Government of Jersey is already engaging with the private sector.

There would clearly need to be widespread public consultation on this issue.

While there are undoubtedly genuine concerns to address as set out above, if there was a genuine willingness to engage in constructive dialogue, it may be possible to establish a visionary, ambitious and ground-breaking new public/private partnership model in Jersey.

CHAPTER SIX: AN OVERALL VERDICT ON THE CURRENT SITUATION

This chapter focuses on the responses to the key questions in the written consultation.

BACKGROUND

6.1 The responses to the remaining questions from the written consultation, together with the associated comments, serve to give a good overall indication as to what stakeholders feel about the Government of Jersey's decision to establish Jersey Sport and the situation that has evolved as a result, specifically:

- the respective roles and responsibilities of the Government of Jersey and Jersey Sport; and
- an assessment, over six years after Jersey Sport was established, of how the arrangement is working.

Roles and Responsibilities

Is the Government of Jersey's role in relation to sport and physical activity clear or unclear?		
Answer Choice	Response Percent	Response Total
1 Clear	19.4%	27
2 Unclear	71.9%	100
3 Don't know	8.6%	12

Is Jersey Sport's role in relation to sport and physical activity clear or unclear?		
Answer Choice	Response Percent	Response Total
1 Clear	31.9%	44
2 Unclear	65.2%	90
3 Don't know	2.9%	4

6.2 There clearly remains significant doubt about the Government of Jersey's capacity to develop and articulate what it wants from sport, with a key stakeholder interviewed during consultation of the firm view that the Government of Jersey still:

*"... doesn't know what it wants sport to do. It has no policy for sport."*⁹²

⁹² Interviewee quote

6.3 Another senior stakeholder was of the view that, even now:

“The roles and responsibilities of Government of Jersey staff are not clear.”⁹³

6.4 Written comments from the consultation provide more insight into people’s views:

“When Jersey Sport was established, the government did very little in clarifying their own role in sport. This resulted in a perception that they were outsourcing the responsibility and didn’t really want anything else to do with sport.”

“There is very little in the government strategy in relation to sport. They seem to have outsourced their responsibility to Jersey Sport with little accountability.”

“It looks from the outside that Jersey Sport sets the national policy and strategy for sport. This should not be the case.”

“Government should be leading Jersey Sport, not the other way around.”

Overall assessment of the arrangement

The Government of Jersey outsourced the delivery function for sport and physical activity to Jersey Sport as an arm’s length organisation with a clear set of objectives, and because of the reasons set out in the 2016 ‘Sport Report’.

These included to:

- enable Jersey to be “world class” at physical literacy
- further enhance the good reputation of sport in Jersey
- re-examine the delivery mechanisms for sport and physical activity
- map and measure the many and varied benefits of sport and physical activity to the local community and compose business cases for future investment in sport
- allow sport to refocus and ensure a wider audience is aware of its importance and value in terms of health, educational, economic and community benefits
- enable greater co-ordination and communication of the sporting events calendar
- share best practice, knowledge and insights locally and from abroad
- bring sport development under one roof to achieve efficiencies and co-ordinate resource allocation across sports
- offer strategic support to enhance the skills of the current volunteer workforce
- take a lead role in conjunction with partners such as Visit Jersey in developing Jersey as a ‘destination of choice’ for sports events, training camps and sports tourism
- access charitable and other private funding not available whilst part of the States of Jersey
- introduce an entrepreneurial approach to the business of sport in Jersey and share best practice

⁹³ Interviewee quote

amongst clubs and associations

Overall, are Jersey Sport meeting those objectives?

Answer Choice		Response Percent	Response Total
1	Yes	17.4%	24
2	No	65.9%	91
3	Stayed the same	5.8%	8
4	Don't know	10.9%	15

Has the level of service improved since Jersey Sport was established?

Answer Choice		Response Percent	Response Total
1	Yes	21.4%	30
2	No	52.1%	73
3	Stayed the same	11.4%	16
4	Don't know	15.0%	21

COMMENT

It should be noted that Jersey Sport had concerns about the wording of some of the written consultation questions, some of which they felt to be ‘closed’ rather than ‘open’, and stated that they raised these concerns with the Government of Jersey.

Whatever view is taken on that however, the comments provided in the responses to the questions provide a clear and telling indication of people’s views. Two particularly noteworthy comments from the written consultation seem to sum up the general feeling:

“There is a big difference between the what the government cited as its intentions in 2013, and my experience at the sharp end of sport.”

“There seems no clear decisive thinking that has resulted in positive outcomes or any real progression.”

This should be of serious concern to Jersey Sport and the Government of Jersey and should not be dismissed or overlooked.

As has been stated previously in this report, there is clearly some very good work being delivered by Jersey Sport. This should be acknowledged and not played down in any way.

However, consultation for this review, both written and from interviews, suggests overall that the 'deal' that was sold to the sport sector in particular when they agreed to support Jersey Sport being established is not being delivered - and that there is currently deep dissatisfaction with the situation. This seems to be driven by a feeling that there has been a catalogue of broken promises and commitments, resulting in real concern among a large number of stakeholders.

This situation may have arisen from well-meaning but misguided optimism and misunderstandings about commitments made at the time Jersey Sport was established, particularly relating to budget and finance and that the organisation would help Jersey to become a "world leader". **'Inspiring An Active Jersey'** marked a clear expansion into physical activity, but this was not meant to bring about a decline in the provision for sport.

When it was established, Jersey Sport was intended to be an advocate and "champion" for sport. The impression given to the sporting community was one of a brighter future for sport, with an improved and richer experience for sports clubs and volunteers, with increased funding to help support their work.

In practice, the opposite has happened. Funding for sport has reduced, the number of sport development officers has declined and the sector appears to feel alienated from the very organisation that is supposed to be serving its best interests.

Urgent action is required to put this right.

As this report sets out, the imbalance between sport and physical activity has to be addressed. There must also be much greater engagement and consultation with sports clubs and organisations so that they are heard and able to give a meaningful voice to help shape their future.

In spite of some clear views to the contrary, Jersey Sport has stated that it has never been funded to undertake its original work and that they have raised this with government on numerous occasions, to no avail. For its part, the Government of Jersey has not managed the relationship with Jersey Sport effectively, allowing the current confused and unwelcome situation to develop.

The most telling comment on the situation is perhaps from an interview for this review with Steve Pallett, the minister who authorised the government's delivery role in sport and physical being outsourced Jersey Sport:

"It's not the organisation I envisaged. It's important that Jersey Sport understands that some of the criticisms people have are justified."

CHAPTER SEVEN: THE WAY FORWARD

This chapter looks at options for the Government of Jersey to consider following this review.

7.1 This review has raised some issues of considerable concern and action is needed to address them. It is clear that the current situation cannot continue. As Deputy Lucy Stephenson said during interview for this review:

“I don’t have faith that we have the sort of partnership we want at the moment.”

OPTIONS

7.2 There are five main options for the Government of Jersey to consider:

1. Return delivery of sport and physical activity ‘in house’.
2. Continue the existing arm’s length arrangement with Jersey Sport, but with delivery strengthened.
3. Assign the delivery function to a different arm’s length organisation.
4. Separate the delivery of sport and physical activity.
5. Establish a ‘Statutory Strategic Body For Sport and Physical Activity’.

RECOMMENDATION 21: that **OPTION 2** offers the best immediate way forward, but that consideration be given to **OPTION 5**.

OPTION ONE: RETURN DELIVERY OF SPORT AND PHYSICAL ACTIVITY ‘IN HOUSE’

7.3 There was not a strong call for this among stakeholders during consultation. There were a small number of people who advocated this option, although it was not always clear whether this was due to what they felt to be poor performance by Jersey Sport or whether because of a more general, ideological opposition to the principle of arms-length delivery.

7.4 As highlighted in this report, a number of people during consultation made the point that, in spite of being an independent body, Jersey Sport is nevertheless often seen to be “part of Government”. This may to some extent explain some of the difficulties that Jersey Sport has faced in generating additional income, with some of the view that the private sector considers the work of Jersey Sport to be something that government ought to fund.

7.5 The Government of Jersey has not signalled any change to its current policy to use the arm’s length arrangement when the circumstances are favourable. Furthermore, Deputy

Stephenson stated during interview that, subject to the outcome of this review recommending otherwise, this is not her preferred option.

7.6 It is debatable as to whether the issues raised in this report, while clearly of concern and need addressing, are sufficient to abandon the arm's length arrangement and therefore this option is not recommended.

7.7 However, the issues raised in this review are considerable and clearly threaten the arm's length arrangement. Consequently, the Government of Jersey and Jersey Sport should be given time to consider fully the issues contained in this report. There are a number of challenging issues to deal with. The government will need to decide whether to adopt the recommendations in the report and then work with Jersey Sport and others to implement them. There will then need to be a reasonable period of time given to see what effect the recommendations have had. A period of up to twelve months would appear to be suitable period of time in which to reassess this.

OPTION TWO: CONTINUE THE EXISTING ARM'S LENGTH ARRANGEMENT WITH JERSEY SPORT, BUT WITH DELIVERY STRENGTHENED

7.8 As has been highlighted, the overwhelming view from consultation for this review is that the current situation cannot continue and that some degree of change is necessary. The challenge will be:

- getting agreement on the extent of that change;
- the appetite and ability of the Government of Jersey and Jersey Sport to acknowledge and address the issues raised in this review; and
- whether stakeholders across the sector will have the confidence that changes will actually be made to address the concerns they have.

7.9 The COVID pandemic occurred relatively early in Jersey Sport's development and undoubtedly caused it problems, but this should not be overplayed: the issues raised in this review were not directly related to the pandemic.

7.10 The basis on which the Government of Jersey took the decision to outsource its delivery function to an arm's length organisation are still relevant. The issue now therefore is the extent to which the government has the confidence in Jersey Sport's ability to continue to perform that function and to deliver its policies effectively and efficiently.

7.11 Jersey Sport was established, in the main, because it was felt at the time that there was not another suitable organisation with the capacity to carry out the delivery function. That still appears to be the case.

7.12 Consequently, it is recommended that the current arrangement continues, but on the basis that:

- i. **a fundamental reset of the relationship between the Government of Jersey and Jersey Sport takes place as a matter of urgency.** This will require an honest, open and frank discussion between the two parties.
- ii. **the recommendations and findings of this review are implemented** to drive forward the change that is necessary, with particular regard being paid to:
 - the budget review exercise proposed in **Recommendation 4** in order to clarify and shape Jersey Sport’s work programme;
 - providing clarity about the roles and responsibilities of each organisation given the confusion on this matter outlined throughout this report and highlighted particularly in Chapter 6, which shows the findings of the written consultation;
 - the development of a new strategy for sport and physical activity proposed in **Recommendation 17**, not least as a way to address concerns about the current imbalance between sport and physical activity;
 - advice on an internal audit is commissioned as proposed in **Recommendation 3**.
- iii. **there is clear and regular communication with stakeholders on progress:** the sport sector in particular will want reassurance that action is being taken following this review.
- iv. **The Government of Jersey assesses progress on implementation of the findings of this review within twelve months:** as suggested in Option 1.
- v. **consideration is given to Option Five:** for the reasons set out in that option below.

As part of the general strengthening of the delivery function, consideration could be given to adopting some of the practices of the arm’s length model used in the UK by Sport England, Sport Northern Ireland, sportscotland and Sport Wales.

OPTION THREE: ASSIGN THE DELIVERY FUNCTION TO A DIFFERENT ARM’S LENGTH ORGANISATION

7.13 This would be a way of ‘starting again,’ with a new organisation providing a fresh mindset and culture. However, as stated above, there does not appear to be an organisation with the

capacity readily able to take on this function. Consequently, this option would take time, would potentially be costly, and would create a high degree of uncertainty at a time when focus should be on taking the urgent action required to address the issues outlined in this report.

7.14 That is not to say that this option should be ruled out at a future point. The Government of Jersey has the right to review its options on a regular basis and consider alternative delivery organisations should it feel necessary to do so.

OPTION FOUR: SEPARATE THE DELIVERY OF SPORT AND PHYSICAL ACTIVITY

7.15 As has been highlighted in this report, serious concerns have been raised about Jersey Sport's lack of focus on 'sport' as distinct from 'physical activity'. One way to address this would be for Jersey Sport to focus solely on 'sport' and for 'physical activity' programmes to be delivered 'in house' by the Government of Jersey or by establishing a separate arm's length organisation.

7.16 This report emphasises that there are clear and important differences between the 'sport' and 'physical activity'. It is unquestionably the case that, for some, organised, formal 'sport' can be off-putting and is something they will never want to do - they may simply want to take part in informal activities on their own or with a group of friends. It is extremely important therefore that this is recognised and understood. However, as has also been made clear in this report, there are clear links between the two, with 'physical activity' having the potential to be a pathway into 'sport' for some people.

7.17 Consequently, although a seemingly attractive and neat option and would address some concerns raised during consultation that Jersey Sport's remit is currently too broad, it would be impractical to do so, potentially generating 'silo' working and confusion about where responsibilities lie, particularly in respect of developing pathways from 'physical activity' into 'sport'.

7.18 The combined function should not be problematic providing the organisation charged with delivering both 'sport' and 'physical activity' understands both the differences and the links and develops distinct programmes and activities accordingly.

OPTION FIVE: ESTABLISH A 'STATUTORY STRATEGIC BODY FOR SPORT AND PHYSICAL ACTIVITY'

7.19 It is worth taking the opportunity from this review to think about the delivery of sport and physical activity from the perspective of a completely blank page and what might be desirable in those circumstances.

7.20 It is now generally accepted that sport and physical activity can have a hugely beneficial and positive impact on people's lives and on the communities in which people live.

7.21 Sport and physical activity can help deliver a range of government objectives, including in health and well-being, communities and education. Sports events and sport tourism can bring a number of important economic and social benefits.

7.22 The Government of Jersey's current priorities are set out in its '**Common Strategic Plan**' are:

1. Economy and Skills
2. Children and Families
3. Aging Population
4. Health and Wellbeing
5. Environment
6. Community
7. Housing and Cost of Living

Sport and physical activity can help support delivery of a number of these priorities.

7.23 It is perhaps surprising therefore that sport and physical activity continues to remain a low priority for governments generally, as has been suggested is the case in Jersey.

7.24 A new and different approach could address this. Consequently, the Government of Jersey should consider establishing a new 'Statutory Strategic Body for Sport and Physical Activity'.

7.25 The new body would be able to take a comprehensive, strategic and fully co-ordinated approach to sport and physical activity and have the powers, status and authority to do so. In order to achieve this, legislation would be required which:

- contains a legal requirement on the Government of Jersey to set minimum standards for the provision of sport and physical activity; and
- provides the authority for the government to establish the new statutory body to deliver the legal requirements and provide it with the necessary powers.

7.26 The new body would take a lead role in the delivery of sport and physical activity and act as a 'statutory consultee' on a range of government strategies and policies, including:

- **health and well-being;**
- **education:** school sport and PE;

- **planning:** the provision of sports facilities and minimum requirements for the provision of recreational land (parks, etc);
- **transport:** proposals for active travel, including walking and cycling.

Sport

7.27 The organisation's work would embrace all aspects of sport, including:

- **grassroots sport and sport development:** including a responsibility to grow participation through 'formal' and 'informal' sport and through pathways into sport from physical activity;
- **community sport:** to contribute to ministerial priorities on social issues such as social cohesion, reducing crime, etc;
- **capacity building in sports clubs:** coaches officials and other volunteers;
- **talent identification and elite/high-performance sport:** developing clear pathways and support for future and existing athletes;
- **school sport and PE:** including setting minimum physical literacy standards for curriculum provision, qualification standard setting and sporting competition. Improvements in educational attainment through sport would contribute to ministerial priorities in education;
- **sports events and sports tourism:** developing a clear strategy for the hosting of sports events, with a link to the arts and culture where possible, and to encourage sports tourism to Jersey to deliver economic and social benefits to the island.

Physical activity

7.28 It is recognised that the area of 'physical activity' is much broader than 'sport' and that its delivery can often be linked to other programmes and initiatives. The Government of Jersey's 'Family Food and Fitness Programme', referred to in Chapter 5, is a good example of that.

7.29 However, there appear to be ways in which greater strategic co-ordination might be achieved to support delivery of ministerial priorities in health and well-being. This could include:

- **greater input to decision making within Health and Community Services** and the potential to contribute to services delivered through the key 'Care Groups', particularly:
 - Adult Mental Health;
 - Adult Social Care; and
 - Primary, Preventative and Immediate Care.

- Ensuring greater policy co-ordination through a **place on the new 'Health and Communities Services Board'** (with, perhaps, a sub-group focusing on tackling inactivity).

7.30 As highlighted in Chapter 5 of this report, in spite of the problems encountered with **'Inspiring An Active Jersey'**, its focus on tackling inactivity was a rational and sensible approach to take. The strategy also points out that the best way to achieve this is to adopt the approach set out by the World Health Organisation, which emphasises the need for a multi-agency approach.

7.31 As this report also highlights, there is much praise for Jersey Sport's 'Move More' programme and the activities it delivers to help get people more active. Such programmes often require additional interventions, for example a healthy diet and other lifestyle changes, which requires input from other agencies and organisations.

7.32 This often mean a focus on 'behaviour change', which can be challenging, costly and with no guarantee of success. Having a healthy and active lifestyle from a young age means that 'behaviour change' programmes are not needed later in life and so much more needs to be done to adopt the 'preventative' rather than 'cure' approach.

7.33 With the right remit and authority, the new body would have the potential to have a significant impact on public health policy. The benefits of a healthy society, less reliant on the State to provide medical interventions through treatment, are clear and obvious. The new body would offer the opportunity to strengthen considerably the strategic approach to building a more active and healthy society. The proposed new statutory body would help to deliver that multi-agency approach in a more co-ordinated and effective way.

Facilities and facilities management

7.34 The new body would assume management of sports facilities and recreational spaces (eg parks, etc), currently the responsibility of the Government of Jersey.

7.35 It would have the option to deliver services itself should it have the capacity to do so, perhaps in partnership with a private sector provider, or outsource to a third-party operator. As a result, it would have a better ability to ensure that management of its facilities aligned with its programmes and activities for sport and physical activity.

7.36 The criteria for this arrangement would be set by the Government of Jersey so that protections would be in place to ensure the provision of service was on the basis of affordability, accessibility and quality of service.

The private and third sectors

7.37 One of the reasons cited for establishing Jersey Sport was its potential to bring an “entrepreneurial approach” to delivery, working in a more effective way with the private sector than government. Although, as this report highlights, this has not yet materialised in the way that some had anticipated, the principle of this arguably remains - it has not yet been fully tested in the way originally anticipated. The new body, boosted by its wide-ranging remit, authority and status could be more attractive to the private sector.

7.38 The involvement of the third sector would not simply be an optional ‘nicety’: its involvement would be essential. The third sector has a rich and deep understanding of the communities in which they operate and would ensure that equity and inclusion are central to the new body’s aims and values.

Board of Directors

7.39 The Board of Directors would need to comprise the right balance of private, public and third sector representation and also be truly representative of the community in Jersey. The recent trend to ‘professionalise’ Boards has a number of benefits, with organisations increasingly requiring specialist professional skills, such as finance, legal, HR etc. However, this can sometimes lead to a lack of ‘diversity of thought’ and the unintended discrimination of those without such professional skills, yet who may have a valuable contribution to make to the running of the organisation. This should be considered as part of the appointments process.

Funding

7.40 The new body would need to be funded properly and appropriately for the remit and authority it has. **It could not be as part of a short-term cost cutting measure.** Rather, it should be seen as an ‘invest to save’ opportunity. This report has recommended that the Government of Jersey boosts its funding for sport and physical activity by ringfencing one percent of its budget for this purpose which help with budget setting.

Conclusion

7.41 The island of Jersey has a real opportunity to make a step-change in this area. Governments are constantly looking for ways in which to organise themselves more effectively and to work with other the organisations in order to drive delivery. The Government of Jersey is relatively small - almost literally under one roof - and has the potential to co-ordinate in an effective way. Furthermore, Jersey has the potential to access financial capital that many places do not - and there are people and organisations who appear genuinely willing to help drive real change through sport and physical activity. The economic and social fabric of Jersey, combined with the size of the island, appear particularly well-suited for this to be successful.

7.42 ‘Inspiring An Active Jersey’ stated that:

*“Jersey will be a healthier, more productive and fairer society by being one of the most physically active populations **in the world.**”*

*“[Jersey will be] **world leading** in the physical literacy and physical activity rates of our young people...”*

*“[Jersey will have] The most active workforces **in the world...**”*

7.43 Jersey Sport stated that it will:

*“...support Jersey’s goal in becoming a **world leader** in active living and sport over the coming years.”⁹⁴*

7.44 The proposal set out above in this option is ambitious. It would require vision, determination and strong political backing, at the highest level, to make it work. If that could be secured, Jersey really would have the opportunity to do something truly ‘world class’...

⁹⁴ Jersey Sport 2021 Annual Report, page 3

CONCLUSION

As indicated at the start of this report, there a number of major issues of concern regarding the existing arm's length arrangement and there is little doubt that confidence and trust among stakeholders has been strained as a result.

There is much work to be done to address this and the recommendations in this report are intended to serve as a road map to help achieve that aim. Consequently, this cannot be a report that will 'sit on the shelf' or its issues 'swept under the carpet' and disregarded.

The Government of Jersey and Jersey Sport must come together and work with stakeholders collaboratively and openly to address the issues in this report and move forward.

Progress on the implementation of this report and its recommendations should be monitored regularly by ministers and communicated to the public.

There is a vibrant sporting landscape in Jersey, driven by people who have demonstrated real passion, dedication and commitment to sport and physical activity in contributing to this review. The sense of determination shown by all stakeholders to make progress bodes well for the future.

LIST OF RECOMMENDATIONS

The recommendations in this report are set out below, with a ‘High’ or ‘Medium’ priority rating given to each. Those marked in red require the most urgent attention.

RECOMMENDATION	PRIORITY
Recommendation 1: the Government of Jersey should review the skills required of its staff carrying out the oversight function with Jersey Sport.	H
Recommendation 2: Jersey Sport should review its internal reporting arrangements.	H
Recommendation 3: the Government of Jersey should commission an internal report on the processes and practices of the arm’s length arrangement with Jersey Sport to establish whether they are compliant with the ‘Public Finances Manual’.	H
Recommendation 4: a review of Jersey Sport’s budget, including a ‘zero-based’ budget exercise, should be carried out as a matter of urgency.	H
Recommendation 5: Jersey Sport should publish a fundraising strategy by the end of March 2024.	H
Recommendation 6: that the Government of Jersey secures additional funding for sport and physical activity.	M
Recommendation 7: when the conditions are appropriate, the function to distribute funding from the Channel Islands Lottery for sports projects should be given to Jersey Sport.	M
Recommendation 8: co-ordination across the Government of Jersey should be strengthened by the involvement of ministers and officials in the new ‘Sport and Physical Activity Network Group’.	H
Recommendation 9: the Government of Jersey should identify a ‘client manager’ single point of contact for Jersey Sport.	M
Recommendation 10: the Government of Jersey should consider re-establishing the work of the sport and facilities teams into the same department and report to one minister.	M
Recommendation 11: Jersey Sport should undertake a review of its delivery function.	H
Recommendation 12: Jersey Sport should publish its Board of Directors skills matrix.	M

Recommendation 13: a review should be undertaken on the provision of child protection and safeguarding as part of the budget review exercise proposed at Recommendation 4.	H
Recommendation 14: Jersey Sport should review its provision for sport as part of the budget review exercise proposed at Recommendation 4.	H
Recommendation 15: Jersey Sport should reconsider the suitability of separate branding for the 'Move More' programme.	M
<p>Recommendation 16: consideration should be given to measures to strengthen school sport and PE:</p> <ol style="list-style-type: none"> 1. The Government of Jersey should use the review of its Jersey Review Framework to strengthen its policy and approach to physical literacy requirements in schools. In doing so, it should: i) set new minimum physical literacy and curriculum standards; ii) design clear commissioning guidance for the award of contracts to deliver PE and school sport sessions, including a requirement for staff to have the necessary level of qualifications; and iii) carry out rigorous and regular inspection; 2. Introduce a 'School Sport Partnership' model; 3. Establish a multi-sport schools championships in Jersey; and 4. Add schools sports facilities to the 'Active Jersey' booking App. 	M
Recommendation 17: the Government of Jersey should develop a new, comprehensive strategy for sport and physical activity.	H
<p>Recommendation 18: the Government of Jersey should take urgent action to:</p> <ol style="list-style-type: none"> i. set revised KPIs for the 'Business Plan 2023' associated with Jersey Sport's 'Strategic Plan 2023-2026' as part of the zero-based budget exercise proposed at Recommendation 4; and ii. develop a 'value for money' indicator for the funding Jersey Sport receives. 	H
Recommendation 19: Jersey Sport should develop and publish policies on equality and inclusion at the earliest possible opportunity.	M
Recommendation 20: the Government of Jersey should review its direct delivery approach for existing and new facilities.	M
Recommendation 21: that OPTION 2 offers the best immediate way forward, but that consideration be given to OPTION 5.	H

LIST OF CONSULTEES INTERVIEWED

Adam Grocott	Wednesday Night FC
Andrew Metcalfe	Government of Jersey
Andy Scate	Government of Jersey
Anthea Carroll	Springfield School
Antony Brown	Sports club coach
Barclay Harvey	Government of Jersey
Ben Harvey	Strive Health Club
Bernard Cooper	Jersey Sports Council
Bunny Roberts	Jersey Race Club
Bradley Cooper	Government of Jersey
Catriona McAllister	Jersey Sport
Chay Pike	Government of Jersey
Chris Edmond	Jersey Sport
Claire Stott	Jersey Sport
Daley Thompson	Strive Health Club
Daniela Raffio	Government of Jersey
Darren Scott	ex-Government of Jersey
David Ibitson	Pétanque Jersey
David Kennedy	Jersey FA
Dexter Flynn	Jersey Race Club
Ed Daubeney	ex-Jersey Sport
Ellen Littlechild	Government of Jersey
Elliot Powell	Jersey Sport
Gary Tumelty	St Clements Sports Club
Gordon Angus	Jersey Sport Development Trust
Harvey Biljon	Jersey Reds RFC
Heath Harvey	Government of Jersey
Helen Twite	Government of Jersey
James Tilley	Jersey Sport
Jessica May	Government of Jersey
Jim Cante	Jersey Race Club
John Carnegie	Grouville School
John Sawyer	Jersey Pistol Club
Julia Falle	Regent Gymnastics
Kate Le Blonde	Government of Jersey
Kate Sugden	Government of Jersey
Kevin Hemmings	Government of Jersey
Deputy Kirsten Morel	Government of Jersey
Deputy Lucy Stephenson	Government of Jersey
Madeleine Lee	Island Games Association of Jersey
Mark Chown	Jersey Reds RFC
Martin Knight	Government of Jersey
Michael Quenault	Jersey Pistol Association

Michelle Howard	Government of Jersey
Morag Obarska	Island Games Association of Jersey
Nathan Jegou	Tigers Swimming Club
Nikki Holmes	Government of Jersey
Paul Brannan	Government of Jersey
Paul De Feu	Tigers Swimming Club
Paul Huddleston	Commonwealth Games Association of Jersey
Paul McGinnety	Government of Jersey
Paul Milbank	Government of Jersey
Paul Patterson	Jersey Sports Association for the Disabled
Peter Irving	Jersey Spartan Athletic Club
Peter Le Marinel	Jersey Air Rifle Club
Phil Austin	Jersey Sport
Philip Le Cornu	Jersey Community Foundation
Dr Philippa Venn	GP
Rachel Sawyer	Les Quennevais Sports Centre
Rachel Orpin	Jersey Spartan Athletic Club
Sally Johnson	Jersey Sport Development Trust
Sarah Gomersall	Jersey Cricket
Serena Guthrie	Jersey Netball Association
Simon Spottiswoode	Government of Jersey
Steve Jacobs	Island Games Association of Jersey
Steve Law	Jersey Sport
Steve Pallett	ex-Government of Jersey
Tony Taylor	Former Jersey Sport Board Member
Trudy Le Bas	Jersey Community Foundation
Vic Tanner Davy	Liberate

Jersey Sport staff

It should be noted that there were also a small number of interviewees who did not want their name to appear on this list.

Views expressed during consultation interviews were by individuals and were not necessarily directly representative of their organisation.

WRITTEN CONSULTATION RESPONSES

QUESTION1: Are you responding on behalf of an organisation or as an individual?

Note: You must respond as either an individual or on behalf of an organisation - please submit separate returns if you are completing this on behalf of an organisation and also an individual

Answer Choice		Response Percent	Response Total
1	Organisation	18.2%	26
2	Individual	81.8%	117

QUESTION 2: Which part of the sports sector is your organisation from?

Answer Choice		Response Percent	Response Total
1	Sports club	64.0%	16
2	Sport governing body or association	20.0%	5
3	School, college or university	4.0%	1
4	Other (please specify):	12.0%	3

QUESTION 3: If you're comfortable saying, please indicate your organisation's main sport(s)

Answer Choice		Response Percent	Response Total
1		100.0%	20

QUESTION 4: Do members of your organisation receive any type of financial or other support from Jersey Sport (e.g. travel grants, training, advice and guidance, equipment?)

Answer Choice		Response Percent	Response Total
1	Yes	44.0%	11
2	No	52.0%	13
3	Don't know	4.0%	1

QUESTION 5: Is the Government of Jersey's role in relation to sport and physical activity clear or unclear?

Answer Choice		Response Percent	Response Total
1	Clear	19.4%	27
2	Unclear	71.9%	100
3	Don't know	8.6%	12

QUESTION 6: Is Jersey Sport's role in relation to sport and physical activity clear or unclear?

Answer Choice		Response Percent	Response Total
1	Clear	31.9%	44
2	Unclear	65.2%	90
3	Don't know	2.9%	4

QUESTION 7: The Government of Jersey outsourced the delivery function for sport and physical activity to Jersey Sport as an arm's length organisation with a clear set of objectives, and because of the reasons set out in the 2016 Sport Report.

These included to:

- enable Jersey to be "world class" at physical literacy
 - further enhance the good reputation of sport in Jersey
 - re-examine the delivery mechanisms for sport and physical activity
 - map and measure the many and varied benefits of sport and physical activity to the local community and compose business cases for future investment in sport
 - allow sport to refocus and ensure a wider audience is aware of its importance and value in terms of health, educational, economic and community benefits
 - enable greater co-ordination and communication of the sporting events calendar
 - share best practice, knowledge and insights locally and from abroad
 - bring sport development under one roof to achieve efficiencies and co-ordinate resource allocation across sports
 - offer strategic support to enhance the skills of the current volunteer workforce
 - take a lead role in conjunction with partners such as Visit Jersey in developing Jersey as a 'destination of choice' for sports events, training camps and sports tourism
 - access charitable and other private funding not available whilst part of the States of Jersey
- introduce an entrepreneurial approach to the business of sport in Jersey and share best practice amongst clubs and associations

Overall, are Jersey Sport meeting those objectives?

Answer Choice		Response Percent	Response Total
1	Yes	17.4%	24

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2	No	65.9%	91
3	Stayed the same	5.8%	8
4	Don't know	10.9%	15

QUESTION 8: Has the level of service improved since Jersey Sport was established?

Answer Choice		Response Percent	Response Total
1	Yes	21.4%	30
2	No	52.1%	73
3	Stayed the same	11.4%	16
4	Don't know	15.0%	21

QUESTION 9: Overall, how well is Jersey Sport delivering its functions?

Answer Choice		Response Percent	Response Total
1	Very well	7.2%	10
2	Well	18.7%	26
3	Poorly	35.3%	49
4	Very poorly	25.9%	36
5	Don't know	12.9%	18
Why do you think this:			74

QUESTION 10: Who do you view as the owner of the 'Inspiring An Active Jersey' strategy - whose strategy is it?

Answer Choice		Response Percent	Response Total
1	Government of Jersey	34.3%	48
2	Jersey Sport	31.4%	44
3	Don't know	31.4%	44
4	Other (please specify):	2.9%	4

QUESTION 11: How well do you understand your or your organisation's ability to contribute to the 'Inspiring An Active Jersey' strategy?

Answer Choice		Response Percent	Response Total
1	Very well	10.8%	15
2	Well	16.5%	23
3	Neutral	22.3%	31
4	Poorly	18.0%	25
5	Very poorly	17.3%	24
6	Don't know	15.1%	21