

**Report for:** Cabinet 18<sup>th</sup> June 2019

**Title:** **Physical Activity and Sport Strategy 2019 - 2023**

**Report authorised by:** Stephen McDonnell; Director for Environment and Neighbourhoods

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**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Key

**1. Describe the issue under consideration**

- 1.1 Cabinet is asked to approve the Haringey Physical Activity and Sport Strategy 2019 – 2023. This strategy sets out the borough’s vision, mission, aims and objectives for increasing rates of physical activity over the next four years.
- 1.2 The Physical Activity and Sport Strategy 2019-2023 is a refresh of the Physical Activity and Sport Framework 2015-2019. The new strategy has built on the original vision, aims and objectives and has been revised after consultation and consideration of the updated local, national and regional picture.
- 1.3 Two key actions arising from the outgoing 2015 – 2019 Framework were the need for an objective appraisal of the borough’s outdoor and indoor sport and play facilities. Thus, this report also asks Cabinet to approve two key documents that support the overall strategy. These are the Outdoor Sports and Play Facility Framework 2016 – 2026 and the Indoor Sports Facility Strategy 2018 – 2028. In summary, these documents outline the priority lists for capital investment into sport and play over the coming years and the evidence base to support these priorities.

**2 Cabinet Member Introduction**

- 2.1 I am delighted to ask Cabinet colleagues to support the adoption of the new Haringey Physical Activity and Sport Strategy. The strategy builds on the work that the Council and our wide range of partners and stakeholders have contributed to in recent years.
- 2.2. The vision of the Strategy sets out to create and embed a culture of activity so that Haringey becomes one of the most active and healthy London boroughs. This aspiration is echoed throughout our new Borough Plan. The work to increase physical activity rates and reduce inactivity is vitally important for the borough, as being sufficiently active contributes significantly to the physical and mental health of our residents and supports a vibrant and confident community.

This in turn improves the economy of the borough through savings on health and social care and improved skills, attendance and performance at work.

- 2.3** Achieving our vision requires a step change in the way that we do things across the borough. Creating a culture of physical activity requires us to transform attitudes, behaviours and opportunities. It also requires us to tackle some of the stark and deep-rooted inequalities that exist between different demographic groups and the east and west of our borough. Our success relies on all partners buying in and pushing together towards the same vision so that we are continuously thinking, planning and incorporating activity into all aspects of the everyday lives of our communities. By working collaboratively and cooperatively, together we can, and will, ensure that all our residents have the encouragement, opportunity and environment they need to lead healthy, active and fulfilling lives.

### **3 Recommendations**

**3.1** It is recommended that Cabinet approves:

- 1) The Physical Activity and Sport Strategy 2019 – 2023 as set out in Appendix 1;
- 2) The two supporting facility strategies; The Outdoor Sports and Play Facilities Framework 2016 – 2026 and the Indoor Sports Facility Strategy 2018 – 2028 as set out in Appendix 2 and Appendix 3;
- 3) The governance arrangements detailed in 6.24 and 6.25.

### **4 Reasons for decision**

- 4.1** In approving the Physical Activity and Sport Strategy the Council sets out a positive vision and clear way forward to achieve much improved rates of physical activity amongst our residents.
- 4.2** Currently Haringey experiences average rates of physical activity compared to the rest of London. According to Sport England's annual Active Lives Survey rates of activity have improved since the development of the 2015 -19 strategy. However, we can do better, particularly in the east of the borough where rates tend to be much lower.
- 4.3** The clear correlation between meeting physical activity recommendations (a minimum of 150 minutes of moderate intensity physical activity weekly, along with strengthening activities) and good health cannot be emphasised enough. Not meeting physical activity recommendations increases an individual's chances of having a major long term condition and an early death.
- 4.4** Physical inactivity is the 4<sup>th</sup> leading risk factor for death in the world, according to the Lancet and recent scholarly articles have demonstrated evidence that it may be as dangerous as smoking. At present, over one fifth of Haringey adults are *inactive*, meaning they do less than 30 minutes of weekly activity at moderate intensity each week. It's critical that, as a borough and a place to live, we provide an offer that encourages and enables this cohort to build activity into their daily lives.

- 4.5 On the positive side if someone is physically active the benefits include improved academic achievement and a reduction in:
- The risk of Coronary Heart Disease and Stroke by 35%;
  - The risk of diabetes by 50%;
  - The risk of developing mental health conditions and dementia by 30%;
  - The likelihood of loneliness and social isolation;
  - Involvement in anti-social behaviour and crime.
- 4.6 Alongside having happier healthier residents, if physical activity increases, there is a substantial knock on to the public purse. It is estimated that the annual cost of physical inactivity in Haringey, related to just four long term health conditions, is £3.8M.
- 4.7 Placing physical activity at the heart of place shaping leads to safer more engaged communities. This can be achieved through ensuring people feel safe in public spaces through good design and open space activation as well as using sport as a positive diversionary tool amongst people vulnerable to risky behaviours through targeted interventions.
- 4.8 Sport England's 'Economic Model' demonstrates that physical activity and sport contribute significantly to our local economy through the 'Gross Value Added' measure. This measure, calculated in 2013, concluded that £87.5m per annum was added to economy through sports related activity. Included in this figure is the value of around 2,500 sport related jobs in Haringey and sports volunteering which contributes £42.7m to the Haringey economy.
- 4.9 Increasing physical activity also has direct benefits for the local environment. For example, increasing the number of journeys taken on foot and by bicycle will lead to reduced traffic and an improvement in air quality and the overall environment.
- 4.10 The overall refreshed strategy is the underlying document that supports the two facility strategies. All three documents need to be adopted to give visibility for residents and external funders to have confidence in the borough's ability to work collaboratively in a range of ways to increase physical activity.
- 4.11 The two supporting documents provide a sound policy and evidence base from which the borough can plan for and provide new and refurbished sport and play facilities over the next 5 to 10 years.
- 4.12 The Outdoor Sport and Play Facilities Framework and the Indoor Sports Facility Strategy also both substantially assist the borough to provide an evidence base to unlock external funding for facility developments. Indeed, without these documents, many external funding routes such as Sport England, would be closed to the Council and to community partners such as sports clubs.
- 4.13 These strategic documents are a requirement of the governments National Planning Policy Framework Paragraph 73 which states: 'Access to high quality open spaces and opportunities for sport and recreation can make an important

contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required’.

## **5. Alternative options considered**

### **5.1 Do nothing**

The only alternative option considered was not to have a Physical Activity and Sport Strategy and the accompanying documents. If this option was pursued, the borough would suffer from not having a clearly articulated strategic position around increasing physical activity.

5.2 Without this strategy and the accompanying documents the borough would also struggle to lever in external funding. For many external funders, such as Sport England and national governing bodies of sport, having a clear strategic position, evidence base and priority lists of facility projects that contribute to increasing physical activity, is a fundamental prerequisite before funding applications will be considered.

5.3 While there is no magic bullet to improving rates of physical activity, we can be certain that without a policy to give direction to the Council, partners and stakeholders, activity rates will not increase and indeed are likely to worsen.

5.4 As detailed in section 4, increasing physical activity delivers a multitude of health, social, environment and economic benefits and it is therefore imperative that the borough approaches this challenge in a robust and coordinated manner.

## **6. Background information**

### **Outgoing Strategy and Achievements**

6.1 The outgoing strategy was developed after significant consultation exercise. Three key aims and ten objectives set the framework for subsequent annual Action Plans.

6.2 Achievements of the outgoing strategy can be summarised as;

- Better and more opportunities for older people to be active e.g. Silverfit at Lordship Recreation Ground;
- Resources and efforts committed to improving rates of both recreational walking and walking for travel purposes. Walking is the most egalitarian form of exercise and may account for some of the borough’s improving rates of physical activity;
- Leisure centre participation has increased by almost 55% to well over a million visits per annum. This includes significant increase in target group participation, on the back of the £20M+ facility investment by the operator, Fusion Lifestyle;

- More schools committing to and achieving better active travel to school rates (68 School Travel Plans of which 38 are Gold);
- Adoption by Planners and Regeneration of the principles of Healthy Streets for future urban development in Haringey;
- Refurbished playgrounds and improved facilities for sport developed or in development e.g. Finsbury Park Anniversary Playground and Stationers under 8's Playground;
- More park activation e.g. Junior Park Run at Priory Park;
- A greater focus on children's play e.g. the Weekend of Play campaigns.

## Haringey Physical Activity Rates

- 6.3 As can be noted in Table 1 below, in Haringey we have both reduced inactivity and increased physical activity over the period of the last strategy. Clearly, this is to be celebrated but of concern is that Haringey is ranked only 15<sup>th</sup> out of the 33 London boroughs in terms of adult activity and inactivity rates. Further to this, in the east where deprivation is greatest in the borough, there is a clear correlation with low rates of physical activity.
- 6.4 The new strategy looks to tackle these disparities through the adoption of the Whole Systems Approach with an emphasis for resources to be focussed in the east of the borough.

**Table 1: Key Performance Indicators**

KPI	2014 Benchmark	2019 Target	Latest Data	Variance
Reduce the % of physically inactive adults who do not meet 30mins PA p/w target by 1% per annum	29%	24%	21.9%	- 7.1%
Increase the rate of physical activity (150+ mins per week)	58%	63%	65.3%	+ 7.3%
Increase the rate of 1x30 sports participation	38.4%	43%	44.4% (15/16)	+ 6%
Increase the rate of sports volunteering x 2 pa	8.3% (May 16)	N/A	12.2% (May 17)	+ 3.9%
Reduce children's obesity levels in Reception and Year 6	22.7% (R) 39.4% (Y6)	N/A	22% (R) 36.7% (Y6)	- 0.7% (R) - 2.7% (Y6)

## National and Regional Context

- 6.5 Since the last strategy was developed the Department of Culture Media and Sport (DCMS), Sport England and the Mayor of London have released new strategies. Nationally, the most fundamental shift in strategic direction can be summarised as a move away from a 'sport for all' approach to developing a

more productive, sustainable and responsible sports sector that works to ensure that people from every background regularly and meaningfully engage in sport and physical activity. In ensuring this, behaviour change is seen as fundamental, positive contributions must be demonstrated to the five outcomes the government is seeking from the physical activity sector:

- Physical wellbeing
- Mental wellbeing
- Individual development
- Social and community development
- Economic development.

6.6 The Mayor of London's strategy – Sport for All of Us – supports his long-term vision to make London the most active and socially integrated city in the world. There is a strong component within the strategy to use sport for social change. This is demonstrated most clearly here in Haringey with our selection as one of only three London boroughs to be part of the 'Laureus Sport for Good Foundation's; Model City Project'. Model City is a key project within the Mayor's Sports Unites Programme. This project focusses on reducing inactivity levels in the east of the borough, through a community led collaborative approach.

6.7 There has also been a stronger emphasis in recent strategies around getting everybody active every day through design. By looking to 'design in' opportunities for physical activity within our communities and built environments it is hoped that moving more will naturally become part of the routine of everyday life.

6.8 Furthermore, the evidence base around the benefits of physical activity has increased substantially since 2014 and the wider benefits of physical activity for good mental and physical health, as well as substantial evidence that undoubtedly proves the wide ranging social benefits that regular physical activity and sport delivers.

6.9 Changes to the Governments National Planning Policy Framework (NPPF), places a greater emphasis on access to high quality open spaces and opportunities for sport and recreation making an important contribution to the health and well-being of communities. Thus, planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision.

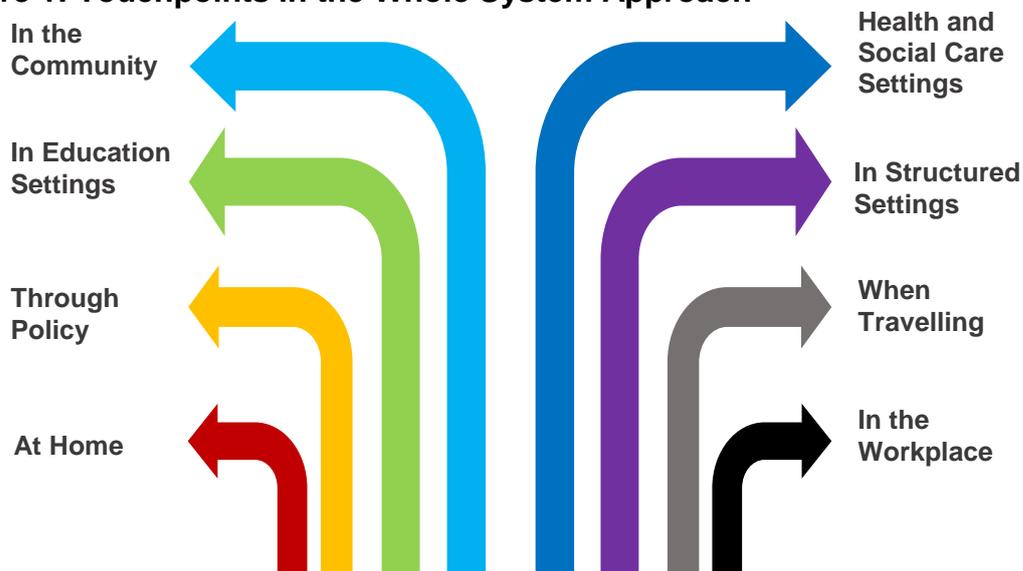
### **Whole Systems Approach**

6.10 As the Physical Activity and Sport Strategy describes, to achieve sustained improved rates of physical activity, will require a Whole Systems Approach with initiatives that set out to tackle the underlying behaviour patterns that contribute to people not being active.

6.11 The Whole Systems Approach recognises that tackling inactivity and raising activity levels requires changing the culture, opportunities, infrastructure and policies of our borough. We need all parts of the system, from home, school, health care settings, the workplace, and the built environment, to provide opportunities for physical activity. To support this, action needs to be multi-agency and co-ordinated.

- 6.12 Figure 1 succinctly illustrates this approach. The activity levels of any given individual are influenced by lots of different factors that surround them. It is beyond the control of their own motivation, a single policy or a sports programme.
- 6.13 To really change how active a person, or a community is, all those influencing factors need to work coherently as a ‘system’ around that person or community.
- 6.14 The physical activity and sport sector has spent a lot of time trying to understand why residents are not active. We have spent less time analysing whether the system that surrounds them is failing to normalise activity and build it into the fabric of everyday life.
- 6.15 In truth – we need to understand and work with individuals (tapping into their motivations and removing barriers) and improving the support and the opportunities available from the ‘systems’ that impact on their everyday lives.
- 6.16 Below we have identified the different touchpoints – the parts of the overall system that can influence behaviour and activity – whether incidentally or deliberately.

**Figure 1: Touchpoints in the Whole System Approach**



### Financial Context

- 6.17 The funding to support this strategy is contained within several different budgets across the Council. The work is further supported by external stakeholders such as the NHS as well as a substantial amount of external funding drawn down by both the Council and our stakeholder and partners. There are no plans to alter this substantially.
- 6.18 Council Revenue:

Within the Environment and Neighbourhoods Directorate, revenue budgets support the Leisure Contract as well as community physical activity enabling and intervention programmes and work to increase active travel. This is complemented by Public Health budgets for the 'Active for Life' programme and other interventions. Other budgets across the Council e.g. the CYPS holiday programme funding, also play an important part to increase physical activity.

6.19 Capital:

There is an ongoing commitment of £230k per annum capital for 'Active Life in Parks' programme to upgrade play and sport facilities. Where possible the Council's allocation is supplemented by external funds. Since 2016 the borough's outdoor sports and play facilities have profited from improvements financed by c£1M of external funds and event income as well as £500K of internal capital.

6.20 Additionally, there are currently specific project approvals for the Bull Lane Football Development Project for £3.6m (£1.3M from the Council and the balance potentially from the Football Foundation) and the Down Lane Park multi-use games area project (£420k from Section 106 and Section 278 funding) which have been agreed and are separate capital allocations to the 'Active Life in Parks' capital budget.

6.21 Capital funding for sports infrastructure projects, over and above those in the allocations outlined above, are subject to separate financial applications and other due diligence. For example, a very high priority for the borough as evidenced in the Indoor Sports Facility Strategy is the building of Leisure Centre in Wood Green. This project will be considered by Cabinet in due course in a separate report detailing the health and social benefits of this project as well as the financial considerations.

### **Consultation**

6.22 The views gathered as part of both consultation exercises have shaped the vision, mission, aims, objectives and goals set out within the new Strategy. The recent consultation exercise that informed the development of the Strategy included the following elements:

6.23 The views gathered as part of both consultation exercises have shaped the vision, aims, objectives and actions set out within the new Strategy. The recent consultation exercise that informed the development of the Strategy included the following elements:

- In depth conversations with four individuals (NHS, Children's Services, Community Safety and Regeneration) who were identified as key partners and stakeholders in the delivery of physical activity;
- Distribution of an online survey to sport/physical activity clubs and community organisations, national governing bodies of sport (NGBs), schools, education providers (schools and FE colleges) and public health professionals. In total, 25 sport/physical activity clubs and community organisations, 11 national governing bodies for sport, 11 education providers and 2 public health professionals responded to these surveys;

- A workshop to check and challenge the emerging vision, aims, objectives and actions and identify areas they thought would have the greatest impact. Around 50 individuals representing a wide range of organisations attended this event.

## **Governance**

- 6.24 The two facility documents are reviewed annually by the two associated Steering Groups (made up of key stakeholders including Property, Public Health, Parks, Active Communities, Homes for Haringey, Sport England and relevant national governing bodies of sport). The Cabinet Member for Environment signs off annual priorities for investment regarding outdoor sports and play facilities. Likewise, any relevant changes to the priority list for indoor sports facility investment is signed off by the Cabinet Member for Civic Services.
- 6.25 Implementation planning for the Physical Activity and Sport Strategy takes place annually and is owned by the Haringey Active Network (HAN). The HAN is a cross cutting partnership body. This is in line with the Whole System Approach adopted in the Strategy, and the wide ranging actions that arise from this. The HAN reports on an annual basis to the Health and Wellbeing Board and as required to the Place, Economy and People Theme Boards of the Council.

## **7. Contribution to strategic outcomes**

- 7.1 The Haringey Physical Activity and Sport Strategy 2019 -2023 supports three Themes within the Borough Plan 2019-2023 – People, Place and Economy.
- 7.2 People Theme: *Our vision is a Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential.* The Physical Activity and Sport Strategy will contribute to specific Outcomes within this Theme including;
- Ensuring children have the best start in life e.g. attractive playground facilities;
  - All children in the borough will be happy and healthy as they grow up e.g. an accessible and fun holiday programme;
  - All adults are able to live healthy and fulfilling lives, with dignity, staying active and connected in their communities e.g. concession pricing to the leisure centres and community programmes such as Silverfit.
- 7.3 Place Theme: *A place with strong, resilient & connected communities where people can lead active and healthy lives in an environment that is safe, clean and green.* The Physical Activity and Sport Strategy will contribute to specific Outcomes within this Theme including;
- A healthier, active and greener place e.g. more activation of parks spaces through programmes such as Park Run;
  - A cleaner, accessible and attractive place e.g. capital improvements to play and sport areas such as the Brunswick Park upgrade;
  - A proud resilient, connected and confident place e.g. working with the Laureus Model City Project in east Haringey to develop community led and community based sports programmes.

- 7.4 Economy Theme; A growing economy which provides opportunities for all our residents and supports our businesses to thrive. The Physical Activity and Sport Strategy will contribute to specific Outcomes within this Theme including;
- A borough where all residents have access to training and skills development opportunities and more people are supported into work e.g. enable sports coaching qualification training, work with Fusion to ensure local people access leisure centre jobs;
  - Investment with local people at its heart, focussed on Tottenham and Wood Green e.g. investment in the Bull Lane Football Centre Project and the Wood Green Leisure Centre.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

**8.1 Finance**

The adoption of the strategies in the recommendation does not have any direct financial implications.

The current capital programme has elements that support this strategy. There is an ongoing commitment of £230k p.a. for Active Life in Parks. Additionally, there are specific project approvals like Bull Lane MUGA for £3.6m and Down Lane MUGA £420k which are agreed on a case by case basis.

The monitoring of the financial expenditure for agreed capital projects supporting these strategies is included in the regular council wide capital monitoring procedures.

**8.2 Procurement**

Procurement notes that the reports seeks approval of the Haringey Physical Activity and Sport Strategy 2019 – 2023.

Consideration should be given how the strategy will be implemented with external suppliers and ensure that spend is compliant with contract Standing Orders.

Procurement does not have any concerns over this strategy.

**8.3 Legal**

The Assistant Director of Corporate Governance notes the contents of the report.

The Council has a duty under section 2B of the National Health Service Act 2006 to take such steps as it considers appropriate for improving the health of the people in its area. These steps include providing information, advice, services, facilities, financial incentives, grants and loans.

Pursuant to section 19 of the Local Government (Miscellaneous Provisions) Act 1976 the Council has power to provide such recreational facilities as it thinks fit, including indoor and outdoor facilities, buildings, equipment, supplies and assistance of any kind.

The Assistant Director of Corporate Governance sees no legal reasons preventing Cabinet from approving the recommendations in the report

## 8.4 Equality

The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

The decision is to approve the Haringey Physical Activity and Sport Strategy 2019 – 2023, the overarching objective of which is to increase rates of physical activity in the borough over the next four years. We know that there are inequalities around physical activity. For instance, we know that women, older people, BAME residents, transgender people, and parents of young children are less active on average than other residents.

Moreover, we know that physical inactivity has disproportionately negative impacts on certain groups. For instance, physical inactivity is more likely to have long-term effects for children and may worsen health outcomes for older people and those with some long-term health conditions and/or disabilities.

Conversely, we know that physical activity has positive impacts in relation to equalities. Participation in sport and physical activity can help prevent and reduce health inequalities experienced by those with protected characteristics and, where participation is characterised by interaction between diverse social groups, can help foster good relations between communities.

By seeking to increase physical activity in Haringey, the strategy enables the Council to meet its Public Sector Equality Duty by eliminating discrimination in terms of health outcomes and access to opportunities to participate in physical activity; by advancing equality of opportunity to participate in physical activity by taking an inclusive approach that meets the needs of all residents; and by fostering good relations between communities through shared facilities.

The full equality impacts of the decision are set out in an Equalities Impact Assessment.

## 9. Use of Appendices

Appendix 1: Haringey Physical Activity and Sport Strategy 2019-2023

Appendix 2: Haringey Outdoor Sports and Play Facilities Framework Summary 2016 – 2026

Appendix 3: Haringey Indoor Sports Facility Strategy Summary 2018 - 2028

10. **Local Government (Access to Information) Act 1985**

Background Documents

10.1 Haringey Physical Activity and Sport Framework 2014 – 2019

10.2 Haringey Outdoor Sports and Play Facilities Framework 2016 – 2026, incorporating the Haringey Playing Pitch Strategy

10.3 Haringey Indoor Sports Facilities Needs Assessment and Strategy 2018 -2028

10.4 Equalities Impact Assessment for the Physical Activity and Sport Strategy 2019 -2023.