



HM Government

MAYOR OF LONDON

# Moving More, Living More The Physical Activity Olympic and Paralympic Legacy for the Nation

February 2014

**inspired  
by 2012**

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# Summary

**The UK Government, the Mayor of London and Lord Coe as the Prime Minister's Olympic and Paralympic Ambassador are making a commitment to promote physical activity across the country's population, as part of the legacy from the London 2012 Olympic and Paralympic Games. The aim of the physical activity strand of the legacy is to have a much more physically active nation.**

1.1 Physical activity offers massive opportunities for individuals and society at large: improved health, but also huge potential social and economic benefits.

1.2 Government and other organisations, including local authorities, employers, the NHS and private and third sector groups, have already put in place a wide range of measures to help people become more active. There is a huge range of opportunities for people to get active, and we will be celebrating the boundless creativity and hard work of people across the country who provide these opportunities.

1.3 Yet a large proportion of the UK population remains inactive and the situation is not improving. We believe action is required which:

- Has strong leadership – at the national, local and community level, giving people the motivation and enthusiasm to embrace change.
- Is sustained, strategic and long-lasting – there may be short-term measures that can help but increasing physical activity requires a long-term commitment and a consistent approach
- Involves partners across all sectors and levels working together. We recognise that Government needs to work together in a more joined-up and innovative way than it has up to now – we call on partners at local levels to do likewise, involving a wide range of stakeholders such as Public Health England (PHE), employers, local authorities, the third sector, communities and individuals.
- Provides opportunities which work for people. This is not just about telling people to do more exercise because it is good for them, it is about giving them the opportunity to be active in ways which fit into their everyday lives and which suits their interests.
- Provides the right environment. A cross-sector commitment is required to providing the right physical environment for people, so embracing physical activity becomes a natural part of their daily life.
- Recognises that some groups in society including disabled people, older people and some ethnic minority groups are less likely to be active than others – a tailored, inclusive approach may be required for such groups
- Targets the least active thereby helping to reduce health inequalities – in addition, the health gains for the least active are in relative terms greater than for those who are more physically active

- Stresses the non-health benefits of activity. There are economic and social benefits, for example it is estimated that the direct and indirect costs of inactivity in the UK total £20bn a year.
- Is about targeted and effective use of existing resources and joining these up better rather than provision of new money.
- Shines a light on existing good practice, celebrating the work of local champions who drive and facilitate a huge variety of local activity opportunities.
- Uses new technology – there are various ways in which technology can be used to help people get active. We will celebrate some of these and consider with the industry the scope for further developments in this area.
- Builds on the evidence base. There is a wealth of evidence supporting the need for people to be physically active and giving examples of effective and innovative ways to get more people more active. We will bring this together and publicise it and if necessary consider work with stakeholders to produce fresh evidence if there are gaps.
- Recognises and tackles the barriers that prevent people being active, taking into account social and economic inequalities, age and disability.
- Helps in the fight against obesity – but we need to be clear: this is about much, much more than obesity. Thin people need to be active too!

1.4 The Government's national ambition for physical activity, published in 2012, remains:

**to have a year on year increase in the number of adults doing 150 minutes of exercise per week (in bouts of 10 minutes or more) and a year on year decrease in those who are inactive, defined as doing less than 30 minutes of exercise per week (in bouts of 10 minutes or more).**

1.5 With an ageing population this represents a stretching ambition given that levels of activity are lower in older people. Achieving the goal of increasing physical activity and reducing inactivity will require coordinated and long-term effort. But, the benefits could be substantial. For example, ukactive have estimated that a 1% reduction in inactivity could save £1.2bn over five years .

1.6 Government and the Mayor of London are challenging themselves, and others, to do more to get people moving and to be able to sustain a more active nation for the longer term.

1.7 It is only by working across Government and across sectors that we are going to realise this aim – **never again will we allow physical activity to occupy a silo in any one department.**

1.8 Realising the legacy benefits from the 2012 Games is a long-term project to deliver lasting change. There has been strong progress in the first year and a bit, including: 1.5 million more people playing sport once a week than when we bid for the Games in 2005; the future of all eight retained Olympic Park venues secured; £11bn of economic benefits through trade and investment; an increase in volunteering during 2012/13; and more disabled people playing sport. The time is now right for Government, the Mayor of London and partners and stakeholders across the country to work together to make increased physical activity yet another part of the legacy from the Games.

1.9 We are asking organisations and individuals across the country and of all ages and abilities to give us ideas, both about projects that are already happening and suggestions about what more could be done, including where projects might be scaled up or replicated across the country. Ideas should be emailed to Public Health England at [physicalactivity@phe.gov.uk](mailto:physicalactivity@phe.gov.uk) The launch of 'Moving More, Living More' is just the start of a sustained campaign by the Government and the Mayor of London to promote and increase physical activity.

# Current Status on Physical Activity

2.1 Over 1.5 million more people are doing sport once a week than when London won the bid in 2005 to host the 2012 Olympic and Paralympic Games.

2.2 However a large proportion of the UK population is still inactive: only 56% of adults meet the Chief Medical Officers' (CMO) guidelines of 150 minutes of physical activity per week, and 28.5% of adults fail to achieve even 30 minutes of physical activity over seven days.

2.3 The picture is not uniform across the country. For example, across the UK:

- Physical activity is higher in men at all ages
- Physical activity declines with increasing age for both men and women. The proportion of participants classed as inactive rises from 8% of men and 22% of women aged 16-24 to 74% and 76% respectively in those aged 85 and over<sup>1</sup>.
- Physical activity is lower in low-income households
- Certain ethnic groups have lower levels of physical activity
- Boys are more active than girls
- Girls are more likely than boys to reduce their activity levels as they move from childhood to adolescence
- Only 7% of disabled adults participate in at least 30 minutes of moderate intensity sport three times per week, compared to 35% of all adults<sup>2</sup>.

2.4 The proportion of people not meeting physical activity guidelines is greater in children (only 21% of boys and 16% of girls aged 5 – 15 are achieving 60 minutes of physical activity a day) compared to the proportion of adults not accumulating 150 minutes of physical activity a week. And for very young children even worse – only 9% of boys and 10% girls aged 2 – 4 meet the CMOs' guidelines<sup>3</sup>. Across the country and across the age groups the overall levels of activity are low and all areas have potential for improvement.

2.5 If we truly aspire to become a more physically active nation it is useful to review what other, similar countries have achieved and how. Inactivity in British adults exceeds the international average of 27.9% of men and 33.9% of women who fail to meet physical activity guidelines<sup>4</sup>. Similarly, British teenagers (13 to 15 year olds) are more inactive than their international counterparts. What characterises international success has been a long-term strategy with strong co-ordination between physical activity, sports and other sectors, including commitment to a sustained messaging campaign. The citizens of the Nordic countries and the Netherlands, generally speaking, are the most physically active in the EU.<sup>5</sup> Much attention has been focused upon the Netherlands, which has adopted a succession of pro-cycling policies to ensure that the bicycle is a core part of urban transport. This is borne

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<sup>1</sup> Health Survey for England 2012

<sup>2</sup> Sport England, 2011

<sup>3</sup> Health Survey for England 2012

<sup>4</sup> Hallal P, Bo Anderson L, Bull F, Guthold R, Haskell W, Ekelund U (2012) Global physical activity levels: surveillance progress, pitfalls, and prospects. *The Lancet* 380 (9838) 247-257

<sup>5</sup> European Commission (2010) *Special Eurobarometer: Sport and Physical Activity*



out by data which suggest between 21 and 25.8% of Dutch employees cycle to work compared to only 2% of British workers<sup>6</sup>. The UK must learn from international examples whilst ensuring our approach is tailored to our particular challenges and opportunities. There is a good deal of data about physical activity, but there is scope for this to be brought together to be easier to access and interpret for all – Government has asked Public Health England to look at bringing together physical activity data sources in one place.

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<sup>6</sup> See (2) above

# Areas for Action

3.1 There is no single answer to the question of how to reduce physical inactivity – there are lots of different answers, which need to take into account the socio-economic, age and geographic profiles of the people concerned. A cross-sectoral approach is also crucial - international, evidence-based models for delivering Health Enhancing Physical Activity (HEPA) recommend the involvement of all organisations able to influence physical activity at both national and local levels.

3.2 There are a number of areas where there is particular potential to substantially increase physical activity – these are grouped in terms of active people, active places and active communities. Some examples are shown but these are by no means exhaustive.

## Active People

### *(i) Children, young people and families*

3.3 Encouraging physical activity amongst children and young people is key to turning the tide on inactivity, as good habits established when young can last a lifetime. At the moment, however, only 21% of boys and 16% of girls meet the UK Chief Medical Officers' guideline of 60 minutes of physical activity per day<sup>7</sup>.

3.4 PHE's Change4Life campaign continues to develop and implement programmes and initiatives designed to increase physical activity in families with children aged 5-11. Change4Life uses high profile campaigns and partnerships with local authorities, schools and the commercial sector to encourage children to achieve their 60 active minutes. There are also now Change4Life Sports Clubs in over 6,500 primary schools and all 3000 Secondary Schools, which have been created to increase physical activity levels in less active seven- to nine-year-olds through multi-sport themes.

3.5 Ideas to encourage physical activity among children and young people include:

- consistently promoting the benefits of healthy living across the curriculum
- out of school clubs promoting activity
- provision of cycle parking, walking/cycling crocodiles, limit parking/drop off spaces and providing safe routes to schools
- campaigns to promote cycling and walking to school
- continued encouragement and promotion of cycle training for all children
- roll-out of the Prime Minister's School Award Scheme to recognise exemplars in encouraging children and parents to make a physical activity choice on how they travel to school
- encouraging schools to get more use from school sport facilities, eg sharing them with the local community, and a continued focus on protecting school playing fields
- street play: supporting communities to remove/limit barriers
- initiatives to encourage children and young people to swim, including the Public Health Responsibility Deal physical activity pledge on swimming which is being launched on 13 February with the Amateur Swimming Association.

### *(ii) Older people*

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<sup>7</sup> Health Survey for England 2012

3.6 With the UK's ageing population the number of people in this (already less active) age group will increase. This is exacerbated by the number of older people who are disabled (5.3 million, or 45%<sup>8</sup>) and face barriers to participation. Without action the physical activity levels of the country will struggle to increase, and are likely to remain static (as has been the case for the last 4 years) or at worst fall.

3.7 Increased activity amongst this group has benefits in terms of health and well-being, as for other adults, but it also aids healthy ageing, lessens the risk of trips and falls, and increases the likelihood of independent living, bringing potential benefits to the NHS and social care provision.

3.8 Volunteer-led walking groups represent an accessible and social way for older people to get back into physical activity. Together, the Ramblers and Macmillan Cancer Support run Walking for Health, supporting 600 local schemes across England to organise short, free walks led by trained walk leaders. More than 70,000 people regularly walk with Walking for Health at 3,400 weekly walks led by 10,000 volunteers. Nearly three-quarters (72%) of the scheme's walkers are over 55 and women make up a similar proportion of participants.<sup>9</sup>

3.9 The Age Action Alliance is promoting physical activity and healthy living to older people through its over 500 membership organisations.

*(iii) Disabled people*

3.10 There are 11.5 million people in the UK who are covered by the disability provisions set out in the Equality Act. This equates to 19% of the population.

3.11 Disabled people often face additional barriers to getting physically active. Barriers for disabled people who experience severe or moderate difficulties can include cost, lack of assistance, attitudes, difficulties with transport and difficulties using facilities.

3.12 The Disability Action Alliance (DAA) is a cross sector network of public, private and third sector organisations. The Alliance is action focussed and members work in partnership to deliver change. Many member organisations have an interest in physical activity and are exploring opportunities for the Alliance to make a real difference in removing the barriers that disabled people face when participating in physical activity, including sport.

3.13 Increasing participation in sport by disabled people is a key part of the strategy of Sport England (which is a member of the DAA). More disabled people are taking part in sport – the latest results show that 18.5% are playing sport regularly, up from 15.1% in 2005/06.

3.14 The Sport England approach to disability sport is a new approach that is led by the needs of disabled people and recognises that potential partnerships are not with one homogenous group, but people with different ages, interests and abilities. Partnerships are being created to bring together expertise from the disability sector and sport deliverers.

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<sup>8</sup> Family Resources Survey 2010/11

<sup>9</sup> Macmillan Cancer Support, The Ramblers' Association (2013) *Walking works: How walking can help everyone lead longer, healthier and happier lives*

3.15 Nearly £40 million has been invested into programmes specifically for disabled people including £5.2m to four Paralympic Governing Bodies, £6.8m into 15 National Governing Bodies to deliver disability specific programmes and £10.2m into Inclusive Sport. Funded projects are wide-ranging and include investment into the Down Syndrome Association, local authorities and local community groups such as Wheels for Wellbeing. The activities include a broad range of people and are appropriate to ability and activity level.

*(iv) People playing sport*

3.16 A review of research<sup>10</sup> conducted by Sport England and the British Heart Foundation Research Group showed evidence from current practice in the UK that sport can reach inactive people. This is especially so if the programmes include the targeting of inactive people and are properly marketed, planned and delivered appropriately to the needs of the target group(s) by motivating leaders.

3.17 Successful programmes identified the inactive target audience using robust measures; they develop and deliver the programme appropriately for this target audience; and follow up to evaluate progress and demonstrate outcomes.

3.18 Following on from this report Sport England awarded £6.3m to 15 projects designed to tackle inactivity. These projects are designed to engage inactive people through a range of activities and hope to both increase participation and improve health outcomes.

3.19 Participating in 'sport' is often perceived as an unattainable goal for an inactive person, but evidence suggests that many activities that fall into the wide definition of sport adopted and funded by Sport England can attract people who are currently inactive. This includes a gentle gym session, a swim, a bike ride or an exercise class for example, or a game of table tennis. For this group, whilst the message may not be "sport", the activity could still be.

3.20 Many of these activities are growing in popularity according to the Active People Survey, for example Keepfit and Gym activities have shown an overall increase of 153,000 in the six months to December 2013, are undertaken frequently and show participation holding steady after age 18.

3.21 Key elements of Sport England's work with young people are focused on easing transitions so that short-term lapses in participation do not become longer-term loss of habit. "Back to..." programmes have been successful in playing to the latent interest in different sports such as netball and hockey. Increasingly the focus is not just on better signposting through transitions but better design of opportunities that respond to the motivations of individuals as opposed to just lowering the practical barriers. If inactive people begin to associate 'sport' with things they really want to do, such as meeting their friends, relaxing and de-stressing from everyday life, they are much more likely to participate.

3.22 Sport England are also using their funding to encourage sport deliverers to think differently, to make sport more accessible and participation less formal, for example through an investment of £500k in an innovative programme designed to get new people into sport using the National Trust brand and the idyllic settings of their properties. Between March-

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<sup>10</sup> <http://www.sportengland.org/media/103075/full-report-inactivity-sport.pdf>

October 2013, 48,000 people took part in sport (running, canoeing, cycling and more) over 246 sessions run with the National Trust. What is really encouraging is that 31 per cent of these were previously inactive, and 33 per cent described themselves as new to that sport.

3.23 Another good example is parkrun, a locally-led, volunteer-run activity which is helping to attract people into (often vigorous) physical activity. Parkrun organise free, weekly 5km timed runs in parks around the country. They are open to everyone of all ages and standards and are now attracting 45,000 runners per week. The involvement of sponsors, supported by technology and thousands of volunteers, enable parkrun to offer this service free of charge to participants.

### Active Places

#### *(i) Workplaces*

3.24 Employers have a huge amount to gain from having a physically active workforce: lower rates of sickness absence, fewer retirements on health grounds and more productive teams.

The Department of Health's Public Health Responsibility Deal Physical Activity Network has so far brought together 293 employers who have made a pledge to promote physical activity to their staff. The commitments range from workplace physical activity challenges, providing on-site fitness classes to appointing workplace fitness champions. For example, one large employer has already recorded an increase in the proportion of staff meeting the UK physical activity guidelines.

3.25 Public Health England (PHE) is developing a national framework for the Workplace Wellbeing Charter, a locally delivered award system to encourage employers to create a health enhancing workplace. The Charter supports the delivery of Public Health Responsibility Deal pledges at an individual business level, promoting specific evidence based action on a range of issues including physical activity. This builds on local Charters that are already successfully in place in Liverpool, London, the North East and Manchester to create a coherent national approach that supports small, medium and large businesses to take action.

3.26 Further ways in which employers can promote staff physical activity include:

- negotiating discount schemes to incentivise physical activity eg the cycle to work scheme
- promoting and enabling attendance at classes and activities; signposting opportunities for physical activity, such as using the stairs and walking between campuses
- providing cycle parking facilities; shower/changing facilities
- publicising the approved mileage for using cycles for business travel, and making it easier for employees to reclaim cycle hire costs used for business travel
- encouraging team-based exercise-based activities – an element of friendly competition (without compulsion) within and between teams can have great results in terms of increased activity and improved team working.

3.27 Government departments and the Mayor of London's teams will consider what action we can take with our own workforces to encourage and facilitate more physical activity.

*(ii) Public health settings - NHS*

3.28 There is some existing good practice in the NHS, including the work being led by the NHS Confederation to promote sport and health to its own workforce, and local schemes to encourage GPs to advocate physical activity as part of treatment with effective referral pathways to trained counsellors.

3.29 The NHS is also looking at other ways to promote physical activity, including:

- the involvement of National Institute for Health and Clinical Excellence (NICE) in assessing effective implementation of its guidance on increasing uptake of physical activity by patients; and
- raising awareness amongst health professionals of the health benefits of physical activity through undergraduate and postgraduate education and Continuous Professional Development, thereby securing their widespread support in the promotion of exercise to their patients and the wider public.

*(iii) Travel - Cycling and walking*

3.30 Making an alternative "active" travel choice for some or all of a journey is a cheap, convenient and easy way to introduce a level of physical activity into everyday routines. Transport providers can support that choice by providing cycle parking at stations, and employers can sign up to the Cycle to Work scheme, which reduces the cost for employees in purchasing a bike, and employers can encourage the additional benefits of a more physically active workforce (including reduced absenteeism) by providing facilities such as showers and lockers in work places.

3.31 Having cycling and walking provision built into the design of communities brings places where people feel safer, communities feel stronger and the environment in which we live and work feels more attractive to everyone. The recently introduced Welsh Active Travel Act is an example of increased focus on local level changes, with Welsh local authorities required to publish maps of safe walking and cycling routes, and enhance these over time. The National Planning Policy Framework issued by the Department for Communities and Local Government (DCLG) encourages local authorities to promote cycling and walking.

London has a strong story to tell around increasing physical activity through cycling and walking. Investment in public transport and public realm has resulted in increasing levels of walking as part of public transport trips. Londoners now have very high levels of walking with over two thirds of all public transport trips involving walking for five minutes or more and half of all walking done as part of public transport trips. This contributes to Londoners doing

much more “active travel” than the England average. Nearly a third of 15-29 year olds in London achieve their recommended physical activity levels through active travel alone and 25% of adult Londoners are meeting all their physical activity needs (150 minutes of activity per week) through their everyday travel. However, there is potential for many short journeys currently made by car or public transport to be walked or cycled, in which case 60% of Londoners would meet their physical activity needs via everyday travel. Provision of comprehensive public transport is also very helpful in encouraging everyday activity - in London half of all utility walking is as part of public transport trips. There is also potential for other cities to replicate some of the actions which have been taken in London.

**3.32** Absenteeism related to physical inactivity costs the economy £5.6bn per year<sup>11</sup>. Cyclists take one less day off on average than other employees. £2.5bn is spent on cycling each year<sup>12</sup>, and despite the recession this has been increasing year on year. 23,000 people are now employed directly in bike sales. More cycling enables people to be active and healthy. An 8 fold increase in cycling would offer direct savings to the NHS of £17bn<sup>13</sup> over 20 years.

**3.33** Walking is a very effective gateway to physical activity. It can be supported by providing accurate information about walking choices (walking maps, signage), along with ensuring clear, well lit, clutter free walking routes that link to transport interchanges and local destinations. Well planned improvements in the public realm, or walking environment, can boost footfall and trading by up to 40%<sup>14</sup>. People on foot also tend to linger longer and spend more. In London town centres in 2011 walkers spent £147 more per month than those travelling by car<sup>15</sup>.

**3.34** Possible approaches to promote an active choice of travel include:

- linking better places for local growth and engaging with Local Enterprise Partnerships on how cycle and pedestrian friendly cities and towns reduce need for expensive new transport infrastructure
- embedding excellent cycling and walking infrastructure into all communities, so that people feel safe and able to walk and cycle
- introducing more 20mph limits and other design and traffic management measures to encourage walking and cycling on non-residential streets including high-streets, community hubs and the main routes leading to them
- local authorities engaging communities in mapping safe cycling and walking networks, publishing and promoting these widely, and identifying priorities for continuous improvement in both infrastructure and access
- actively promoting ‘better streets’ principles in the design of public realm to support walking and cycling

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<sup>11</sup> Cabinet Office Future of Urban Transport 2009

<sup>12</sup> LSE report on Cycling Economy

<sup>13</sup> Lancet June 2012 Jarrett et al Effect of increasing active travel in urban England and Wales on costs to national health service.

<sup>14</sup> Burden, Dan, and Todd Litman. 2011. “America Needs Complete Streets.” ITE Journal 81 (4): 36–43.; Litman. 2002. “Transportation Cost and Benefit Analysis.” Techniques, Estimates and Implications, Victoria Transport Policy Institute; Whitehead, Tim, David Simmonds, and John Preston. 2006. “The Effect of Urban Quality Improvements on Economic Activity.” Journal of Environmental Management 80 (1) (July): 1–12.

<sup>15</sup> Department for Transport. (2011). Statistical Release – National Travel Survey 2011

- encouraging uptake of walking and cycling in local communities through promotion campaigns, trial days, and working with national organisations
- creating community cycle clubs which are targeted at any group in society (including young people, health patients, people with disabilities and other groups who are under-represented in cycling). These clubs provide a safe, community-based environment for people to introduce cycling into their daily lives
- conducting an audit of local street environments with residents to identify practical improvements to the walking environment
- joining up with employers to encourage walking and cycling to work
- enforcement action to tackle anti-social pavement behaviour such as pavement parking and pavement cycling
- championing good quality street and pavement maintenance to encourage walking and cycling
- traffic-free city centre days.

### Active Communities

3.35 Certain ethnic groups have lower levels of physical activity. For example, only 26% of Bangladeshi men and Bangladeshi women 11% met the then CMO recommendations in 2004 compared to 37% of men and 25% of women in the general population (based upon sport and wider physical activity)<sup>16</sup>.

3.36 Initiatives and measures which aim to increase physical activity need to take culture and community into account. Different approaches will be successful with different communities, particularly where there are cultural sensitivities. Generally areas with higher levels of deprivation tend to have lower levels of physical activity. It is important that opportunities to be physically active are provided in disadvantaged areas which are safe and free or low cost.

For example, Doorstep clubs (DSCs) are a new style club for disadvantaged young people. The approach taken by Street Games for DSCs, which tested successfully in 2012/13 in eight cities, is based on attracting young people to sport following these principles: right place (at familiar neighbourhood facilities); right price (often with a nominal fee such as £1/£2); right time (consulting the young people); and right style (fun, informal, youth-led, including adapted versions of games, such as Street Rugby or Rush Hockey). With funding from Sport England StreetGames is now rolling out 300 of the planned 1,000 DSCs in 2013/14 throughout England, offering disadvantaged young people a choice of sports on their doorstep.

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<sup>16</sup> 2004 Health Survey for England



## Next Steps

**3.37** Launching this initiative is just the start of what we hope will be a productive discussion with stakeholders and the wider public. PHE will be running a consultation towards the end of February looking for examples of some of the exciting things that are already happening and work effectively – as well as ideas about what more can be done to encourage physical activity at local and national levels.

**3.38** We intend to highlight the actions being taken going forward so that all can see a calendar of events and activities which a wide range of organisations are taking forward, responding to the national ambition for a more active nation.