
Meeting	Health and Well-Being Board
Date	29 November 2012
Subject	Sport and physical activity review – strategic outline case
Report of	Director of Public Health, Barnet and Harrow
Summary of item and decision being sought	This report sets out the strategic outline case for a review of sport and physical activity provision within the borough

Officer Contributors	Craig Cooper, Director, Commercial Services Omar Villalba, Project Manager, Sport and Physical Activity Review
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Reason for Report	To allow the Health and Well Being Board to steer the direction of the sports and physical activity review to ensure that it best contributes to the delivery of the Health and Well Being Strategy and its supporting plans
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Partnership flexibility being exercised	None
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Wards Affected	All
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Contact for further information

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1. RECOMMENDATION

- 1.1 That the board review the work to undertake an outline business case including an options appraisal on the future of sport and physical activity provision across the borough, and comment on how the review should develop to best meet the objectives of the Health and Well-Being Strategy..
- 1.2 That the outline business case on the future of sport and physical activity provision returns to the Health and Well Being Board for comment prior to implementation.

2. RELEVANT PREVIOUS DISCUSSIONS AND WHERE HELD

- 2.1 Cabinet, 9 September 2002 (Decision 8) – agreed to award preferred Partner Status to Greenwich Leisure Ltd (GLL) to manage and operate the Council’s leisure centre facilities; and approval to negotiate and finalise the contract.
- 2.2 The Leader of the Council approved by means of delegated powers report on 31 December 2002 that the partnership with GLL should commence on 1 January 2003 and that the necessary financial and budgetary provisions be made.
- 2.3 Cabinet, 6 May 2008 (Decision item 5) – approved the establishment of the Future Shape of the Organisation¹.
- 2.4 Cabinet, 6 July 2009 (Decision item 5) – approved that three principles would be adopted as the strategic basis for making future decisions:
 - a new relationship with citizens
 - a one public sector approach
 - a relentless drive for efficiency.

It also approved a phased approach to delivering the Future Shape Programme and immediate consolidation of activity in the areas of property, support and transact.

- 2.5 Cabinet, 21 October 2009 (Decision item 8) – approved plans to implement the Future Shape programme.
- 2.6 The financial statements for 2009/10, agreed by the Audit Committee on 21 September 2010 (Decision item 9), established a Transformation Reserve to meet the costs of the Future Shape programme.
- 2.7 Cabinet, 29 November 2010 (Decision item 5) – approved the Sustainable Community Strategy.
- 2.8 Cabinet, 29 November 2010 (Decision item 6) – approved the One Barnet Framework and the funding strategy for its implementation.
- 2.9 Cabinet, 22 February 2011 (Decision 6), Council 1 March 2011 (Decision 9)- agreed budget reductions to the leisure centres contract to facilitate a zero cost provision following contract review
- 2.10 Cabinet, 20 February 2012 (Decision 6), recommended to Council the approval of the creation of new ‘Strategic Reviews’ as part of Business Planning for 2012/13 to 2014/15.

¹ The Future Shape programme has been renamed One Barnet Programme. The relevant previous decisions shown refer to meetings held before this change.

2.11 Council, 6 March 2012 (Decision 9), approved the Cabinet's recommendation of 20 February (cf paragraph 2.10, above).

2.12 Cabinet Resources Committee, 18 October, 2012 (Decision 15) approved the work to undertake an Outline Business Case including an Options Appraisal on the future of sport and physical activity provision across the borough.

3. LINK AND IMPLICATIONS FOR STRATEGIC PARTNERSHIP-WIDE GOALS (SUSTAINABLE COMMUNITY STRATEGY; HEALTH AND WELL-BEING STRATEGY STRATEGY; COMMISSIONING STRATEGIES)

3.1 The Sport and Physical Activity (SPA) Review project is being taken forward through the Corporate Transformation programme and the recommendations in this Strategic Outline Case (SOC) fit within the One Barnet key principles; a new relationship with citizens, a one public sector approach and a relentless drive for efficiency. In line with these principles the project will involve the following:

3.2 A new relationship with citizens

- develop a new deal with citizens to increase community ownership of sport and physical activity provision;
- enable citizens to take an active role in managing their personal health and well-being;
- support and re-engage citizens to ensure they play a positive role in society.

3.3 A one public sector approach

- engage a wide range of stakeholders across the sport and physical activity sector to develop a sustainable strategy;
- provide strategic vision to enable commercial and third sector sport and physical activity providers to drive provision.

3.4 A relentless drive for efficiency

- develop opportunities through the health and well-being agenda to effectively target provision;
- ensure resources across the partnership are used efficiently to minimise duplication of effort;
- be innovative and take advantage of evolving technology, thinking and practice.

3.5 A successful Sports and Physical Activity review will support the Sustainable Community Strategy particularly the priority of promoting healthy and independent living which aims to achieve better health and healthy lives for all, promote choice and maximise the independence of those needing greatest support.

3.6 The Sports and Physical Activity review is a key element in the delivery of the Health and Well Being strategy. The strategy states that more than 9 out of 10 adults in Barnet do not take part in the recommended level of physical activity with Barnet currently ranked 23rd out of 33 London Boroughs for levels of adult physical activity according to the Sport England Active People Survey 5 (Oct 2010.)². The positive outcomes from regular physical activity are widely reported to reduce the risk of stroke, type 11 diabetes, development of dementia, incidences of heart disease and high blood pressure. The

² Keeping Well, Keeping Independent A Health and Wellbeing Strategy for Barnet 2012-2015, p18
[click here for link](#)

consequences of this are evident – for example in Barnet, the rates of people with a diagnosis of diabetes are higher than the London average.

- 3.7 The health and well being strategy recommends that the council should make better use of the range of green spaces and leisure facilities in the Borough to increase levels of physical activity. This is being supported by the SPA review to explore the ways in which residents use their leisure time and the role of the Council's services (parks, green spaces, leisure centres, community centres etc) in promoting health and well-being. The progress of the review also impacts on the 'How we live' priority theme target to increase the number of adults participating in regular physical activity by 2015 by 3%.
- 3.8 The SPA review links to the work led by Public Health on a strategic approach to physical activity and healthy weight strategy. An overview paper, elsewhere on this agenda, seeks to direct partnership priorities to promote physical activity and healthy weight through evidence based interventions. The Public Health team are represented on the SPA board and will link in the objectives of the SPA review with the broader healthy weight strategy.

4 NEEDS ASSESSMENT AND EQUALITIES IMPLICATIONS

- 4.1 The Council and all other organisations exercising public functions on its behalf are required under the Equality Act 2010, to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between those with a protected characteristic and those without; promote good relations between those with a protected characteristic and those without. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. It also covers marriage and civil partnership with regard to eliminating discrimination.
- 4.2 Comprehensive user and employee equalities impact assessments will be carried out and revisited at each phase of the process and the results taken into account in arriving at a decision with respect to changes in the provision of sport and physical activity services within the borough. If the outcomes of the review have implications on staff then the findings of the council's Employee Equality Assessment will be presented to General Functions Committee.
- 4.3 The strategic review of sport and physical activity must incorporate a well-designed insight, consultation and engagement programme, to identify and understand the varied needs of the diverse communities and user groups within the borough. Officers will ensure that consultation events and activities are established as required. In addition, the appropriate equality impact assessments will be completed and included in the decision-making process.
- 4.4 The effects of the proposals upon all groups, protected by equalities legislation, including the disabled and those from minority ethnic groups, will be evaluated and taken into account in arriving at any decisions about the provision of sport and physical activity services. It is essential that a comprehensive equalities impact assessment is completed with respect to all options presented by the strategic review. The corporate plan sets out a commitment that major policies, functions and activities should be assessed for their equalities risks.
- 4.5 The strategic review will link in with the Joint Strategic Needs Assessment (JSNA) for health in the borough. The JSNA identifies that there are differentials in health outcomes

between various communities and therefore any equalities review will also need to take these impacts into account.

4.6 The NHS has produced Sports and Physical Activity Needs analysis which assesses the scope of physical activity opportunities and connects these to the needs of the population. The report identifies key target groups which have the lowest levels of sports and physical activities:

- Those with lifestyle related (usually long term) diseases
- Under 15 and over 55 years old
- Non British white ethnic groups
- Disabled residents
- Within the lower socio-economic groups (NS SEC)/ income deprivation
- Those that live in deprived areas

4.7 As part of the Sports and Physical Activity review, the project will determine what can be done to increase participation throughout the population and specifically on the target groups (mentioned above).

4.8 The public health evidence base on how to reduce obesity and enhance physical activity outlined in the report elsewhere on this agenda will be used to guide the planning and delivery of physical activity.

5. RISK MANAGEMENT

5.1 Risks associated with the delivery of this project are managed and reported in accordance with corporate risk and project management processes and will also be reported through existing democratic processes.

5.2 Key risks associated with the implementation and enhancements of the strategy are highlighted in the Strategic Outline Case (SOC) along with the respective mitigating actions. These risks will be updated in the options appraisal that will return to Cabinet Resources Committee in February 2013.

6. LEGAL POWERS AND IMPLICATIONS

6.1 Data Protection Act 1998 considerations in relation to Information sharing. This will be relevant should the outline business case recommend a procurement phase.

6.2 The Council will also need to consider and comply with its Contract Procedure Rules.

6.3 Subject to legal advice, the renegotiation of the Leisure Centres Contract is likely to require the consent of the contractor, in absence of which the Council is likely to be bound by the terms and conditions contained within the existing contractual agreement.

6.4 The SOC identifies a potential option for the Council is to transfer or dispose of relevant assets. In the event that the Council elects to proceed to dispose or otherwise part with possession of an asset, it will be necessary for the Council to comply with any relevant legislation, including for example Local Government Act 1972 s123 (Disposal of Land by principal councils) and obtaining where necessary any consent or special consent to the disposal from the Secretary of State. In addition it will be necessary to follow the procedures set out within the Constitution including Part 4 – Management of Real Estate, Property and Land and obtaining the necessary authorisation.

7. USE OF RESOURCES IMPLICATIONS- FINANCE, STAFFING, IT ETC

- 7.1 The 2012/13 Leisure Service budget is £1.363m. Most of this expenditure is in respect of the GLL contract which runs until December 2017 with a total commitment of £7.14m.
- 7.2 The Council's Medium Term Financial Strategy (MTFS) has an agreed saving for the Leisure Service of £967,000 from 2014/15 onwards. The SOC explores the options to deliver potential for savings in this area.
- 7.3 The 2012/13 Youth Service Positive Activities Programme budget is £134,000.
- 7.4 The outline business case will include options which will identify costs and savings for the council in line with the budgets and agreed savings as set out above.
- 7.5 The up-front costs to deliver an outline business case and support the creation of a sport and physical activity strategy, estimated to be £203,000, will be funded from the council's transformation reserve.
- 7.6 The council will continue to meet all of its statutory and contractual obligations in regard to change and its impact upon its staff. In the context of Corporate Transformation Programme this means that all internal re-structures will be managed in compliance with the Council's Managing Organisational Change Procedure. Where the change results in a TUPE transfer the Council will meet all of its statutory obligations but it will not provide any enhancement over and above that provided by the Transfer of Undertakings (Protection of Employment) Regulations 2006, Code of Practice and Best Value Authorities Staff Transfers (Pensions) Direction. All matters relating to staffing and requiring a decision must be referred to the General Functions Committee for approval.

8. COMMUNICATION AND ENGAGEMENT WITH USERS AND STAKEHOLDERS

- 8.1 Throughout the development of the SOC there has been engagement with a wide variety of bodies. This will continue and increase through the development of the Outline Business and Full Business Case where there will be engagement with key providers and stakeholders from the public, private and voluntary sectors.

9. ENGAGEMENT AND INVOLVEMENT WITH PROVIDERS

- 9.1 Relevant providers will be included in the engagement as detailed above.

10. DETAILS

- 10.1 The SOC explores strategic options and outcomes required to inform a new ambition and strategy for sport and physical activity, which will support public health and well-being. The review seeks to support the Health and Well Being agenda by assessing opportunities to promote and extend sport and physical activity far beyond the future of leisure centres in Barnet and articulates opportunities for traditional sport and physical activity services, other parts of the council (such as Greenspaces), and partners to achieve a whole range of positive outcomes for citizens.
- 10.2 This SOC develops potential options that justify further exploration and considers all cost implications, both capital and revenue. This will be covered in detail at the Outline Business Case (OBC) stage.
- 10.3 The desired project outcomes for the Sport and Physical Activity Review which have been developed during the SOC are highlighted below.

- Improving levels of physical activity within LB Barnet, particularly in targeted areas for both adults and children, leading to improvements in health outcomes and general well-being. These will be jointly defined with public health.
- Improved opportunities and access to sport and physical activity activities for individuals of all ages and abilities seeking to take more responsibility for their health and well-being.
- Optimised opportunities to improve the sport and physical activity landscape through planning gain and improvements to public realm, to be achieved via better intelligence on identifying need, supply, and demand of facilities and provision.
- Ownership of a partnership-based sport and physical activity strategy by external partners, including schools; local businesses; major employers; community organisations; and commercial and amateur sports clubs, creating a network of organisations that promotes enablement, well-being and active lifestyles through a more coordinated approach to provision.
- Defining the most appropriate governance arrangements to support the council and key stakeholders delivering the sport and physical activity component of the health and well-being agenda.
- Reductions in direct expenditure by the Council on provision and services that could be provided through alternative sport and physical activity provision, traditional and non-traditional approaches and partnerships.

- 10.4 There are a number of projects currently being considered as part of the council's corporate change programme. They include Early Intervention, Community Safety, Health and Social Care Integration and the Sport and Physical Activity Review. The Sport and Physical Activity Review project has the potential to draw together a number of common threads found across these reviews, as the physical activity enabled by attractive sport and physical activity opportunities is both a key component of public health, can be used to promote community cohesion, and can act to divert people from anti-social behaviour and crime.
- 10.5 Physical activity levels within the borough are poor. Barnet is currently ranked 23rd out of 33 London boroughs for levels of adult physical activity according to the Sport England Active People Survey 5 (Oct 2010). Physical activity levels of school children in Barnet are below the national average, with particular concerns relating to some faith schools and areas of deprivation.
- 10.6 Co-ordinated sport and physical activity has a constructive role to play in social cohesion. Whilst there is some targeted provision within the Youth Service, focused on activities which divert young people from negative behaviour and actions, there is an opportunity to review this in a more strategic way linking with our partners and the community safety agenda.
- 10.7 The council's role is to provide a governance structure to support the contribution sport and physical activity can make and engage key sector partners to maximise the potential for partnership working. By articulating the need and desired outcomes, the council provides leadership, support and facilitation. There is a need to ensure there is appropriate engagement of all groups to meet its objectives. This can be embodied in the partnership for health provision. The Health and Well-being Board provides the framework in which the Council and NHS with their partners can set, design and govern desired health outcomes. A thriving sport and physical activity community can maximise the potential impact on the health and well-being of the population in a wide variety of areas, from keeping independent to mental well-being to promoting healthy weight.

10.8 Given this context, it is now appropriate to consider sport and physical activity as a key social outcome in the context of the extended health agenda and the changing council role. By understanding sport and physical activity in this way, we will enable community partnerships to provide improved positive public health outcomes as well as increased community cohesion and safety within Barnet. Partners will be provided with a framework to work together to meet the key objectives of Barnet in shaping the sport and physical activity landscape.

10.9 There are a number of strategic options open to the council:

1. Divest and exit
2. Maintain spend but use resources differently
3. Cost reduction
4. Invest to save
5. Invest in new capital infrastructure

Cabinet Resources Committee agreed that the fifth option above – Invest in new capital infrastructure – be not explored further due to the high levels of financial risk and lack of affordability. The remaining four strategic options were agreed to be taken forward for further exploration in the OBC stage.

10.10 The outline business case for the Sport and Physical Activity Review will engage with key stakeholders to establish with greater accuracy the costs and benefits, both financial and non-financial to the council, partners and residents.

10.10 The Full details of the SOC are appended to this document and the full business case will be complete by April 2013.

11 BACKGROUND PAPERS

11.1 None

Legal – RP

CFO – MGC/JH