



To: Executive Councillor for Community Wellbeing:  
Councillor Sarah Brown  
Report by: Debbie Kaye, Head of Arts & Recreation  
Relevant scrutiny committee: Community Services 13/3/2014  
Wards affected: ALL

**SPORT & PHYSICAL ACTIVITY PLAN 2014-2017**  
**Not a Key Decision**

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**1. Executive Summary**

- 1.1 The Council's current sport strategy ended in 2013 and a steer was given for the new strategy to have outcomes focussed on evidence-based need assessment, widening access, promoting participation in sport and improving health and well-being. There was also a need to identify local facility investment and improvement priorities and opportunities, in particular in relation to the use of developer contributions for outdoor and indoor sports facilities.
- 1.2 Workshop sessions were undertaken and well attended by many local sporting organisations, National Governing Body representatives, and delivery partners, where initial feedback was received on the emerging priority areas. Following the workshops an online survey about these new priorities was circulated to many organisations. The Council received a large number of responses, which have helped shape this evidence-based focus for the new Sport and Physical Activity Plan for 2014 – 2017.

**2. Recommendations**

The Executive Councillor is recommended:

- 2.1 To consider the conclusions from the recent public consultation and approve the proposed priorities and approach (paragraphs 4.8–10).
- 2.2 To focus the use of developer contributions for outdoor and indoor sports on capital projects to improve existing sports facilities in order to encourage greater participation in sports and physical activity (see paragraphs 5.5-6).

### 3. Background

3.1 In 2013/14, the Council spent approximately £2.2m on sport, recreation and leisure management. This is broken down as follows:

- n Sports development projects - £50,000
- n Sports development staff - £120,000
- n Leisure management contract - £425,000
- n Other recreation services (e.g. monitoring, maintenance, capital schemes, events) - £1,610,000 broken down to
  - ⌘ Capital depreciation – £1,040,000
  - ⌘ Maintenance including R&R contributions- £325,000
  - ⌘ Recreation Staff - £100,000
  - ⌘ Internal Recharges - £50,000
  - ⌘ Rates – £38,000
  - ⌘ Grants - £32,000
  - ⌘ Utilities - £25,000

In addition, the Council currently allocates £270,000 in arts & recreation development grants to voluntary organisations.<sup>1</sup>

3.2 The Council's Sport & Recreation service currently has approximately 6 full time equivalent staff, 3.5 FTE are sports development officers (another is funded entirely through s106 contributions from the Southern Fringe development).

3.3 The Council's current sport strategy ended in 2013. The focus of the service was as follows:

- n to continue to provide Exercise Referral opportunities for people with poor health outcomes and to secure its future by embedding it into the Leisure Management contract;
- n to develop, deliver and ultimately hand over a comprehensive programme of physical activity for older people to an external company, that being Forever Active Ltd;
- n conclusion of Olympic legacy programmes (eg, Generation Games);
- n to continue to provide physical activity opportunities for specific groups (eg, Disabled, BME, Mental Health + Homeless);
- n to attract and secure external grants to enable specific projects to be delivered, such as PREVENT, PING and Streetgames;
- n to develop, implement and assist physical activity opportunities to cater for the growing population living in the Southern Fringe.

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1. Subject to review in 2014/15.

- 3.4 In considering options for future approaches, the Executive Councillor for Community Well-being provided the following steer.
- n Policy outcomes should include a focus on evidence-based need assessment such as widening access to and promoting participation in sport and improving health and well-being for people who face barriers to accessing services.
  - n Identification of local facility investment/improvement priorities.
- 3.5 An Equality Impact Assessment was carried out on the proposed approach to developing this plan. The initial findings were:
- a) Age, Disability, Gender and Ethnicity or Race – the need for a greater focus on engagement, consultation, programming, marketing, effective partnership working;
  - b) Transgender – need to continue focus on proactive consultation;
  - c) Sexual orientation – Support for campaigns tackling homophobia in sport and where appropriate, support local projects with young people.

Other factors that could be highlighted:

- d) Obesity – may or may not be classified as a disability, but strategy should outline role of Council sports services in supporting NHS Cambridgeshire in preventing and tackling obesity;
- e) People and families on low incomes - new leisure contractor required to develop new approach to concessionary access. Where it is necessary to make a charge, other activities must be priced and implemented in a way so as not to promote exclusion;
- f) Inability to swim - strategy should outline role of Council sports services in supporting primary schools in ensuring every young person is given a fair chance to learn to swim. Approaches should also be considered for older children still at secondary school.

## **4. CONSULTATION ON THE SPORTS & PHYSICAL ACTIVITY PLAN**

### **Methodology**

- 4.1 Initial discussion was held with key sub-regional, multi-agency stakeholders such as Living Sport, Sport England, South Cambridgeshire District Council and Cambridgeshire County Council to understand the issues and priorities for each. A workshop was organised and attended by over 50 community sports organisations and other groups to discuss the initial assessment of need and to identify any other aspects.

4.2 The feedback was reviewed with the Executive Councillor and it was agreed that the following five areas should be the focus for consultation.

- a) **Adult & young people's obesity levels** which are lower than national average but are still a growing concern in respect of the evidence linking obesity to poor health outcomes and medical conditions, such as diabetes and Coronary Heart Disease.
- b) **Tackling low levels of activity** - 17% of adults living in the City do no or very little physical activity (take part in less than 30 minutes per week) in addition 64.7% of adults are not achieving the recommended 150 minutes of physical activity per week to improving health. There is strong evidence linking low levels of physical activity to long-term conditions and all-cause mortality.
- c) **The growing demand by local people for informal sport** and recreation opportunities (for example, running) rather than belonging to a sports club. Participation at competition level not always the main goal and some people see as unobtainable, and would rather participate for fun. New research from Sport England finding similar results and are now encouraging sports deliverers to make sport more accessible and participation less formal.
- d) **Helping those unable to swim** - growing number of 11 year olds, younger people and adults who are unable to swim 25m unaided. 30% of key stage 2 pupils who do attend curricular lessons cannot swim 25m unaided, and 39% of pupils are not taking any swimming lessons. 1 in 10 parents do not take their children swimming because they cannot swim themselves, and 52% responding to a recent national survey said they now swim very rarely or never.
- e) **Supporting the City's community groups and sports organisations** in providing opportunity for local people to live more active lives. With the growing cost and numbers of qualifications to deliver sport and the reliance on volunteers to help make clubs sustainable, is a key area to help promote and provide support and assistance to help bring sporting opportunities into local communities.

4.3 These were presented for consultation via survey monkey. This was circulated to over 168 clubs, partners and organisations and advertised on the Council's consultation web pages. The survey had 271 responses of which 156 gave full responses to every question. In addition, consultees were also asked to comment on needs and aspirations for improved sports facilities in Cambridge and to put forward specific proposals for new projects that could be funded through the use of developer contributions. This is considered further in Section 5.

## **Findings**

- 4.4 The headline findings were as follows:
- a) 249 [91.9%] respondents fully completed Questions 1-5 - commenting on supporting the aims of the strategic approaches.
  - b) 241 [88.9%] respondents then went on to rank these strategic approaches.
  - c) The survey analysis showed that at least 10% of the overall returns were from people linked with rowing clubs and organisations, with other responses from partner organisations and agencies accounting for around 8%, with the next grouping of responses from the local swimming club accounting for 4%. At least one response was received from nearly all sports operating within the city, and the only sport seemingly unrepresented at club level was football, but the local Football Association was represented.
- 4.5 When asked if they supported the proposed new core aims the responses were as follows:

### **POPULARITY OF SUPPORT**

1. Address low levels of physical activity	89.9% agreed
2. Support for clubs and volunteers	89.6% agreed
3. Approaches to tackling obesity	84.5% agreed
4. Swimming 25m	80.8% agreed
5. Improve opportunity for informal sport	74.6% agreed

### **PRIORITISATION**

Consultees were asked to rank the issues in terms of importance for the Council to address.

Using an average score the results were as follows (lowest average score = highest importance)

1. Address low levels of physical activity	2.54
2. Approaches to tackling obesity	2.88
3. Support for clubs and volunteers	2.89
4. Improve opportunity for informal sports	3.24
5. Swimming 25m	3.39

The top three voted the most important the greatest number of times

1. Support for clubs and volunteers	73 times
2. Approaches to tackling obesity	58 times
3. Address low levels of physical activity	52 times

The two voted least important the greatest number of times

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|---|----------|
| 1. Swimming 25m                           | 62 times |
| 2. Improve opportunity for informal sport | 63 times |

4.6 In response to the query as to whether other areas should be included, the top responses were:

- n Make sports activities more affordable (11)
- n Improve geographical accessibility of sports centres (10)
- n Provide more public rowing facilities (10)
- n Provide more swimming opportunities and a 50m pool (9)
- n Increase awareness of opportunities (8)
- n Increase disabled provision; and more integrated activity (8)

4.7 Common themes in the survey feedback:

- a) A common theme was affordability – in addition to entry fees, the cost of funding items such as cost of parking, additional entry fees, membership fees, clothing and equipment.
- b) Another common theme was a lack of awareness of community use of school facilities – a number had good facilities but sometimes these were not well-publicised.

### **The Way Forward**

4.8 The findings have been reviewed with the Executive Councillor. Whilst accepting that three aspects were prioritised in the consultation (clubs, obesity, physical inactivity) it is felt there is merit and resource<sup>2</sup> to also focus on the two that were less popular (swimming 25m and informal sport).

4.9 Therefore, it is proposed that all the five areas consulted on become objectives for the Council, but with a specific focus within each on 'bridging the gap' - widening access to and promoting participation in sport and physical activity for people who face barriers to accessing services. An important outcome of this will be reducing inequality in opportunity to be physically active. Whilst the Council will continue to support mainstream provision via its leisure management contract, its sports development activity will offer a targeted approach.

4.10 Following on from the consultation, the service will change as a result of the consultation and the objectives will:

- a) specifically consider the themes of affordability and awareness;

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2. Swimming via the leisure management contract with GLL, and informal sport via external Street Games funding and synergy with ChYpPs work

- b) Sports Development Officers will be assigned specific geographical areas within the city, to allow for more focused and targeted work in priority areas;
- c) activities will specifically focus on improving physical activity levels and reducing sedentary behaviours amongst particularly inactive + sedentary groups at localised levels;
- d) new priority groups for the Sports Development department will include specifically targeted projects for women and girls and older men;
- e) there will be a focus on increasing swimming participation amongst children and adults who cannot swim more than 25m unaided;
- f) a focus on increasing and offering opportunities for informal recreation and physical activity on areas of green space;
- g) increase the numbers and opportunities for adults with medical conditions (including obesity) to access exercise referral services, as a result of the new leisure management contract;
- h) promotion of clubs and opportunities available along with better promotion and monitoring of Community Use hours in developer contribution funded sporting facilities;
- i) provision of mass sporting opportunities at city events and local carnivals.

See also paragraph 5.4 for the way forward for the use of developer contributions for sports facilities improvements.

- 4.11 The original EQIA has been revisited and detail of this is shown in paragraph 6.3. If a decision is taken by the Executive Councillor to proceed, a more detailed action plan will be prepared in consultation with stakeholders and partners and where appropriate, funding applications prepared.

## **5. SUGGESTED FACILITY IMPROVEMENTS AND POSSIBLE USES OF DEVELOPER CONTRIBUTION FUNDING**

- 5.1 The survey also asked for clubs and individuals to identify if there were any shortfalls in current facility provision in Cambridge and any ideas for strategic projects that could benefit residents across Cambridge. This ties in with the Council's approach to using developer contributions to address the impact of development in the city. A summary of this approach, including an update of the levels of Section 106 funding available for outdoor and indoor sports facilities can be found in Appendix A.

5.2 The responses were a mix of facility aspirations and project ideas. The main suggestions were as follows (with the number of respondents proposing these ideas shown in brackets):

- n Improve access to swimming; need for a 50m pool (21)
- n More public rowing facilities (15)
- n More indoor sports halls (10)
- n Improved cycle ways (8)
- n Indoor roller sport / BMX / skate area/arena (7)
- n Another athletics track (5)
- n CamToo rowing project (5)
- n Bike Polo facility (3).

5.3 These suggestions will be taken into account, where possible, as part of the wider consideration of city-wide funding priorities for sports facilities. It is worth noting at this stage, however, that:

- a) none of the proposals made are at an advanced stage of preparation and ready for early consideration;
- b) some suggestions would not be eligible for developer contributions funding, which is for capital projects rather than for running and maintenance costs;
- c) other ideas could be problematic as they raise other financial implications or would present additional service demands or issues that could cut across existing Council policies.

The Way Forward (developer contributions for sports facilities)

5.4 The way forward for the use of developer contributions needs to be placed firmly in the context of the availability of funding (see paragraph 6 of the Appendix). Whilst around £600,000 for outdoor sports facilities and nearly £75,000 for indoor sports facilities presents a significant opportunity, the reality is that, if directed at building new facilities, it would not go very far.

5.5 For these reasons, it is proposed that (as part of the Sport & Physical Activity Plan) the Council focuses the use of developer contributions for outdoor and indoor sports on capital projects to improve existing sports facilities in order to encourage greater participation in sports and physical activity<sup>3</sup>. This would include facilities run by sports organisations, schools and community groups in Cambridge as well as those run by the Council.

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3. Any grants to sports organisations and community groups will be subject to community use agreements.



- 5.6 Within this approach, it is proposed that the Council:
- a) continues to actively pursue dialogue with Cambridge University and the Amateur Swimming Association about the University's proposals for a 50m pool at the West Cambridge site<sup>4</sup>; and
  - b) is mindful of the suggestions made in the recent Sport and Physical Activity Plan consultation (see paragraph 5.2) and last summer's Developer Contributions 'refresh' consultation when considering capital project proposals to meet the objectives in paragraph 5.5. The focus will be on taking forward feasible projects which benefit Cambridge residents and enable developer contributions to be used effectively and on time.
- 5.7 In line with the objectives in paragraph 5.5, there is a separate report, elsewhere on this agenda, recommending the funding of new starting blocks at Parkside Pool from developer contributions in the city-wide fund for indoor sports facilities.

## 6. IMPLICATIONS

- 6.1 **Financial implications:** The proposed priorities and activities will be carried out within existing budgets and can be reviewed if the level of resource changes. A number of priorities will require external funding and applications to pursue this will be made. Partnership working with a wide range of stakeholders is essential in being able to progress this plan.
- 6.2 **Staffing implications** (beyond those covered in paragraphs 4.8-4.10): None
- 6.3 **Equal Opportunities implications:** EQIA update – The main changes to be updated were following the responses around the following three key areas:
- n affordability and access to activities, as price is seen to be a barrier for those on low incomes when all other associated costs of equipment, kit and membership fees are taken into consideration;
  - n increased provision for disabled access and opportunities, including provision of disabled gym equipment and sessions;
  - n improving engagement opportunities and support for users of the mental health service.
- 6.4 **Environmental Implications:** None

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4. The Council has retained s106 funding for swimming contributions arising from the major growth sites.

## 7. Background papers

The following background papers, relating to the Sports and Physical Activity Plan, were used in the preparation of this report:

- n Survey Monkey questionnaire results
- n See also the Council's Developer Contributions web page ([www.cambridge.gov.uk/s106](http://www.cambridge.gov.uk/s106)), including a summary of proposals for sports facilities suggested in the last summer's consultation.

## 8. Appendices

- n Appendix: Background on developer contributions for outdoor and indoor sports facilities

## 9. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

	Sports & Physical Activity Plan	Developer contributions (Section 5 & Appendix)
Author's name:	Debbie Kaye	Tim Wetherfield
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## Background on developer contributions for sports facilities

- A1 Developer contribution payments from property owners/developers help address the impact of greater demand for facilities arising from development. Alongside devolved decision-making (area committees identifying local priority projects), half the payments from major developments determined by the Planning Committee go into a city-wide fund for strategic projects in Cambridge to create or improve facilities that would benefit residents more than one area of the city.
- A2 Examples of sports facilities improvements funded (either partly or in full) by developer contributions in recent years include:
- n changing facilities (eg, at Abbey Sports Centre and Cherry Hinton Village Centre);
  - n football pitch provision and access improvements at Pye's Pitch;
  - n multi-use games areas (eg, Nightingale Avenue Rec. Ground);
  - n outdoor gym equipment and trim trails (eg, at Ditton Fields and Nightingale Avenue Recreation Grounds);
  - n pavilions (eg, Hobbs Pavilion, King George V Pavilion, Sheep's Green Canoe Clubhouse extension);
  - n tennis courts (eg, Jesus Green, Trumpington and Nightingale Avenue Recreation Grounds); and
  - n other projects (eg, climbing wall & inclusive fitness equipment at Kelsey Kerridge sports centre, timing equipment at Parkside Pool).
- A3 Examples of on-going projects (already allocated funding) include:
- n Coleridge Recreation Ground improvements (including tennis courts and multi-use games area);
  - n development of Rouse Ball Pavilion on Jesus Green;
  - n grant for cricket nets at Netherhall School;
  - n skate park improvements and panna goals at Cherry Hinton Rec. Ground (part of a South Area Committee 1<sup>st</sup> round priority project).
- A4 The first two rounds of devolved decision-making by area committees have identified a range of improvements to local facilities within their own areas. In the last four months, the new (second round) local priorities set by the area committees have also included:
- n improvements to the pavilion at Cherry Hinton Recreation Ground and the extension of the pavilion at Trumpington Bowls club;
  - n outdoor sports facilities funding earmarked for the development of the pavilion at Nightingale Avenue Rec Ground (proposals to be worked up while waiting for other developer contribution payments);
  - n improved lighting for Nun's Way multi-use games area.

- A5 Following a ‘second round priority-setting’ report to this Committee last October, it was agreed to defer short-listing/priority-setting of city-wide contributions for outdoor and indoor sports until now in order to take account of the recent consultation and the development of the Sport and Physical Activity Plan. That report also highlighted that:
- whilst developer contributions in the city-wide fund for sports facilities can make a big difference to Cambridge, aspirations for multi-million pound major sports facilities are beyond its reach;
  - as the Executive Councillor may wish to fund a range of projects, grant-seekers are advised to take forward other funding-raising to meet these overall costs of their proposed projects;
  - developer contributions are for capital projects and cannot be used for running and maintenance costs.

- A6 The current levels of developer contributions for outdoor and indoor sports are set out below. Members’ attention is drawn to the city-wide funding, alongside the devolved funds still available to area committees after the second priority-setting round (Nov ’13 – Feb ’14). The figures have been rounded down to the nearest £25,000 (please note that there is actually around £72k of indoor sports facilities contributions in the city-wide fund<sup>5</sup>).

**Table 1:** Availability of city wide and devolved off-site contributions

<b>Contribution type</b>	<b>City-wide</b>	<b>North</b>	<b>East</b>	<b>South</b>	<b>West/Central</b>
Outdoor sports	<b>£600k</b>	£50k	£125k	£200k	£250k
Indoor sports	<b>£50k</b>	< £25k	£75k	< £5k	£50k

- A7 Previous allocations to already prioritised/approved projects mean that there are no unallocated contributions in the city-wide fund with expiry dates (for contracts to be put in place) before November 2017. By then, however, £100k of outdoor sports funding has to be contractually committed (in addition to £125k devolved to West/Central Area). Beyond that, there are no significant expiry dates before 2022.
- A8 Useful background papers include: ‘Developer contributions – 2nd round priority-setting’ report to Community Services Scrutiny Committee – 10/10/13; and ‘Update and proposed next steps’ report to Environment Scrutiny Committee – 6/6/13. Further information can be found on the Council’s Developer Contributions web page ([www.cambridge.gov.uk/S106](http://www.cambridge.gov.uk/S106))

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5. Questions about whether it would make sense for all unallocated indoor sports contributions to be assigned to the city-wide fund for strategic projects will need to be considered as part of the next regular review of S106 devolved decision-making.