

**Executive**On **20 December 2005**Report Title: **Sport & Physical Activity Strategy – Increasing Participation**Forward Plan reference number: **2005/103**Report of: **Director of Environmental Services**Wards(s) affected: **All**Report for: **Key Decision****1. Purpose**

1.1 To report to Members on the feedback received during consultation on the draft Sports and Physical Activity Strategy and Action Plan and the changes proposed to the Strategy and Action Plan following this consultation.

1.2 For Members to adopt the Sport and Physical Activity Strategy and Action Plan.

**2. Introduction by Executive Member**

2.1 In July 2005, the Executive agreed that the draft Sports and Physical Activity Strategy and Action Plan be approved for wider stakeholder consultation. The feedback received as a result of this consultation was overwhelming positively. This report sets out the feedback received and the changes proposed as a result. Members will note that one of the changes proposed is the additional reference to equalities issues. The final Strategy and Action Plan reflect Government aims and the views of local and regional agencies, the voluntary sector and other interested groups. Members are therefore asked to note the changes and approve the Sport and Physical Activity Strategy and Action Plan as they will provide the framework for the delivery of sport and physical activity across Haringey over the next five years.

**3. Recommendations**

3.1 That Members approve the Sport and Physical Activity Strategy and Action Plan as the basis of the Council's future approach for provision of these services to 2010.

Report Authorised by: **Anne Fisher, Director of Environmental Services**

Contact officer: Paul Ely, Head of Policy &amp; Development, Recreation Services

Telephone: 020 8489 5690

E-mail: [paul.ely@haringey.gov.uk](mailto:paul.ely@haringey.gov.uk)

#### **4. Executive Summary**

4.1 The relative importance of the Council's approach towards the provision of services to enable participation in sport and physical activity has increased in the past twelve months with 3 principal drivers:

- A new target issued by Government for 50% of the population to be achieving the recommended frequency of participation in physical activity by 2020.
- The award of the 2012 Olympics and Paralympics.
- The introduction of a revised approach towards Comprehensive Performance Assessment (CPA).

4.2 The Strategy has been developed in order to enable the Council and its partners to be better placed to both manage and benefit from these new challenges and opportunities which will require the Council to take on a greater strategic enabling role than has previously been the case.

4.3 The feedback the Council has received during the consultation process has been overwhelmingly positive and the key messages from the revised Strategy include:

- A shift in focus to provision rather than provider, and the development of a "commissioning" function.
- Specific priority given to young people, the elderly and the workplace and a greater emphasis to be placed on tackling issues of low participation, particularly in the east of the Borough.
- The need to strengthen facilities management and pump prime wider partnership working .
- The development of a new integrated 3 tier approach to provision at a local, area and sub regional level.
- A focus on the development of the 'area' tier around Area Assembly, Children's Services Network boundaries and Extended Schools provision.
- The potential offered by the 2012 Olympics and Paralympics to both boost participation levels, improve voluntary sector engagement and attract inward investment.
- The improvement and extension of sports facilities on or adjacent to secondary school sites, and the development of community access and programming agreements.
- Development of a new Sports and Physical Activity Board linked to the HSP through the 'Better Places' Board (for facility planning/management) and the 'Wellbeing' and 'Children's Services' Boards (for access and programming).
- More effective support to the voluntary sector.
- The redevelopment of White Hart Lane Community Sports Centre with a sports development and sub regional remit.
- The importance of access by younger children to play opportunities and facilities.
- The need to secure and share additional resources, and establish new ways of working.

#### **5. Reasons for any change in policy or for new policy development (if applicable)**

5.1 The Council does not have an existing Strategy for Sport and Physical Activity

## **6. Local Government (Access to Information) Act 1985**

### Background papers

- W. Atkins Strategic Open Space and Sports Assessment (2003)
- Recreation Services – Service Business Plan 2005-6
- Sport & Physical Activity Strategy (draft) – Increasing Participation (Report to Executive 26.7.05)

## **7. Background**

7.1 At the most basic level, participating in sport and physical activity enables us to experience feelings of fun, enjoyment, relaxation, achievement and the pleasure of shared experience with others. Many activities can be participated in either for free or at minimal cost such as walking and cycling.

7.2 However, despite these potential benefits, the percentage of the population participating in physical activity in accordance with Government recommended guidelines is broadly static at an estimated 30%, whilst there has been a general increase in obesity levels and a trend towards more sedentary lifestyles.

7.3 Government policy for sport and physical activity has seen considerable refinement over the past few years based on greater understanding of the economic impact and benefit from this sector. The core objectives of the Government policy are:

- “To increase participation” which is based on the costs to the National Health Service of health conditions associated with inactivity or low levels of activity.
- “To promote the achievement of excellence and to host international sporting events” both of which are based on improving the relative competitiveness of Great Britain in relation to other national economies.

Secondary, but important objectives for Government policy are:

- To promote community cohesion
- To enhance educational attainment
- To use sport as a diversionary tool to reduce anti social and criminal behaviour
- To promote volunteering.

7.4 The new CPA assessment process incorporates these objectives and gives a greater weighting to the quality and effectiveness of sports provision as part of a new ‘Cultural Services’ block.

Key changes in the assessment process are:

- The Council will be evaluated on the percentage of local residents participating in sport and physical activity in accordance with Government guidelines and in comparison with national participation rates.
- This will require a coordinated approach towards increasing participation from all the major players which will include Health, Children’s Services, the voluntary sector and business.
- The key role for the Council will be to effectively and strategically coordinate the resources and efforts of these players in order to maximise impact and benefits,

particularly through the development of Local Area Agreements and future NRF and SSCF resources.

- 7.5 The Council is currently undertaking significant capital investment and is strengthening the in-house management arrangements, and these actions are reflected in the Strategy.
- 7.6 The Strategy has been developed in conjunction with both local and regional agencies, together with input from the voluntary sector and focus groups. It will provide the framework for the delivery of sport and physical activity across Haringey over the next 5 years.
- 7.7 Strong leadership is now required, and the Council should take the lead role in advocating, driving policy and measuring success, in order to achieve a sustainable increase in participation and active lifestyles.
- 7.8 The draft Strategy was approved by Members for wider stakeholder consultation on 26<sup>th</sup> July 2005. This report presents the outcomes of the consultation process together with identifying a number of recommended changes to the Strategy and Action Plan.

## **8. Feedback obtained from the Consultation Process**

- 8.1 The draft Strategy was distributed to a range of stakeholders representing local, sub regional and regional interests. Additionally, given the decision reached in early July to stage the 2012 Olympics in East London, a meeting was held with a number of local organisations to obtain their views on the potential benefits for Haringey arising from the Olympics and what types of action might be taken to secure maximum benefit from the Olympics.

15 responses were received in response to the consultation and a summary report is attached as an appendix to this report. Additionally, telephone discussions were held with a number of other organisations and where appropriate, their input has been included in the Strategy and Action Plan.

The major feedback received is set out in the following paragraphs.

### **8.2 Overall tone of responses**

The overwhelming majority of respondents were very positive about the Strategy and the need highlighted for improved partnership working in order to meet shared objectives, ensure sustainability, provide exit routes from different interventions and support long term participation. Some respondents, however, felt that the Strategy was over long and detailed.

Officers propose to produce an Executive Summary of the Strategy to address this issue and review the Action Plan annually.

### **8.3 Vision and Objectives**

*What respondents said*

Specific feedback) concerning the vision and objectives included:

- (i) That the Strategy vision should refer to inequality in access and need in different parts of the Borough;
- (ii) That the Strategy objective for young people should be amended to focus on positive outcomes for young people rather than focusing upon diversionary activities.

- (iii) That the objectives should also highlight the commitment to strengthen the provision of sports related training targeting young people.

*The Council's response:*

The following changes to the vision and objectives are proposed as a result of this feedback.

The Strategy vision amended to directly reflect equality of opportunity:

“To improve the quality of life of the people of Haringey through the development of high quality and affordable sporting and recreational activity *and equality of opportunity* either directly or in partnership with community, voluntary and private sectors across Haringey.”

This vision is viewed as being inclusive for everyone in Haringey, which conforms with the overall scope of the Strategy.

The proposed amendment for young people is not included on the basis that the existing objective accurately reflects the dual policy goals of both the Haringey Strategic Partnership and the Council.

The relevant objective states:

“To use the attraction of participation in sport and physical activity as a vehicle for young people to fulfil their potential and divert those at risk of offending away from crime”.

The commitment to strengthen the provision of sports related training, in particular for young people, is now explicit under Objective 6 of the Strategy and the related actions :

“To assist each member of the community, *particularly young people*, to maximise their educational attainment and opportunity for lifelong learning through participation in sport and physical activity”.

## 8.4 Target Groups

*What respondents said*

Feedback received indicates that some respondents would like to see a more clearly stated approach towards the issue of targeting sections of the community whose participation rates are low and a greater analysis of the issues affecting participation amongst socially and economically deprived communities particularly in the east of the Borough.

*The Council's response*

This is a fundamental issue that the Strategy is seeking to address. Objective 2 of the Strategy states:

“Increase participation in sport and physical activity and encourage an active lifestyle, in particular by those community groups who traditionally use sports and leisure facilities across the Borough less than others.”

An additional paragraph has been incorporated within the Strategy in Section 7.3 to acknowledge the feedback received. In relation to the Action Plan, a commitment has been included to set targets for increasing participation by low participating groups following receipt of the results of the national survey currently being undertaken through Sport England, and in line with the new Cultural Block performance indicators.

A target has also been incorporated within Objective 3 to use the additional capacity that the Council has approved through the current recruitment exercise to recruit 2

additional officers to prioritise capacity building work with voluntary sector organisations towards those organisations who work in areas of low participation.

#### 8.5 Structures to deliver the Strategy

##### *What respondents said*

The proposed establishment of the Sports and Physical Activity Board was welcomed both as a mechanism for promoting greater partnership working and to raise the political profile of sport and physical activity. Concern was expressed about the extent to which the Board would be able to influence and have a 'voice' within the HSP.

##### *The Council's response*

The Sport and Physical Activity Board will report to the 'Wellbeing', Children's Services and Better Places theme boards established by the HSP on matter relevant to the terms of reference of these respective boards.

A representative from the Further Education sector is now recommended to be included on the Sport and Physical Activity Board to strengthen the capacity for provision for 14-19 year olds.

Based on national trends, participation rates decline dramatically between the ages of 16 and 19 and representation from the F.E. sector will enable the Board to develop more appropriate policy and programmes targeting this age group.

#### 8.6 National perspective

##### *What respondents said*

It was suggested that the Government Green Paper "Youth Matters" and the Wanless Report be referred to within the section of the Strategy dealing with National policy initiatives.

##### *The Council's response*

A summary of the Youth Matters Green Paper has now been incorporated within the Strategy.

#### 8.7 Regional perspective

##### *What respondents said*

Feedback received indicated that greater profile should be given to the emerging sub regional Sports Board which is currently being implemented by Sport England for the North London sector.

##### *The Council's response*

This feedback is now incorporated within the revised Strategy and Action Plan.

#### 8.8 Strategy Development

##### *What respondents said*

A range of feedback was received under this heading. This included:

- A desire by external organisations to work more closely with the Council.
- The need to place more emphasis on environmental barriers which can reduce or prevent participation, e.g. better street lighting, safety concerns.
- That objectives were too vague and that priorities should be identified.
- A number of comments were received from the PCT with specific emphasis on the health related elements of physical activity.
- That the Strategy should identify a number of priority 'Focus Sports'.

#### *The Council's response*

- The Council's capacity to work more closely with external organisations will be extended by the recruitment of 2 new officers to the client side team. The planned focus of the officers' work will be to work in an enabling way with partners.
- Specific tasks to address environmental barriers are included within the Action Plan.
- The Strategy Objectives have been set to achieve synergy with the priorities of the Haringey Strategic Partnership. Within each objective, a series of more detailed tasks are included with identified targets/ performance measures, priority rating and timescale.
- The comments made by the PCT in respect of health related physical activity have been incorporated within the revised Strategy.
- It is not proposed to identify 'Focus Sports' at this time. 'Focus Sports' are identified for development in 2007/8 to enable a more thorough assessment to be made of the opportunities which this could offer.

### 8.9 Partnerships

#### *What respondents said*

Effective partnership was viewed as essential in order to achieve successful implementation of the Strategy. Partnership working should be extended to include provision for very young children.

#### *The Council's response*

The Council agrees with the view that partnership working is essential and that this will be the key challenge facing both the Council and its partners if Government targets are to be achieved for increasing physical activity.

Specific reference to the importance of play is now incorporated both within the Strategy and the Action Plan. However, this area is being addressed comprehensively in the emerging Haringey Play Strategy commissioned by Children's Services.

### 8.10 Schools

#### *What respondents said*

- Recognition of the Extended Schools' Strategy and Healthy Schools programme should be incorporated within the Strategy.
- The cost of using school facilities was perceived as a barrier to access.

#### *The Council's response*

- These have been recognised and incorporated within the revised Strategy and Action Plan.
- The cost of using school sports facilities may be addressed as part of the Building Schools for the Future programme.

### 8.11 Opportunities

#### *What respondents said*

- A number of respondents stressed the potential opportunity offered by the 2012 Olympics and Paralympics as a lever for inward investment and sports development.
- The current major investment programme in the Council's built leisure facilities should be referred to.
- The Learning and Skills Council London North identified further opportunities arising from its 3 year strategic plan which identifies sports related activity as a priority area for engaging young people.

#### *The Council's response*

- The Council views the Olympics and Paralympics as a major opportunity to improve voluntary sector engagement, inspire and motivate local residents and particularly young people to participate in sport and physical activity as well as securing inward investment.  
The Strategy has been amended to reflect this opportunity and it is now recommended within the Action Plan that a review be undertaken to identify and assess the impact and opportunities for the Borough with a priority to increase participation.
- Additional information has been incorporated within the Strategy in relation to the current £4.6m investment programme for built leisure facilities.
- The Priority identified by the LSC London North in its strategic plan for sports related learning is welcomed.  
As referred to previously within this report (section 8.5) it is now recommended that the further education sector be represented on the Sport and Physical Activity Board.

### 8.12 Resources

#### *What respondents said*

Lack of resources was viewed as a significant potential weakness in implementing the Strategy. Key areas where resource levels would be a fundamental issue were identified as being:

- Undertaking and co-ordinating community development work.
- The need for improved process to ensure that funding bids are strategic.
- The need to develop additional baseline information particularly to understand better how physical activity levels can be increased.
- As an obstacle to implementing high quality initiatives within the further education sector.

Additionally, Haringey Sports Council expressed the view that funding should be available to subsidise non Council run facilities as well as those directly provided by the Council.

*The Council's response*

The Strategy indicates that existing client-side resources within Haringey are currently low in comparison to some other boroughs. However, this is being partly addressed by the current recruitment of 2 additional officers.

Over the medium term, with the implementation of the recent review to establish a local leisure trust for the management of leisure facilities, subsidy could be redirected to target increasing overall participation levels and support to the voluntary sector.

### 8.13 Future Developments and Priorities

*What respondents said*

Additional information and analysis is required which focuses on identifying deficiencies in the provision of facilities arising from the Strategic assessment of sports provision undertaken by Atkins in 2003.

*The Council's response*

No assessment is currently being proposed to identify deficiencies in club/ voluntary sector structures. However, there are a range of actions incorporated designed to strengthen this sector.

### 8.14 Action Plan development

*What respondents said*

- Respondents acknowledged and supported the multi sector approach taken within the Action Plan.
- Stronger emphasis should be placed upon targeting low participating groups using traditional leisure facilities.
- Development and access to safe play/ sport/ activities should be given the highest priority based upon the high rate of accidents and injuries causing admission to hospital and fatalities amongst children and young people.

*The Council's response*

- Support from partners for the multi sector approach is welcomed by the Council. The physical activity participation targets set by Central Government are extremely challenging and can only be addressed through effective partnership working.
- The Council views it as a priority to address perceived low participation rates in the use of its facilities and is taking appropriate action, as identified in the Action Plan, to address this.
- The Council acknowledges the high priority accorded by health partners to the prevention of accidents amongst children and young people and will work with health and other relevant partner organisations in order to assess how accidents and injuries can be reduced.

A specific task has been incorporated within the Action Plan under Objective 5 to achieve this. Overall, the number of tasks contained within the Action Plan has been

reduced whilst the tasks that remain and the new tasks arising from the consultation process have been strengthened.

## **9. Key outputs and outcomes**

9.1 The Strategy will inform both the Council's and other agencies' improvement and development programmes, to improve service delivery and performance with a number of key outputs and outcomes sought, as set out below.

- Establish a new cross agency representative body for Sport and Physical Activity provision in the Borough, linked to the Haringey Strategic Partnership;
- Developed minimum local area based standards of facility and activity provision;
- To improve the quality of play provision;
- Establish a baseline for sports and physical activity participation in the Borough, and then seek incremental improvement towards national targets;
- To maximise the benefit and impact of the 2012 Olympics and Paralympics;
- To promote and encourage volunteering;
- Increase the use of the Council's leisure facilities by 25% over the next 3 years;
- Establish a Delivery Agency/Club Accreditation Scheme, linked to direct or indirect grant aid incentives and performance;
- Negotiated and implemented new Access and Programming Agreements with at least 7 secondary schools;
- White Hart Lane Community Sports Centre is developed as the Borough's primary sports development site with a sub regional role;
- To reduce accidents and injuries associated with participation in play and recreation;
- To review the evidence base for the introduction of a Borough wide G.P. Referral /Exercise on Prescription Scheme;
- Increased use of the Council's sports and recreational facilities, across all sections of the community;
- Increase resident satisfaction with the Council's sports and leisure provision, across all sections of the community;
- Attract both internal and external capital and revenue investment across all agencies;
- Review and develop a range of new and more relevant specific policies e.g. Pricing, Income Generation, and Subsidy;
- Achieve external recognition of good practice and performance e.g. Sport England National Benchmarking, QUEST;
- Switch subsidy from facilities management to partnership programmes and activity delivery.

## **10. Monitoring**

10.1 It is proposed that implementation of the Strategy is reviewed annually both through the Haringey Strategic Partnership, and within the Council's Service Business Planning process. Delivery performance will be tracked through a range of Best Value and local Performance Indicators and the Council's Performance Management Review programme.

### **10.2 Best Value Performance Indicators**

- BVPI 119 – MORI Resident Perception Survey (3 yearly)
- BVPI (New) – Physical Activity Participation (3 yearly)
- BVPI (New) – Volunteering participation
- BVPI (New) – National Benchmarking (value for money/ cost and quality)

- BVPIs – Health, Children’s Services, Community Safety, Social Services (Adults).

### 10.3 Local Performance Indicators

- LBH Residents Survey – Satisfaction (annual)
- Sports Centre User Survey – Satisfaction (annual)
- Sports & leisure use – Usage data (monthly)
- Eazycard Memberships (Premium + Concessionary) – sales data (monthly)
- Equalities user satisfaction and usage (annual)
- Revenue spend per User Visit / Resident (annual)
- External capital and revenue funding secured (annual)
- Customer Feedback – Response Compliance and Categories (monthly)
- Revenue Monitoring /cash limit (monthly)
- Grant aid monitoring

## 11. Financial Implications

11.1 The existing revenue and capital base budget for sports and leisure reflects a recently approved significant level of investment in new health and fitness facilities, wider refurbishment and enhanced management capacity. The Council has also been successful in attracting external investment in improved provision, such as Barclays/ Football Foundation, Sports Lottery, Regeneration Programmes, London Marathon Trust and the Neighbourhood Renewal Fund. Significant funding is also identified, in the Building Schools for the Future programme, for improvements to secondary schools’ sports facilities. Clearly the implementation of the Strategy will raise specific additional demands for resources, which the Council will need to consider within its core planning and budget setting processes. The current Capital Strategy and Asset Management Plan also encourages the pursuit of external funding, which will remain a key feature of developmental work.

## 12. Equalities Implications

12.1 Equalities considerations are embedded in the Strategy, reflected in the vision and objectives, the action plan, performance measures, and outcomes.

12.2 The objectives recognise diversity and need whilst also reflecting aspirations around access and social inclusion and cohesion. The action plan includes a number of proposals targeting disadvantaged communities, and performance measurement includes Equalities Usage and Satisfaction indicators.

12.3 Following feedback from respondents, additional reference has been incorporated within the Strategy to reflect the importance of equalities issues. The Action Plan targets/ performance measures have been developed to ensure a strong focus on equalities implications.

## 13. Comments of the Director of Finance

13.1 Members have recently approved a capital investment programme for health and fitness facilities and refurbishment of leisure centres amounting to £4.6m phased mainly over the three years 2005/06 to 2007/08, primarily funded via prudential borrowing. A base budget revenue investment of £900k was also approved for 2005/06 as part of the Council’s budget setting process. Furthermore the Council has been successful in obtaining external funding from a number of different sources to support investment in sports and leisure services. The award of the Olympics and

Paralympics will bring further opportunities for external funding and external finance will continue to form a key element of future investment to develop services and increase participation.

- 13.2 The Strategy and Action Plan must generally continue to be funded from within approved revenue and capital budgets including approved external funding. Any specific additional demand for resources arising from proposals contained in the Strategy will need to be considered and approved by members before they can be implemented.

#### **14. Comments of the Head of Legal Services**

- 14.1 The Head of Legal Services notes the contents of the report and does not have any comments at present but should be consulted on the specific projects/initiatives set out in the report. The Council must comply with its Constitutional and legal requirements in the procurement or award of any contract and in regard to any future partnering or working arrangements it wishes to create or enter into.

#### Appendices

1. Sport and Physical Activity Strategy Stage 2 Consultation results.
2. London Borough of Haringey Sport and Physical Activity Strategy.
3. Sport and Physical Activity Strategy Action Plan.