

Appendix 7

Issues, challenges and priorities

Introduction

- 4.1 In the previous sections of this report we have provided an overview of the key drivers for the strategy, the context within which the strategy will need to be delivered and an overview of the current provision. In this section of the report we summarise the key issues, challenges and priorities for the strategy to address. We do this based on a 'business appraisal' approach – put simply a review of the readiness or suitability of current structures to address the agreed Strategy Themes in the context of the current picture and key strategic context. We draw on the research completed, and consider the results in relation to the strategy scope as driven by the strategy themes and challenges identified in the original brief.

The Strategy Themes

- 4.2 In undertaking our research to develop the strategy, we tested the support for the proposed themes (highlighted in the introduction to this report on page 1) through a number of consultation exercises. Specifically we sought to establish whether the themes reflected the key priority areas where effort should be placed. Both the initial planning workshop and stakeholder questionnaire involved 'voting' on these themes, an opportunity to question their relevance and an ability to shape revised themes to shape the scope of the strategy. We also considered whether there was a common understanding of the themes and the extent to which progress in delivering action could be easily measured.
- 4.3 We found widespread support in general for the strategy themes in relation to the priority areas on which they focused. Some feedback was received relating to clarity of some themes, potentially misleading wording, and the ability of wider stakeholders to gain a clear view of what the strategy is trying to achieve. As a result the seven themes were re-worded as detailed in the figure below.

Figure 1 - Revised Strategy Themes

Revised Strategy Themes
Using physical activity for both the prevention and management of ill-health
Improving access and choice for the whole population
Maximising the use of 2012 to promote physical activity
Maximising the use of planning policy in providing for sport and physical activity
Building and maintaining an effective multi-agency delivery system for sport and physical activity
Providing a network of appropriate places and spaces for sport and physical activity
Maximising the impact of all resources

- 4.4 These themes provide the framework for the strategy. Although they broadly cover the same priorities as those originally proposed, community safety is not as explicit within one single theme as was originally proposed. This is not because it is not seen as important, but instead it underpins many of the themes, particularly priorities around providing a network of appropriate settings for physical activity and improving access.

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- 4.5 We summarise the issues, challenges and priorities relating to each one in the remainder of this section of the report.

Cross cutting issues

- 4.6 We identified **communication, information, evaluation** and **community safety** as four ‘cross-cutting’ issues which underpin all of the strategy themes. These are very much inter-linked, and cannot necessarily be addressed in isolation. For example, effective communication is required to share information and maximise learning from evaluation. Addressing these cross-cutting themes is critical to successfully developing and delivering focussed actions to address the seven strategy themes. Recommendations relating to these cross-cutting themes are made within our discussion on each theme.

Communication

- 4.7 Poor communication was highlighted by many of the stakeholders we consulted. In addition, it became apparent during the course of our research that many of the Council services and teams involved in providing sport and physical activity provision did not communicate regularly. In defining ‘poor ‘ communication’ we are referring to internal and external communication – that is, how stakeholders communicate among themselves, how different agencies, organisations and wider partners communicate, and how key messages about sport and physical activity are communicated to the intended beneficiaries (i.e. local residents).
- 4.8 Through our research we identified a number of ‘structural’ issues affecting communication. For example, internally within the Council there is no Sport and Physical Activity ‘Group’ to provide a communication or decision making structure for all the internal partners. This is despite the significant number of services and teams from across directorates involved in planning, managing, delivering or maintaining services and facilities. Although some of the key players are represented on CSPAN, their role takes on a different slant if the ‘internal’ Council effort is not joined up.

Information

- 4.9 In undertaking our audit we discovered that there is generally poor information about the nature of the sport and physical activity opportunities that are currently provided. For example, information on the Active Places Website is out of date and no comprehensive database of physical activity within parks exists. There is no comprehensive shared audit of wider sport and physical activity schemes operating across the Borough, no central database of coaches and no funding directory. A review of the Council website also reveals limited information about some of the provision offered and an initial ‘audit’ of relevant datasets and information held by stakeholders revealed few comprehensive and up to date sources of information. Information that is available is not stored or presented in one place or easily accessible. Consultation with sports clubs also highlighted issues with information, in terms of both quality and availability.
- 4.10 A lack of good quality, accurate and accessible information has an obvious ‘knock-on’ effective. It curbs the potential for signposting potential participants to suitable activities; it limits the promotion of current provision. Arguably it skews other findings, including views about levels of provision and choice – i.e. there could be sufficient provision and choice, but a lack of information about availability leads to a perception of under-provision.
- 4.11 As with issues around communication, and evaluation covered below, we make a number of recommendations around information within our summaries for each of the seven themes.

Evaluation

- 4.12 We found little evidence of effective evaluation across the services, programmes and initiatives currently provided. Few evaluation or impact assessment research reports were available to review as part of our desk research. We found much of the performance data available is output focused. That

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- is, targets, and 'performance' data relates to volume of service, such as the number attending services or projects rather than the 'outcome' of their attendance. As a result, although many services, projects and initiatives operated have targets, they do not often relate directly to the aims or core objectives.
- 4.13 Few services or programmes appear to have a structured evaluation framework which provides a suite of performance and progress indicators to capture the inputs, activities, outputs and outcomes. Indicators and data collected do not necessarily provide meaningful information about the impact in relation to the aim or core objective of the service. There is no ability to identify causal link (i.e. the impact of additional inputs such as resources on delivering higher levels of outputs and outcomes).
- 4.14 An example where local evaluation is potentially lacking is around the causes of changes in the Active People Survey results. Participation (as measured by KPI1) has increased by 4% against a trend of slight decreases in other neighbouring areas. The result is clearly positive, but there is a lack of clear evidence or learning from local evaluation to determine what has led to the increase.
- 4.15 We also found little evidence that examples of effective practice and other key learning is shared between different deliverers. There is some ability to share through CSPAN meetings, but no formal structure set up to facilitate this.
- 4.16 Additionally, we are aware from other work we are undertaking of the significant resource expended on pilot schemes or short term projects to test new approaches to increasing participation. National programmes such as the Big Lottery Fund Wellbeing Programme, and the Way of Life Programme (run by the Big Lottery Fund in Wales) have been established in part to test new models, delivery methods and ways of working to deliver increased participation among a range of target groups. Evaluation and learning from these programmes are core priorities for the Big Lottery Fund and regular evaluation reports are available for review. Similarly, a number of national programmes, such as the Active England Initiative and Community Club Development Programme funded by Sport England have been subject to ongoing and final evaluations. It is important to digest the key learning from these evaluation exercises, and interpret what the key messages mean for sport and physical activity in Southwark. More locally, the Sport Action Zone operating across North Lambeth and Southwark was set up as part of a network of initiatives to 'trial test' different approaches to engaging deprived communities in sport and physical activity. Little evidence was collated to demonstrate the learning from the local SAZ has informed current programmes and initiatives. **We recommend that CSPAN adopts a more formal approach to using the learning from national, regional and local evaluations.** This could involve delegating the role to a sub-group or individual member and ensuring regular opportunities for sharing learning across the CSPAN membership is facilitated through meetings. This is key to delivering the CSPAN objective to *use local, national, and international evidence* in planning and prioritising projects and funding.

Community safety

- 4.17 'Safety' appeared as part of one of the original themes. However, we recommend this is not included as a discrete theme, partly because this implies sport has a key role in contributing to community safety. Although this could well be the case (many projects successfully use sport and physical activity as diversionary activities for example), it detracts from the idea that community safety is a barrier to sport and physical activity. For many popular activities, and those that can easily be promoted (walking, cycling, jogging for example), low fear of crime and a feeling of 'safety' is key to increasing participation. Community safety is therefore a cross-cutting issue – it underpins many of the recommendations made across the seven themes.

Issues, challenges and priorities for the Seven Themes

- 4.18 We report the findings of in relation to each of the seven themes in the remainder of this section. These relate to the issues, challenges and priorities emerging from an appraisal of the current provision. In some cases issues and priorities relate to more than one of the themes. There is also a natural relationship and inter-dependency across the themes. For example, getting the planning policy right will potentially lead to an improved network of places and spaces for sport and physical activity. It is therefore important that in developing a detailed action plan, all of the themes are addressed.

Using physical activity for both the prevention and management of ill-health

- 4.19 This theme recognises the importance of sport and physical activity in contributing to existing and emerging strategies for preventing and managing ill-health. Any recommendations or actions relating to this theme need to align with the emerging strategies, particularly the Health Inequalities Strategy and Healthy Weight Strategy.

Limited co-ordinated research on where physical activity can make the greatest impact on ill-health

- 4.20 A physical activity needs assessment has been commissioned. The results of this study will provide detailed guidance on the target audiences (population groups and geographic areas) where physical activity can make the greatest contribution to tackling ill-health. **We therefore recommend that the findings of this study are used to target resources and action under this theme.**
- 4.21 **We also recommend use of the Market Segmentation Data and mapping, Active Peoples results (when sub-group statistics are available) and alongside the results of the physical activity needs assessment to target specific projects** – those where there is overlap or synergy are clear targets where resources are likely to have the greatest impact. Several of the issues also apply when targeting specific initiatives.
- 4.22 **Additionally it is recommended that predictive modelling is used to gauge the potential impact of physical activity on different conditions for the Southwark population.**

Childhood obesity statistics show Southwark has the highest prevalence of childhood obesity in England

- 4.23 The National Child Measurement programme report summarises the results of the Government's national programme of weight measurement in children. It highlights the prevalence of 'underweight', 'healthy weight', 'overweight' and 'obese' children in Reception (aged 4-5 years) and Year 6 (aged 10-11 years). The national results show that 22.6% of children are either overweight or obese. The results on a local level show Southwark has the highest prevalence of childhood obesity in the country. Over 27% of Reception aged children and more than 40% of Year 6 children are overweight or obese.
- 4.24 On the basis of this, **we recommend the development and piloting of more family based programmes. It is also recommended that the new SSF schools should be a focus for healthy living themed programmes.**

Potentially low awareness of the key health messages around physical activity

- 4.25 There is little intelligence available around the levels of awareness or attitudes among the general population of the key messages and recommendations for physical activity. This limits the potential to target specific populations, or tailor messages so they are more bespoke for the target audience. Some information will be available through the GP Physical Activity questionnaire linked to the walks programme. Gathering more detailed information about awareness is important. It will affect resource allocations. Put simply, resources expended on creating additional participation opportunities will potentially be ineffective if there is a lack of awareness or poor attitude. **It is recommended that some wider survey work could be undertaken to inform this.** Using the local citizens panel may be a viable option to collect a representative sample of views.
- 4.26 There was strong support from non-health stakeholders for the inclusion of this theme as a focal area for future action. The Healthy Weight strategy and other health driven strategic plans and frameworks clearly identify the value of physical activity. However, some stakeholders highlighted potential issues with aligning too much of what is provided with health improvement. Ill-health is undoubtedly a reason why physical activity should be promoted, but it is not necessarily a driver for non-participants. For

many non-participants, health improvement could be less of a driver than other motivations, such as the social benefits. **The Market Segmentation data produced by Sport England highlights key motivators for some groups and should also be used to aid programme and project development.**

Alignment with Health led strategies

- 4.27 We are aware of the emerging strategies to tackle health inequalities and the healthy weight agenda. In the case of the Healthy Weight Strategy key workstreams and mechanisms for dealing with issues and challenges. Many of these require the use of physical activity alongside other types of intervention, and in particular healthy eating related ones. Arguably to be effective in both the treatment and prevention of ill-health, physical activity needs to be aligned with a range of healthy living initiatives.
- 4.28 We make some recommendations later in this report, specifically in regard to the potential use of planned new Southwark Schools for the Future sites and other non-traditional facilities in providing health focused provision.
- 4.29 We highlighted a number of draft and emerging health related strategies within the context review section of this report. These highlight a collective approach to delivering programmes and services around the prevention and management of ill-health. This collective approach will rely heavily on a consistent understanding of the objectives, priorities and mechanics of these strategies.

Limited review and evaluation of current health management programmes

- 4.30 The PCT, together with Fusion Lifestyle operate the GP referral scheme across the Borough. Although we have not reviewed data from the scheme relating to take-up, retention or impact in participation habits we believe the scheme operates effectively. However, the scheme appears to be modelled on a traditional fitness facility based approach. Although this offers a safe controlled environment for activity, **we recommend reviewing the core GP referral offering in the context of the demographics of the borough, market segmentation data and the potential to offer a greater range and choice of GP referred activity.** This will rely on addressing priorities highlighted across the other strategic themes. In theory better information about current provision, its quality, suitability and access will improve the ability to develop arrangements with other providers. There is potential to explore a range of parks based activities for example, together with the promotion of active travel (cycling and walking). Later in this chapter we also identify the potential to develop more provision linked to libraries. **We also recommend maximising the use of the new facilities developed through the Southwark Schools for the Future programme (SSF) for health related programmes.** In terms of reviewing programmes, our recommendations made earlier in this report in relation to evaluation are also relevant.

The Voluntary and Community Sector is potentially under-utilised as a key deliverer of sport and physical activity programmes

- 4.31 Our research has highlighted the involvement of the community of voluntary sector in delivering local and borough wide sport and physical activity initiatives. Sports clubs are perhaps a more traditional example of involvement. Increasingly though the community and voluntary sector have a role to play in delivering core services, and this could expand as the PCT further develops its approach to commissioning.
- 4.32 The sector is critical to the delivery of local action to promote, engage and sustain participation in physical activity. **We recommend more research is undertaken to complete a 'fit for purpose' audit of potential voluntary sector providers** to help assess suitability for commissioning, and gaps in skills, capacity and resources. This links with the potential to expand the GP referral scheme to cover other activities reported later in this chapter, some of the recommendations made under the resources theme, and the overall effort to build improved information.

Improving access and choice for the whole population

- 4.33 Improving access and choice has been identified as specific theme on its own. However, the importance of effective work-streams under this theme to the delivery of others cannot be underestimated. The need to ensure access to facilities, and recommendations for improving this are highlighted in the providing places and spaces theme. Targeting specific populations and prioritising who these are is mentioned within the management and prevention of ill-health theme. For the purposes of identifying specific issues and priorities, and making recommendations, we focus on information, the promotion of services and comment on the range and type of provision currently available.

Limited sharing of information – fragmented arrangements and general lack of quality information

- 4.34 As already reported, we found issues around a general lack of information, or the fragmented arrangements for managing, storing, using and sharing data sets. There is a clear need to address this as a matter of urgency. A lack of quality information will limit access and choice for existing and potential participants. It will also affect the ability of practitioners to signpost or recommend activities and services. **It will take a collective effort to build a comprehensive database of information relating to facilities, services, activities and resources (specifically coaches). It is recommended that maintaining this becomes a core role for either an existing officer, or as part of a new Funding and Information Officer post. A job appraisal exercise should be carried out to assess the potential for this function to be part of the Funding Officer role, and should consider the current capacity role of the local CVS.**

Existing opportunities for 'joined-up' information systems are not utilised consistently

- 4.35 We have already highlighted the importance of sharing information across stakeholders. This does not currently happen with any consistency. In addition to accessing information, there are clear opportunities to share information more interactively between stakeholders. We are aware of plans for example to link the Leisure Card scheme with the Council library card. However, this would only apply to adults. **We therefore recommend a comprehensive audit of existing 'data bases' and 'customer information' systems e.g. leisure cards.**
- 4.36 Additionally, **it is recommended that some form of concessionary pricing or loyalty card scheme is considered for young people.** This could link with other initiatives and data sets in development. We are also aware that there may be some potential to join up 'tracking' information. For example, Children's Services have an electronic tracking system to record activities that young people do as part of the 5 hour offer. There is potential to look in more detail at linking this with a potential leisure card for young people.

Dissemination of information and the promotion of current opportunities for physical activity is fragmented

- 4.37 We are aware of plans to compile a comprehensive Web-Portal as part of wider London project ('Active London Web Portal'). **It is recommended that CSPAN is used to increase awareness and buy in to the portal.** This will potentially provide an interactive source of information about key facilities for sport and physical activity. However, our research also identified a number of existing dissemination tools and several also under development.
- 4.38 Specifically the Libraries Service is re-launching its Community Information Database ('ENGAGE'). The wider community can contribute information to this as well as collating information from existing sources. When re-launched, this will move from being a staff-only resource to a web-base tool with full public access. **We recommend further discussion with the Libraries Service to use the database to publish information about local providers.**

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- 4.39 We were also made aware of other information networks which should be explored and used where practicable, and where they are proven. Examples include those developed specifically for young people including projects such as the Creative Media project and Performing Arts (VAPA) scheme where there is scope to include key messages and awareness- raising messages. In other local authorities (and across the leisure industry) SMS text messaging is increasingly being used as a key tool to communicate more effectively with certain target groups. **It is therefore recommended that further discussion takes place with appropriate partners to explore the opportunity to pilot some additional targeted information dissemination. SMS text messaging could also be used in monitoring and evaluation to ‘track’ the impact of involvement in some activities over a longer period.**
- 4.40 It is important (as highlighted in our introduction) that the key messages around sport and physical activity are reviewed and tailored for the specific target audience. Not all residents will respond to the health message for example, and not all residents want to access formal facilities or sports clubs. Future promotion of activities needs to focus on more than just the formal provision offered. There is a need to promote habitual physical activity, such as walking and cycling. Information also needs to extend beyond lists of activities to do and where to do them. A number of local authorities are developing map based information sources that provide information more visually and more relevant to individual neighbourhoods. East Lothian Council for example has developed a series of ‘Physical Activity Maps’ for each of its recognised districts. This locates key formal provision, alongside a number of walking and cycling routes. **It is recommended that a small feasibility study is undertaken to assess the relevance of this for areas of Southwark. We suggest this could be piloted in one of the Community Council areas.**

Targeting the whole population but maintaining a specific focus on priority groups within

- 4.41 In testing the suitability of this theme for shaping future efforts we discussed with a number of stakeholders whether the ‘whole’ population was an appropriate ‘target’. There is a clear commitment from many stakeholders to ensure all sectors of the population benefit from easy access and a choice. For many of the public-sector agencies involved in the CSPAN there is a statutory duty to provide for the ‘whole’ population (i.e. residents of Southwark). However, given the current focus to increase the rate of participation in sport and physical activity across the whole population there is some logic in targeting most resource at those who are already doing some participation, but not enough to meet the accepted definition (or Chief Medical Officer’s recommendations). We do not recommend taking this approach, but it does highlight the need for a set of performance targets that reflect changes in participation among specific sections of the population. We therefore **recommend setting a number of KPIs around engagement of low participatory groups as identified by the Active People Survey and Market Segmentation data.**
- 4.42 In our introduction we highlighted the Socio Ecological model, one of many theoretical models that can be used as a framework to review services and programmes. This suggests there needs to be a range of services, including those working with individuals through to those which operate at a wider community level. An overview of the results of our audit in relation to this model shows few interventions targeted at an individual or family level. Given the high levels, and high risk of childhood obesity, and the reliance of these age groups on the awareness, attitudes and behaviour of parents and guardians, **we recommend the trialling of family-centred approaches. These could build on the success of the MEND programme, but could include ‘Healthy Home Tutor’ based projects providing home based physical activity and healthy eating activities.**
- 4.43 We did not identify any specific issues relating to language, or the need to promote and market services to a diverse population. However, given the demographic make up of the Borough some challenges must be expected. We assume there are structures in place for translation and other access services. **We recommend undertaking a review of these to ensure they are fit for purpose and fit with the information requirements and plans identified across the other recommendations in this report.**
- 4.44 A number of stakeholders, particularly those involved in providing for young people identified the need to ‘re-think’ the traditional sports club model. Some of the learning emerging from the Sports Unlimited programme Sports Clubs shows the importance of the social aspects of sports. For example, some of

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the Sports Unlimited programme at some schools involves music making activities alongside sport. Enabling the young people attracted by these activities (for the 10-week programme offered) to continue in a similar appealing environment is not necessarily easy given that most sports clubs (potential 'exit routes') are not geared up to offer the same social focus. To address this **we recommend piloting a model of sports club as an exit route to one of the Sport Unlimited activities** – this may be possible in partnership with an existing sports club.

Disability sport is already a focus for Southwark Council, with a Disability Sport and Physical Activity Plan already in place. A key priority of this strategy **is to continue to deliver the action plan and monitor the impact of the Disability Sports programme.**

- 4.45 In our summary of issues and priorities emerging under the prevention and management of ill-health theme we recommended the use of available data from a number of sources and emerging research to target specific programmes. **We recommend part of this should include improved co-ordination of the various datasets, and specific mapping exercises. Specifically, a co-ordinated mapping exercise overlaying several datasets relating to obesity, deprivation and low participation rates would help clarify priorities for geographical targeting.**
- 4.46 Our consultation highlighted a number of very specific issues relating to access. For example, a number of sports clubs reported issues relating to accessing local facilities. Some clubs highlighted the preference of many facilities to prioritise high income generating activities within their programming. As a result some clubs are left with undesirable slots at facilities, or have to pay more commercial fees and charges to access facilities at the preferred times. More exploration of this issue is required. **We recommend further consultation with sports clubs and public and voluntary sector providers to assess hiring and priority use policies.**

Maximising the use of planning policy in providing for sport and physical activity

- 4.47 Effective Planning Policy is key to ensuring that sport and physical activity services benefit from development and inward investment in the borough. It is also important to ensure that any potential resources gained from Section 106 monies or other planning gain is allocated appropriately.

Out of date Open Space Strategy which is not compliant with PPG17 – it does not adequately assess quantity, quality and access for sport and physical activity

- 4.48 The Borough's Open Space Strategy dates back to 2002. The methodology used to develop this is now out of date and has been superseded by the guidance within Planning Policy Guidance Note 17 (PPG17). Although there is a Parks action plan for the 2005-2008 period the audit and assessment of open space this relies on is not up to date. Currently the Borough does not have a PPG17¹ compliant assessment in place. We are aware that this is about to go out to tender for completion in early summer. **We recommend this includes in the assessment of open spaces other relevant typologies as resources for physical activity is included within the study brief. This will require the assessing access and quality of sites from this perspective. Consideration should also be given to including the assessment results for Indoor Sports Facilities from this strategy in the overall PPG17 assessment report to form a framework for facilities provision and hierarchy of priorities.**

No local provision standards for sport, recreation and open space

- 4.49 Linked to the absence of a PPG17 compliant audit and strategy, there are no local provision standards for sport, recreation and open space facilities. This potentially limits the impact of any potential monies from the planning process. There is an absence of clear indications of surplus and deficiencies and robust standards for quantity, quality and access for individual typologies and specific geographical areas. This means funding is not necessarily used as effectively as it could to address access issues or

¹ PPG17 – Planning Policy Guidance Note 17 – Assessing sport, recreation and open space

quality deficiencies. **We therefore recommend that the development of local standards is included within the study brief for the PPG17 assessment. Specifically these should be typology specific, take account of the different population groups (e.g. age) and involve different standards across specified geographical areas (e.g. Community Council Areas).**

Potentially strong Supplementary Planning Document in place – But limited awareness of the process for using resulting developer contributions

- 4.50 The SPD covering Section 106 planning obligations contains clear and strong guidance to developers of the contribution required for public open space, children’s play and sports development. Specifically the SPD requires a contribution towards sports development work in the area of the proposed development, which is not common across local authorities. This will potentially allow the sports development programme to grow in line with additional demand created by new developments. However the policy, although relatively new, is not well communicated across the relevant departments of the local authority. The Sports Development team, when consulted were unaware of the potential income stream resulting from the SPD. In addition to improving communication between the Planning team and Sports Development officers, **we recommend the development of a framework for allocation of Section 106 funding for Sports Development. This could include provision to expand existing programmes to meet the requirements of the individual developments.**

Limited sport and physical activity stakeholder involvement in ‘Project Bank’

- 4.51 Project Bank is a new scheme developed by the Council Planning team to involve local residents in deciding on local priorities for using resources gained from local development. Results from the piloting of this scheme show that many suggested projects relate to open space, sport and recreation. The process for prioritising projects and process for spending planning gain is still in its infancy. The Sport and Physical Activity, and PPG17 assessment when it is completed will provide some strategic steer for potentially prioritising projects.
- 4.52 It is likely that some interpretation and expert advice will be required to ensure projects are suitable and appropriately implemented to make a meaningful contribution to the strategies and assessment findings. **We therefore recommend the CSPAN has a role in advising on the allocation of funding to Project Bank proposals relating to sport and physical activity.**

Providing a network of appropriate places and spaces for sport and physical activity

- 4.53 Providing a network of appropriate places and spaces for sport links to other themes, particularly work in promoting choice and access for all residents. For facilities such as parks and open spaces, the recommendations and actions delivered under the planning related theme are also key.

Quantitative deficiencies in sports halls and health and fitness provision and poor perceptions of quality

- 4.54 Within the scope and resources available, we have not undertaken detailed strategic planning regarding formal indoor sports facilities. **We recommend this should be included within the scope of a comprehensive PPG17 audit which should use the modelling undertaken within our research as a starting point. Together with actions around gathering greater intelligence about user patterns, this should provide the framework for facility provision.** This will enable a holistic view of all facilities to be taken, and for potential links and greater synergy across indoor and outdoor sport to be explored. **We also recommend more research into the user profiles of public leisure centres in Southwark and the neighbouring authorities. This could form part of ongoing discussions with the Chief Leisure Officers network to explore imported/exported demand at leisure centres.**
- 4.55 The Facilities Planning Model (FPM) and other modelling used to identify surpluses and deficiencies in provision are based on the Borough population. Given the potentially overlapping catchments of some facilities, and the strong likelihood of imported and exported demand a joined up approach with

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neighbouring authorities will be needed. We understand discussion on this has already taken place at the Chief Leisure Officers network.

- 4.56 Although we have not audited the quality of all formal provision, many stakeholders, and particularly sports clubs reported issues with the quality of facilities. Nearly half of all stakeholders consulted rated the quality of current provision as either average or poor. The Leisure Investment programme is expected to address some quality issues with Fusion managed facilities, as will some facility development projects including the planned refurbishment of Southwark Park facilities.

Maximising the impact of the Leisure Investment Programme and ensuring it is delivered on time

- 4.57 Southwark Council and Fusion has already recognised the need to improve the facility offer available. A significant programme of investment is underway to improve the facilities available across the Borough. If delivered, this is likely to have a significant impact on the overall facility offer. **It is therefore recommended that the programme is carefully managed and monitored to ensure it is well-managed, delivered on time and the impact on participation is measured.**

Maximising the impact of Southwark Schools for the Future (SSF) programme for community benefit

- 4.58 We have explored the potential of the SSF programme to address some of the reported deficiencies and issues with facilities. A core priority of the strategy development process was to use the results of our research to provide clear advice on maximising the potential of SSF in providing for community sport and physical activity. We have reviewed the proposals for new schools and the sports facilities planned for each site. A summary of the proposed provision is detailed in the figure below.

Figure 1 – Planned facilities under SSF

School Development	Planned	Open
Tuke School	Small indoor space / 1 court MUGA / Hydrotherapy Pool	2010
St Michaels School	4 court Hall, 3 court MUGA	2012
Spa School	No new sports provision – refurbishment. Existing 2 court sports hall retained	2010
St Michael & All Angels	4 court Hall, Gym, Dance Studio, Fitness Room, 3 court MUGA, possible other	2012
St Thomas the Apostle	4 court Hall, Fitness Suite, MUGA, pool retained	2012
New School Aylesbury	4 court Hall, 3 court MUGA (BB98)	2011
St Saviours & St Olaves	Refurbishment – possible fitness studio	2012
Notre Dame	Not yet Confirmed	2012
Highshore	Co-locating with St Michaels	2013
Scared Heart	4 court Hall, 3 court MUGA (BB98)	2013
New School Rotherhithe	Not yet confirmed	2013
Bredinghurst – Site1	Not yet confirmed	2013

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4.59	T Bredinghurst -Site 2	Not yet confirmed	2014
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e figure shows each of the secondary and special schools within the programme, with the sports facilities that are planned and their scheduled opening.

- 4.60 In most cases proposed facilities mirror the guidance in BB98. Where facilities are described as ‘not yet confirmed’ we provide further details below.
- 4.61 We reviewed the proposed facilities in the context of existing supply across the Borough, and whether the BSF programme represents an opportunity to address deficiencies in facility provision. It is important to stress that the BSF programme is fundamentally about transforming education (see Education Transformation Challenge – Making Good Great in the context section).
- 4.62 Through factoring in the additional provision that could theoretically be available into our supply and demand modelling we are able to make an estimate of the impact on addressing quantitative deficiencies in formal sports facilities. We also visited each of the proposed sites and consulted with the Head Teachers and other staff members at the current schools.
- 4.63 On a fundamental level, the additional provision proposed will reduce the recorded quantitative deficiency (Facilities Planning Modelling) in sports hall provision. The BSF programme has the potential to reduce the deficiency by between 13 and 20 badminton courts. It is likely that provision on the sites where facilities have not yet been confirmed will address all the quantitative deficiencies highlighted by the facility supply and demand modelling.
- 4.64 In terms of addressing quantitative deficiencies in swimming pool provision, the BSF programme will have little impact. BSF funding for sports facilities cannot be used to fund swimming pools. Health and Fitness provision is proposed on some sites, but the size and scale is still to be decided in some cases. As highlighted in the previous section of this report, there are already theoretically sufficient health and fitness facilities, but access may be an issue for some residents.
- 4.65 The actual impact will be influenced greatly by the access to facilities for community sport. How the facilities are managed, promoted and programmed will be critical to addressing deficiencies. Our consultation with stakeholders suggests this is already an issue with current sites, particularly relating to resources available to open existing halls and other facilities. The current approach to community use of school facilities is fragmented. There is no central database of school facilities and their availability for community use, no central bookings system and no ‘external’ sources of funding (i.e from outside the school’s own budget).
- 4.66 There are also examples of where there is existing community use, but there are limitations on access. For example, the Sports Hall at Spa School (funded under the New Opportunities Fund PE and Sport Programme) has specialist community disability sports use between 3pm and 6pm on weekdays, but not further access for other use.
- 4.67 Specifically in relation to the community use of the planned BSF provision, there is a commitment from the Contractor to facilitate public access. But at the time of writing there is little detail on what these arrangements will comprise. As a result **we recommend that the arrangements for community use at the new sites (and appropriate existing schools) is formalised. This will need to be undertaken in consultation with the Local Education Partnership (LEP)² and should involve consideration of the management of the Council’s Leisure Facility Portfolio and the emerging Extended Schools Strategy. We recommend some collective targets (for the LEP and Children’s Services) around community use.**
- 4.68 Part of our research focused on the potential to provide additional facilities on the BSF school sites to meet deficiencies or add value to the current network of places and spaces for sport and physical

² LEP – Local Education Partnership – the agreed structure for managing the programme

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- activity. We explored this through a programme of site visits, consultation with the individual schools and consultation with National Governing Bodies of Sport to identify facility needs for specific sports.
- 4.69 There are fundamental spatial issues at all of the school sites. Specifically there is already a great pressure on the land available on site to accommodate all the education and sports facilities recommended through BB98. In some cases providing the core mix of BB98 facilities will be a significant achievement. This obviously presents significant limitations for the location of additional facilities on sites, including additional badminton courts within proposed sports halls, or additional Multi Use Games Area (MUGA), specialist sports facilities or Synthetic Turf Pitch (STP) provision.
- 4.70 In addition to this, consultation responses from National Governing Bodies (NGBs) has been limited. Not all NGBs have Sports Facility Strategies in place and although there has been recent agreement of funding allocations for delivering Whole Sport Plans, specific priority projects for many have not been agreed. This suggests few NGBs are in a state of readiness to respond or explore specific proposals within the timescale for decision making within the BSF programme in Southwark. **We recommend further consultation with NGBs to identify facility development priorities, investment opportunities.** This is key for future facility development and addressing priorities emerging from the planned PPG17 assessment. However, it is difficult to fit any future NGB plans within development proposals progressing through SSF.
- 4.71 In light of the above, we focused on ‘additionality’ in respect of the core facilities proposed, and whether the design or specification of proposed facilities could be enhanced to provide additional benefit to school sport and add value from a community perspective.
- 4.72 A core issue raised related to the type of Multi-Use Games Area (MUGA) surface. In most cases the MUGA represents the school’s only outdoor sports provision. And in some cases this space also has to provide a play facility as well. There is a wide choice of MUGA surface available to meet a range of sporting priorities. For community sport, a synthetic turf surface is often preferred, to enable five-a-side football to be played, and to provide more formal facilities to complement an extensive network of informal MUGAs. Although we have not assessed in detail the adequacy of current STP provision, stakeholders report a perceived need for more, and highlight the poor quality of many of the existing facilities. However, our consultation with BSF schools highlighted the need for MUGAs to provide for an extensive range of sports, and in some cases schools are not aware of the choice available or the implications of choice.
- 4.73 The designs for the two sample schools within the programme were signed off as our research started. Both sites will provide valuable facilities for school sport and community sport. However, it is clear from a review of the facility designs by Sport England that key design features important to facilitating community use have been omitted. Specifically, there are some potential limitations to the sports hall storage and overall layout and access to sports facilities on one site.
- 4.74 Several schools are currently developing a vision for their new school. This will be reflected in an Education Design Brief that will be used as the basis of discussions with the architectural team. It is clearly important to ensure these briefs and subsequent discussions consider all the potential uses and beneficiaries of the new sports facilities. Given the issues identified above, **we recommend working with the LEP and the Client Design Advisor to provide specialist sports facility advice to support individual schools in developing their design briefs.**
- 4.75 Our mapping analysis has highlighted that proposed SSF schools in most cases are located in areas where the prevalence of childhood obesity is greatest. There is potentially an opportunity for specifically targeted activity programmes to be managed from these schools.
- 4.76 In understanding the impact on both quantity and access that new SSF facilities will have, we mapped all proposed new facilities (see appendices). A one mile catchment of each of the new schools provides coverage across a large area of the borough. The coverage compares favourably with areas where there is a high risk of childhood obesity. **Subject to the findings of the physical activity needs assessment, it is proposed that the SSF schools could provide a local Healthy Lifestyle focus rather than a more traditional approach to community management of sports facilities.**

This would potentially align well with the core objectives and mechanisms highlighted in the emerging Healthy Weights Strategy and Extended Schools Agenda.

- 4.77 An example of where this approach could be effective is at St Michaels and All Angels School. This school has a Health Specialism and current plans for the new school build include a physiotherapy room, PE classroom and food preparation facilities in addition to sports provision. If this is agreed as a potentially effective strategy, then it will have implications for the advice, support and formal arrangements for community use.

Maximising the use of existing school sites in light of the diverse arrangements (VA schools, academies, foundation schools)

- 4.78 A key challenge for Southwark is the diverse arrangements for school management. It is therefore recommended that the development of the extended school strategy **is fundamental to securing community use of school sites – this recommendation links to involvement of Extended Services Manager on CSPAN and developing the 5 hour offer. Investigate a school governor involvement in CSPAN is also a key recommendation made in the Strategy.**

Specific sites – issues, challenges and opportunities

- 4.79 As identified in Figure 1 there are a number of sites where the provision for sport has not yet been agreed. In the case of **Notre Dame School**, the SSF proposal is a refurbishment rather than a new build. Although there are plans for sports provision as part of this, there is no room on the current school site to accommodate the minimum recommendations outlined in BB98. The school currently makes use of public facilities for outdoor sport adjacent to the school site (Geraldine Mary Harmsworth Park). This use is secured through a funding condition attached to the funding used to improve the facilities. However the site has very limited indoor provision and any sports provision developed under the BSF programme will need to be off-site. The school has worked with a consultant recently to identify a number of options for future facility development. This has identified a number of potential opportunities and barriers. We have reviewed these options and assessed them in the context of our own research.
- 4.80 We are aware of plans to replace the existing Elephant and Castle Leisure Centre as part of the regeneration masterplan.
- 4.81 This facility is currently used periodically by the school and is within half a mile of the school site. Additionally, London Southbank University has identified plans to develop their sports facilities further on a site less than a quarter of a mile from the school. These represent two opportunities to plan facilities that can meet the needs of both the community and school (or University and School). **We therefore recommend further investigation of these two options to develop facilities jointly. This would potentially involve using SSF funding to support enhanced community provision. This could include consideration to an 8 badminton court hall.**
- 4.82 We also explored the potential for enhanced provision at Southwark Park, adjacent to the proposed Academy site. However, we understand the designs and funding for the planned enhancements have already been approved. In addition, planning restrictions on the site prevent an indoor facility to service the school and community needs being built.
- 4.83 At the time of writing we are not aware of the facilities proposed for the two Bredinghurst School sites. The existing site is larger than most of the secondary school sites in the Borough. Although further discussion is required around proposals for these sites, the recommendations made earlier regarding community access and specialist design support are relevant.

Incomplete picture of the role of parks and open spaces in providing for sport and physical activity

- 4.84 The quantity, quality and access of Parks and Open Spaces will be assessed through the pending PPG17 assessment, and earlier in this report we made a number of recommendations relating to the

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focus of this. The audit results should be part of a wider information portal for sport and physical activity opportunities. Improved information about allotments should also form part of the brief for the PPG17 study.

- 4.85 Additional to this there is a need to gather more information about the users of parks – specifically the profile of parks users, types of use (i.e. activities undertaken). We have assumed (based on our experience in other areas) that parks and open spaces can provide key settings for physical activity, above and beyond the formal sports facilities that exist on some sites. We know from the Best Value Performance Indicators (MORI survey) that satisfaction has increased over the last few years. We are aware of some work completed to quantify Parks usage. A programme of user profiling was completed in 2008 at Peckham Rye, Southwark Park and several smaller parks. The counting included an assessment of ethnic backgrounds using the parks. **We recommend the sharing of this data across relevant services. Specifically there is a potential value in this data informing investment from the Cleaner Greener Safer Programme.**
- 4.86 **We also recommend using data collected from user profiling to build a clearer picture of parks use across the Borough.** Some profiling techniques are being used within the Heritage Lottery Fund's Parks for People programme which might be applicable. Consideration could be also given in the future to use nationally recognised user surveys. For example, the use of *Greenstat* would allow access to results from across the country. These would potentially provide valuable benchmarks for parks in relation to sport and physical activity use.
- 4.87 Through consultation we also identified a number of innovative projects to promote use of parks and open spaces for physical activity. For example, some initiatives have been run involving tai-chi at parks, Bollywood exercise sessions, British Military Fitness classes and recumbent bikes. **We recommend evaluating some initiatives involving tai-chi at parks, involving tai-chi, family/picnic zones, dog free zones, trim trails/green gym s etc We recommend these initiatives are evaluated, to assess their impact on leading to regular participation.**

The street scene is under-utilised and active promotion as a resource for sport and physical activity is limited

- 4.88 One of the most popular physical activities in Southwark is walking. It is also potentially one of the simpler activities to promote, facilitate and sustain participation in. There are also, potentially, few limits to facilities available. It requires few formal facilities, can be accommodated relatively easily into habitual routines and has successfully been promoted across many population sub-groups. From our audit we are aware of a number of formal walking groups and programme of Walk Leader training. There is a concern that these programmes will lead to more people taking up walking in the short term but not be sustained. The 'street scene' is a valuable resource for walking beyond involvement in a formal walking group. It is also a potentially valuable 'facility' for cycling and jogging. Our research did not identify any specific map or information resource identifying safe walks in the Borough. **We recommend some additional research is undertaken to identify suitable walking and cycling routes across the Borough.** A starting point could be a street light map showing the main streets in the Borough that are well lit. These need to be promoted and supported by suitable infrastructure, including signage.
- 4.89 Learning from the cycle network and maps available on the Council website should be used to inform this. **We recommend these are promoted more widely together with undertaking more detailed mapping of street scene facilities/opportunities for physical activity.**

MUGAs and other informal outdoor facilities (particularly for Young People) are in need of improving

- 4.90 The quality of facilities vary across the Borough and generally need updating and improving. We are aware of some planned investment. **We therefore recommend investment in 16 MUGAs across the 8 Community Council Areas, investment in BMX facilities at Burgess Park and investment in other outdoor facilities and play space.**

Limited involvement in the planning and delivery of non-traditional facilities for sport and physical activity

- 4.91 Through our research we identified a number of settings not normally associated with sport and physical activity. Some of these offer significant potential to extend the network of places offering sport and physical activity opportunities.
- 4.92 Libraries offer a good example of where potentially more can be done. Libraries already attract in excess of a million visits per year, many of whom probably do not fit the profile of Leisure Centre users. There is potentially good access to Libraries – there are 12 static facilities across the borough and a new mobile facility coming on stream.
- 4.93 Additionally the libraries service is delivering a number of initiatives to engage ‘hard to reach’ groups, particularly the Somali Community and South American population.
- 4.94 Through our audit we are aware of some joint work between the PCT and Libraries service to improve health literacy and provide access to information about healthy living. This involves a ‘*books on prescription*’ service, where potentially books about healthy living could be prescribed by GPs. There are though additional projects that could be developed in partnership with Libraries. A current project, funded by MLA³ involving Health Workers on the Aylesbury Estate uses the local library as a base to promote healthy eating, exercise and other healthy living activity. In addition the Libraries service is also working with the Community Sports team to invest in *Nintendo Wii* facilities at the three strategic library sites. **We recommend both these projects are evaluated in relation to participation outcomes – subject to the results, they have the potential to be rolled out to other libraries.**
- 4.95 There is potential over the next four years to develop the role of Libraries. The John Howard Library is currently being redeveloped through funding from the MLA Community Libraries programme. This includes a number of outcomes focussed programmes, one of which is targeting health and wellbeing the role of libraries in achieving this. The library will have modern facilities capable of facilitating a range of healthy lifestyle projects.
- 4.96 We are also aware of potential to expand current initiatives relating to workplace physical activity initiatives. The PCT is currently developing a number of initiatives covering Local Authority and PCT work places. **There is also potential, through a number of small pilots in partnership with the Chamber of Commerce (who are members of CSPAN) to test workplace initiatives across a range of small and medium businesses to develop a model that could be rolled out more widely.**

Building and maintaining an effective multi-agency delivery system for sport and physical activity

- 4.97 Through our research we have attempted to take stock of all ‘partners’ involved in delivering sport and physical activity programmes, services or projects and build a picture of how the collective ‘business’ works. The issues below relate to the coordination of services provided by a diverse range of providers.

Lack of a sport and physical activity strategy for 10 years – challenge to ensure ‘buy in’ to a shared strategy for the next 4 years

- 4.98 The absence of a strategy for sport and physical activity for the last 10 years has meant there has been no strategic framework to guide services and investment for some time. Despite this there has been considerable use of sport and physical activity by a range of services and agencies. The big challenge going forward is to ensure this is more joined up. Getting buy in and ownership from the entire range of ‘partners’ involved will be difficult. However, the value of sport and physical activity is clear to many different services, so overall buy in should be in place, but it is important that all stakeholders are involved in developing the final strategy and action plan. As such, **it is recommended that all wider**

³ MLA – Museums, Libraries, and Archives Council

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stakeholders are consulted about the recommendations made in this draft report. This should focus on obtaining agreement and buy in from stakeholders and partners, including specifically:

- Council Executive
- LSP (relevant theme boards)
- NHS Southwark

Securing a memorandum of understanding from all Proactive Southwark members should be a key action.

- 4.99 Given the sheer number of stakeholders potentially involved in delivery, bringing them all together under the auspices of a formal partnership is not going to be feasible, or effective. The CSAPN must be a streamlined structure, but must also be responsive to involving wider stakeholders. There needs to be acceptance that ‘collaborative advantage’ rather than formal partnership in some cases will be more effective. Libraries are a good example of potential collaborative advantage – the service does not have the same objectives around increasing participation or those stated in the CSPAN terms of reference. However, there is clearly a shared benefit to increasing use of libraries and extending services to include potential physical activity programmes. We make recommendations above for the inclusion of additional CSPAN members. However, we also recommend a review annually of the membership and consideration to the establishment of a ‘virtual CSPAN’ or some form of structure to engage wider stakeholders and keep them involved. This could be achieved through some of the information dissemination and management recommendations. It is also **recommended a wider ‘virtual’ CSPAN is considered to engage deliverers and stakeholders who may be engaged in ‘collaborative advantage’ rather than as partners.** This aims to ensure all who should be involved in delivery are, and can contribute effectively.

Ensuring the CSPAN is ‘fit for purpose’ to lead the delivery of the strategy

- 4.100 We have reviewed the terms and references of Proactive Southwark and explored the strengths and limitations of the current network through consulting with members. It is intended that the CSPAN will take the lead in co-ordinating the delivery of the strategy, so we have reviewed the current terms of reference in relation to this. We have also identified some issues around the effectiveness of previous strategies related to sport and physical activity, particularly around their delivery. Specifically the Parks and Open Space Strategy, despite being developed in 2002 has a number of fundamental recommendations not yet progressed. Although the current membership of the CSPAN comprises many of the partners involved in the management and delivery of local provision, there are a number of gaps, particularly in relation to a number of the agreed strategy themes. To address this **it is recommended that a representative from Planning is invited to join the Strategic Group and the Extended Services Manager be recruited to the Delivery Group. We also recommend the development of an internal Council Physical Activity Group to provide more structure for all services involved.**
- 4.101 It is also clear from our consultation that internal communication across the Council (and various departments involved in delivery) could be improved. **It is therefore recommended an internal Council Physical Activity Group is developed to provide more structure for all services involved, to include a Council ‘Champion’/lead.**
- 4.102 One of the key issues is evaluation. We have identified this as a cross-cutting issue, and one that cuts across all of the themes. Well planned and efficient monitoring and evaluation processes will form part of the final strategy report. This will be developed as part of the action planning workshops following endorsement of the recommendations laid out in this draft. However, additional resources may be required to help deliver this. Particularly in providing additional expertise and an objective viewpoint. So **we recommend additional resources are earmarked for evaluation. We suggest an external consultant or critical friend should play a role in ensuring objective evaluation.**
- 4.93 The CSPAN is currently delivering and co-ordinating a significant work programme. This needs to be maintained and not ‘forgotten’ in light of the new Sport and Physical Activity Strategy. **It is**

recommended that sufficient resource is available to ensure the current Disability Sport Action Plan and Proactive Southwark Disability sub-group continue to deliver.

Potential gaps in the workforce needed to deliver the strategy and related programmes and services

- 4.94 There is little co-ordination of existing data and information around coaches and volunteers used to deliver a variety of sport and physical activity programmes across the Borough. This has been highlighted earlier in relation to the role of the VCS in delivering opportunities. **But more could be done to improve co-ordination, develop registers and create clearer pathways for all coaches/leaders that are required to support activity. This should be co-ordinated by CSPAN.**

The need for formal monitoring, evaluation, and progress review of the strategy

- 4.95 As highlighted in the introduction to this appendix, the need for an improved approach to evaluation is key to assessing the impact of programmes, policies and the recommendations made. **We therefore recommend the implementation of formal monitoring and progress reporting, and it is suggested that the recommendations are 'RAGed' on a quarterly basis.** There should be formal annual reporting and review of the strategy within the CSPAN structure.

Relatively low level of resource expenditure and reliance on external short-term funding

- 4.103 Although our audit by no means captures details on all current physical activity based prevention and management programmes, the information collected does identify a number of issues around funding. In the context of all the resources expended on sport and physical activity, the total amount allocated for prevention and management programmes is relatively small. While we are not suggesting significant levels of funding can be found to boost spending on action around this theme, **a closer review of the current expenditure needs to be considered and we recommend further research to build on the existing audit.**
- 4.104 Linked to this, our audit suggests a higher proportion of programmes aimed at preventing and managing ill health are short-term or externally funding compared to funding arrangements for formal facilities for example.
- 4.105 Funding for health related programmes is currently secured through the Big Lottery Fund, Working Neighbourhoods Fund, and previously the Neighbourhood Renewal Fund. Additionally, some of the current offering comprises programmes such as MEND, which often rely on external funding to deliver more widely across communities.
- 4.106 Using physical activity in the prevention and management of ill-health is not just the remit of the PCT. The Council's Leisure and Wellbeing service also has a key role to play. There is a Healthy Living Manager in post for example, supported by a team working in partnership with the PCT. However, this team has raised issues relating to securing funding, a reliance on external funding and the increasing resources it takes to secure this. There is a need for substantial partnership working to develop joint funding bids. **We therefore recommend a detailed examination of commissioning arrangements for physical activity programmes to inform the above audit.**
- 4.107 Later in this section we provide a summary of the issues and our recommendations for maximising all resources. **We recommend consideration of a dedicated Funding Officer post.** This post would have a remit of identifying, reviewing and co-ordinating action relating to all external funding sources for sport and physical activity, supporting the voluntary and community sector in responding to relevant funds, and maintaining a record on investment in sport and physical activity across stakeholders.

Maximising the use of London 2012 to promote physical activity

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- 4.96 The 2012 Olympic and Paralympic Games offer a potentially once in a lifetime opportunity to showcase sport. The Council has a vision for involvement in the 2012 Olympic and Paralympic Games and creating a legacy. It has also assembled an Olympics Member and Officer Group. This group leads on the Council's involvement with the Cultural Olympiad initiative, a London Organising Committee of the Olympic and Paralympic Games (LOCOG) sponsored programme launched in September 2008 to develop a four year celebration designed to engage the widest range of people across the UK in cultural activities.

Figure 3 – Southwark Council London 2012 Vision

***“The London 2012 Olympic and Paralympic Games will act as a catalyst to further encourage the engagement of Southwark people in sport, culture and exercise. We want to make this as accessible as possible. Our vision is to use this international event to promote healthy living and enable us to increase participation, to significantly improve the health and wellbeing of the people of Southwark.*”**

- 4.97 However, despite most stakeholders we consulted supporting the inclusion of an Olympic Theme in the sport and physical activity strategy, this theme received less support overall than others. In some cases, stakeholders view London 2012 as a potential hindrance to local efforts to increase participation, rather than an opportunity.
- 4.98 The Council has stated 18 Olympic Pledges ('What we will do'). Additionally, the Member and Officer Group has developed an indicative workplan for the 2008-2012 period. This highlights the key projects that will be developed and delivered to capitalise on London 2012. A review of this plan highlights a number of issues. A number of the pledges and major projects identified are existing proposals, or what could be described as mainstream projects. Although these are likely to deliver significant benefits and enhance community opportunity, they are not necessarily linked tangibly to London 2012. The Leisure Investment Programme, the Southwark Park refurbishment and the Building Schools for the Future programme are all highlighted for example. Based on the funding earmarked for these projects, there is a danger that the Council is perceived as allocating substantial funding for Olympic themed projects already. This may affect how any bid or proposal for allocating any funding from the forthcoming Olympic Legacy Plan is received.

Lack of clarity of the opportunities the Olympics and Paralympics present on a local level for promoting physical activity

- 4.99 Much of the coverage of the Games to date has been centred around the spiralling costs, and the need to establish a clear legacy strategy for many of the facilities being specially developed. Our strategic review identified lots of activity and planning relating to the legacy. This includes a recent seminar involving the Mayor of London's Sports Commissioner, Sport England and 40 National Governing Bodies of Sport, which explored ways of ensuring a legacy for grass routes sport. Although involvement in the Cultural Olympiad initiative pulls the focus back to the next four years, a pre-games benefit is only going to be realised if there are pre-games projects and Olympic themes embedded in existing projects and services. Therefore, **we recommend a review of a number of the Council's current programmes to identify opportunities to embed a Games theme. The Community Games programme presents one example as does the London Youth Games (annual event) where there is the potential for linkages with the wider Cultural activity programme (e.g. dance) and reflecting some of the range of Olympic sports within the offering.**
- 4.100 From our consultation it is clear that the Council vision and associated work plan to maximise opportunities arising from the Olympics is not well known across wider stakeholders. This may be intended at a later date when the work plan is developed further.

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- 4.101 Through stakeholder consultation we sought to identify local priorities for sport and physical activity over the next four years. However, no specific projects or suggestions relating specifically to the Olympics were highlighted. To address this **we recommend the CSPAN be involved in identifying potential Olympic themed projects.**

Maximising the impact of the Olympics and Paralympics may not align with other Sport and Physical Activity Strategy themes

- 4.102 There is a potential issue in aligning all the workstreams across all themes within the sport and physical activity strategy. While there are clear links between most themes and the need to deliver against all, the Olympic theme potentially sits 'outside' the box. The Games might not present the best opportunity for work planned to tackle ill-health for example with sport being promoted rather than wider physical activity. In our strategic context review we highlighted recent research into PCT spending on physical activity interventions. Generally, across London, PCTs do not view London 2012 as a key opportunity to increase physical activity participation. **We recommend the inclusion of non-sport physical activity within the wider cultural offering across the work plan being developed. We are aware of the 'Big Dance' project and other arts based programmes which might provide a basis for this. The '5 hour offer' programme of activities is also being developed and clarified at the time of writing. There maybe potential to include an Olympic theme to cut across the sporting and cultural elements of this.**

The need for Stakeholders to maximise the opportunities presented by London 2012

- 4.103 Currently the Council is leading on developing 2012 themed programmes and opportunities. In order to 'embed' the Games more tangibly across a range of the current offer, more stakeholders need to be involved and take a lead in their own service areas. **We therefore recommend the PCT investigate the opportunity for whole family involvement in physical activity, using the Olympics as a motivator for wider family involvement.**
- 4.104 The Voluntary Sector, and specifically sports clubs need to be involved. **We recommend improved liaison between CSPAN and NGB's to support and raise awareness around 2012 with their local clubs.**
- 4.105 Generally there is a need for stakeholders to be more aware of the potential opportunities and share ideas. **We recommend Southwark Council members and officer group promote and disseminate the 2012 work plan across the whole of the borough.**

Maximising the impact of all resources

- 4.106 As with the theme around access and choice, the need to maximise the impact of all resources expended on sport and physical activity programmes and initiatives is key to many of the other proposed priorities.

Incomplete information about the resources expended on sport and physical activity

- 4.107 We have been unable to collect detailed information about resources expended on sport and physical activity. In some cases this is because specific spending on projects or services is embedded within wider programmes or service budgets. In other cases, sport and physical activity is just part of the service offer (rather than the core function). Moreover, in others, the complex mix of external funding, internal support and volunteer time makes it difficult to arrive at a realistic figure. In a small number of cases stakeholders were unwilling to divulge details of their budgets. We have previously recommended consideration to a Finance Officer to co-ordinate and manage this information which applies to this theme also. **We recommend reviewing and assessing the ability to bend current spend and consider incorporating this function in current staff time or the creation of a new officer post to investigate potential funding.** Alongside this is the continued need to **review current resources both internally and externally.**

Duplication of effort and resource expenditure

- 4.108 Our research identified a number of efforts where there is potential for efforts to be duplicated or resources to overlap. For example, the support for school sport is increasingly complex and involves a range of providers. In addition to the work of Partnership Development managers and School Sport Co-ordinators, schools receive input from the Community Sports team, have their own arrangements with private providers, are recipients of support from a number of charitable organisations (e.g. Greenhouse) and benefit from agencies such as Excellence in Southwark. The Sport Unlimited programme also operates across education settings, and the developing Extended Schools Agenda will provide more resources for out of hours provision. Although we do not make a specific recommendation to address this, it underpins the need for effective communication, accurate audit of resources and evaluation of individual programmes. **Overall we recommend developing and maintaining a shared information database (a core role for either an existing officer, or as part of a new post). A job appraisal exercise should be carried out to assess the potential for this function to be part of the Funding Officer role, and should consider the current capacity role of the local CVS.**

Potentially high number of 'free' activities with limited potential sustainability

- 4.109 From our audit we identified a significant amount of opportunities that are offered to local residents free of charge. The Community Games programme is a key example, offering free sports sessions to Under 16's in more than 100 community settings across the Borough. Walking programmes, Dance Classes and Older Adults Exercise classes are also offered free of charge through by the Healthy Living team. While this is perceived as removing a barrier (i.e. cost) it does present potential issues for sustained participation. Much of the offering mentioned above is focused on new participants and there is a danger of building a dependency on free activities. Sustaining participation among those engaged will rely on effective signposting and the promotion of 'free' activities such as walking. This in turn requires a portfolio of appropriate parks, open spaces and an appropriate and street scene. **We recommend some further research to assess the impact of free provision, specifically relating to sustained participation.**

Maximising the impact of the Leisure Investment Programme

- 4.110 We highlighted earlier the planned investment in existing facilities. Together with the potential benefits through the SSF programme, there is great potential to improve the facility stock across the Borough.

As previously highlighted, it is **recommended that sufficient resources are put in place to ensure the programme is well managed, delivered on time and the impact on participation is measured.**

Ensuring consistent quality across a diverse range of provider

- 4.111 Ensuring certain quality standards across all providers is difficult. This obviously has a knock-on effect for signposting and referrals, in terms of general information, and more formally through safe referring and commissioning. Although there are certain quality standards for some providers, (for example Club Mark), there may be some scope to develop a local quality accreditation. This could carry a CSPAN endorsement and include a suite of basic criteria (e.g CRB checks). **We recommend this is explored in more detail.**

No structured or coordinated effort to maximise external funding sources

- 4.112 We have previously highlighted a range of issues relating to funding, and in particular sustainability and coordination. A number of sports clubs reported issues with access to funding. External funding is increasingly difficult to access, because resources are increasingly scarce, and because the application process for many funds is time consuming or complex. Other issues raised relate to timescales attached to applying for 'internal' funds, knowledge about funding sources, support for making applications and ensuring 'joined-up' bids. To address these issues **we recommend consideration of appointing a Funding Officer.** This post would have a remit of identifying, reviewing and co-ordinating action relating to all external funding sources for sport and physical activity, supporting the voluntary and community sector in responding to relevant funds, and maintaining a record on investment in sport and physical activity across stakeholders.
- 4.113 Additionally, we recommend the Council (Leisure and Wellbeing) **reviews its approach to grant aid including maximising the use of Discretionary Rate relief for sports clubs with their own facilities. This should include the consideration to linking this to a 'quality mark' for sports clubs and other providers (see below).**

Engaging local residents in coaching and providing regular coaching opportunities

- 4.114 Coaching resources have been highlighted by a number of stakeholders. This issue also relates to those raised about potential duplication of resources and information. It is therefore **recommended that there is a central, shared database of coaches. This should prioritise suitable local coaches.**
- 4.115 A number of clubs also raised issues about the lack of a clear pathway for young coaches and volunteers. Several examples were provided of young people engaged in coaching and volunteering and other support roles from the ages of 14 and 15. Most provision for this age group is aimed at participation rather than coaching and volunteering. **We recommend more research into this area to determine the extent of the problem and the potential solution. The Workforce Development subgroup of the CSPAN should play a key role in this.**

Limited outcome focused evaluation

- 4.116 Evaluation, identified as a cross-cutting issue is particularly pertinent to this theme. Understanding what resources are expended on what and the results achieved is important in moving forward with a strategy. It is difficult to track changes to investment in sport and physical activity without a robust baseline. Our estimates (contained in the previous section of this report) are significantly different from the collective investment estimate contained within the Study Brief.
- 4.117 Therefore, **we recommend further research is conducted to compile a more accurate picture of resource expenditure. We have suggested (see above) this could form part of a new Funding Officers role.** This will need to be completed to form a baseline for any monitoring indicator around levels of investment.

Appendix 7 – Issues, Challenges and Priorities

Sport and Physical Activity Strategy 2009-2013

- 4.118 There is also a potential issue relating to how different stakeholders account for resources, and how they perceive value for money. The Quality Adjusted Life Year (QALY) is used within the health sector to combine the quantity and quality of life. Health resources are commonly judged using this. Other services do not have to justify their expenditure in this way, but do need to account for the impact of their resources. We **recommend consideration to using a Social Return on Investment method to identify the benefits of sport and physical activity to other services**. This will help with quantifying the impact of sport and physical activity across wider objectives (than just those related to increasing participation).