

CABINET 21 MARCH 2022

Report title: Active Lambeth Strategy 2022-2027

Wards: All

Portfolio: Cabinet Member for Voluntary Sector and Leisure: Councillor Donatus Anyanwu

Report Authorised by: Bayo Dosunmu, Strategic Director for Resident Services

Contact for enquiries: Dermot Collins, Leisure Programme Manager, 07904 193291,
dcollins@lambeth.gov.uk

Report summary

This five-year strategy replaces the Active Lambeth Strategy 2015-2020 and identifies how sport and physical activity can be used by Lambeth to contribute to delivering the Borough's strategic objectives within services such as Education, Public Health, Transport, Parks, Adults, Children's and Community Safety, as well as forming part of the borough-wide approach to tackling serious youth violence, improving the environment; and simply for its own inherent value. It sets out how best we can use our staff, facilities and assets in conjunction with our community partners for the good of the borough so that these benefits are more universally shared by our residents.

This strategy is the result of extensive collation of insight, discussion with stakeholders and public consultation and has been well received throughout this process. Cabinet is requested to approve adoption of the new Active Lambeth Strategy 2022-2027.

Finance summary

There are no specific financial implications arising from this report. The depth of impact achieved by this Strategy will depend on the level of resource that can be dedicated to its implementation. No specific commitments are made in terms of increases at this stage, however it is anticipated that insourcing the leisure service will enable the allocation of additional staff and funding to facilitate accelerated delivery.

Recommendations

- (1) To approve the Active Lambeth Strategy 2022-2027.

1. CONTEXT

1.1. This Strategy will seek to use the impact of sport and physical activity to help address:

- **Health Inequalities** – 25% of people in Lambeth fail to take enough exercise to benefit their health. Covid has increased inequalities in society. Government and NHS strategy now has an enhanced focus on prevention of lifestyle illnesses. We need to reconfigure our public health & leisure services to respond.
- **The health of children** – The Chief Medical Officer for England recommends 60 minutes of activity a day. Nationally only 20% of young people in Years 1-11 achieve this level. For Lambeth it's even lower at just 18%.
- **Obesity Crisis** – This insufficient level of activity contributes to 26% of children in Lambeth being overweight by the age of 11.
- **Community security and the safety of our young people** – There were 7,000 incidents of knife crime in Lambeth between 2010 and 2020 – London's third highest total. Sport and fitness can contribute to reducing these figures by providing positive opportunities for young people.
- **Build upon an Active Population** – 74% of Lambeth adults are physically active, 10% higher than the London average.
- **Protecting our community assets** – promote longer term thinking and planning on the maintenance and development of Lambeth's Parks and Sports facilities.

1.2. From April 2023 Lambeth will resume the management of its sport and leisure facilities with the ending of the current GLL contract. This will provide the opportunity to operate more flexibly and achieve a better balance between generating commercial revenues and offering health and social benefits to those that need them most.

1.3. This strategy replaces the first Active Lambeth Strategy, which covered the period 2015-20. The gap in continuity reflected the need to await the outcome of the new national sports strategy and Lambeth's decision over the future of its own leisure service. This new strategy restates the value of sport and physical activity and needs to be adopted, implemented and resourced for the benefit of the Borough.

2. PROPOSAL AND REASONS

2.1 The structure of the strategy employs the same headings as those used by Sport England in its 10-year Strategy '*Uniting the Movement*'. There are five big issues identified, to which a sixth has been added to Lambeth's Strategy reflecting the Borough's concern to reduce serious youth crime and anti-social behaviour. Five-year objectives are set out below. These are accompanied by specific outputs identified in the Strategy. The detail of implementation will be presented in annual work programmes.

2.2 Recover and Reinvent:

Increase the number of Lambeth residents that are physically active to 80% and decrease those classified as inactive by 5% (19-20 baseline of 74.3% & 17.3%).

Recover and then increase usage rates of Lambeth facilities and parks (Achieve 2,250,000 annual visits to our sports and leisure centres).

2.3 Connect with Communities

Provide a voice for Lambeth 'sports community by establishing the Lambeth Sports Partnership Board.

Establish a mutually beneficial formal connection with our outstanding community partners.

Develop inclusive activity programmes that engage those that are not currently involved.

2.4 Offer Positive Experiences to Young People

Support Lambeth's work to become a UNICEF Child Friendly Community by facilitating sport programmes that improve the mental and physical health of young people.

Develop a network of attractive sport facilities across the borough that offer a mix of paid and programmed and free and casual use

Support our most disadvantaged young people and demonstrate our corporate parenting responsibilities by offering free or low-cost access to sports facilities and programmes.

Reduce inequalities by providing talented Lambeth athletes with specialist support to fulfil their potential.

2.5 Connect with Health and Wellbeing

We will partner with Lambeth's public health agencies to use the Borough's assets to achieve health benefits for the vulnerable, inactive and people with disabilities.

2.6 Provide and Manage Active Environments

We will maintain and develop attractive parks, sports and recreational facilities. We will develop proposals for inclusion in the Borough's capital plans.

We will secure £2m of external investment into Lambeth's sports and parks facilities.

Improve Lambeth's environment and the personal health of residents by increasing the levels of Active Travel, the use of Healthy Routes and physical activity in outdoor settings.

Improve and develop the Borough's stock of sports courts by partnering with Lambeth Housing, Housing Associations and external funders to improve this network of free, local participation spaces

2.7 Promote Safe Communities

In partnership with specialist agencies, we will support 'Lambeth Made Safer' to engage vulnerable young people resulting in declines in anti-social behaviour and serious youth violence.

Provide and support a range of opportunities that divert vulnerable young people into positive activity, e.g. After School Sports Activity.

2.8 In order to achieve effective delivery of the new Strategy it is anticipated that an additional three members of staff will be needed within the Sports Development team. When the leisure service comes in-house in 2023 some of the posts transferring from GLL may help fulfil these roles. Otherwise, the creation of new posts in the future will be dependent on suitable budget being identified.

3. FINANCE

- 3.1 There are no specific financial implications arising from this report.
- 3.2 The leisure service carries an existing income target of £1m and a new savings commitment of £1m effective from 2022/23. The whole industry has been heavily impacted by Covid-19 and Lambeth's service will be brought in-house in 2023. These issues need to be addressed and understood fully before any commitment could be made to dedicate specific or additional resources to delivering the Strategy.

4. LEGAL AND DEMOCRACY

- 4.1 Section 1 of the Localism Act 2011 provides the Council with the power to do anything that individuals generally may do. This power extends to doing things that an individual may do which are unlike anything that the Council currently does. This power can be used for commercial purposes or otherwise for a charge, or without a charge. The Council may exercise this power for, or otherwise than for, the benefit of the authority, its area, or persons, resident or present in its area. This general power is limited by any restrictions in any existing or future legislation.
- 4.2 Section 111 of the Local Government Act 1972 provides that without prejudice to any powers exercisable apart from that section but subject to the provisions of that Act and any other enactment passed before or after this Act, a local authority shall have power to do any thing (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
- 4.3 Section 19 Local Government (Miscellaneous Provisions) Act 1976 contains wide powers enabling local authorities to provide within or outside their locality, such recreational facilities as they think fit. This section includes a non-exhaustive list of permitted purposes including social or recreational purposes for which the Council may provide staff and facilities and the recreational facilities may be provided with or without payment.
- 4.4 A consultation exercise was conducted for the purposes of preparing the document which is the subject of this report. The decision-maker is required to take the consultation responses fully into account in deciding whether to approve this report's recommendations. The responses to the consultation are summarised in section 5 of this report and detailed in the Appendix documents. The Supreme Court recognises 4 principles for a lawful consultation, which are generally known as the Gunning or the Sedley principles namely that:
- consultation must be at a time when proposals are still at a formative stage;
 - the proposer must give sufficient reasons for any proposal to permit intelligent consideration and response;
 - adequate time must be given for consideration and response; and,
 - the product of consultation must be conscientiously taken into account in finalising any proposals.
- 4.5 Section 149 of the Equality Act 2010 sets out the new public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation
 - Advance equality of opportunity and

- Foster good relations between those who share a protected characteristic and those who do not
- 4.6 Part of the duty to have “due regard” where there is disproportionate impact will be to take steps to mitigate the impact and the Council must demonstrate that this has been done, and/or justify the decision, on the basis that it is a proportionate means of achieving a legitimate aim. Accordingly, there is an expectation that a decision maker will explore other means which have less of a disproportionate impact.
- 4.7 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.
- 4.8 Advice in respect of licensing, planning, procurement and contracts can be provided on an event-by-event basis.
- 4.9 This proposed key decision was entered in the Forward Plan on 29 November 2021 and the necessary 28 clear days’ notice has been given. In addition, the Council’s Constitution requires the report to be published on the website for five clear days before the proposed decision is approved by the Cabinet Member. Any representations received during this period must be considered by the decision-maker before the decision is taken. A further period of five clear days - the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

5 CONSULTATION AND CO-PRODUCTION

- 5.1 The strategy is a result of the following processes:
- Collation of demographic and social insight on the borough.
 - Identification of existing participation and non-participation levels, trends and demographics and the network of existing providers.
 - Alignment with strategic objectives of the borough and of regional & national agencies.
 - Meetings with key departments followed by internal and external workshops of councillors, staff and critical friends leading to production of draft strategy.
 - Draft strategy subject to Lambeth internal scrutiny processes.
 - Public consultation process – October & November 2021 - online and evening event hosted at the Town Hall.
- 5.2 A draft version of this strategy was made available for public consultation between 11 October and 14 November 2021. 93 digital responses were received and 25 people attended a public forum held at the Lambeth Town Hall. Online respondents were asked to grade 11 objectives set out in the strategy as being Very Important, Important or Less Important. The following objectives received the most support:
- Maintain and improve our sports centres, swimming pools, parks and open spaces.
 - Involve more young people in sport and physical activity.
 - Use physical activity programmes to address challenges such as cardiovascular disease, isolation, mental health, diabetes.

At the public consultation event the availability and maintenance of facilities and working with young people were also identified as priorities by the sports clubs and community organisations in attendance. In response to the question ‘Where do you think sport and physical activity have the greatest opportunity to contribute towards Lambeth’s other core objectives?’ online respondents identified – Public Health Education and Community Safety as areas of greatest potential impact. In response to the question ‘Do you think the draft Active Lambeth Strategy document will help to achieve these objectives?’ 65% of respondents answered ‘Don’t Know’ asking for further detail on implementation plans. This will be an issue that will be addressed by the formation of a Lambeth Sport Partnership Board and Community Sports Forum which will play an advisory role on the development of annual implementation plans.

6 RISK MANAGEMENT

6.1 The main risks that impede on the successful delivery of this Strategy are:

Table 1 – Risk Register

Item	Risk	Likelihood	Impact	Score	Control Measures
1	Covid-19 or other pandemics limit activity or engagement, reducing derived benefits	4	6	24	It is not possible to mitigate against pandemics. Levels of sport and activity do fall during period of restrictions and existing inequalities are exacerbated. Our policy and application will adapt according to changes in Government guidance and exercising outdoor in Lambeth parks does provide a potential alternative for many people
2	From 2023 the in-house management of Lambeth’s leisure facilities fails to deliver sufficient revenue to invest into the delivery of the Activity Strategy	2	8	16	The financial modelling that has been carried out indicates that Lambeth should benefit financially from in-house management of its leisure services. Project planning the transition is focused on operational continuity and securing existing memberships using the example of other local authorities
3	Engagement with other internal partners – Public Health, Education, Transport, Children’s Services – does not bring about effective working relationships	2	4	8	Discussions leading to the production of the Strategy have generally been very constructive. Adoption of the Strategy and reframing of Lambeth’s leisure offer should provide additional incentive

Key

Likelihood	Very Likely = 4	Likely = 3	Unlikely = 2	Very Unlikely = 1
Impact	Major = 8	Serious = 4	Significant = 2	Minor = 1

7 EQUALITIES IMPACT ASSESSMENT

- 7.1 An Equalities Impact Assessment was completed on 18 January 2022 and approved by the Director of Environment and Streetscene on 10 January 2022
- 7.2 The EIA does not foresee any negative impacts on the protected characteristics arising from adoption of the new Strategy and is appended to the report

8 COMMUNITY SAFETY

- 8.1 It has long been acknowledged that involvement with sport whether as a diversionary activity or one which seeks to develop and educate young people can be one of the most effective means of engagement. Working alongside specialist youth and community agencies this Strategy can increase the opportunities available to use sport to bring about positive change.

9 ORGANISATIONAL IMPLICATIONS

Environmental

- 9.1 The Strategy 2022-2027 through encouraging people to be active and to walk, run or cycle will support the Borough's transport plan. The development and maintenance of any sport's facilities will accord with the borough's environmental policy.

Health

- 9.2 The strategy as a core requirement will support the Public Health activity of the Borough by using its staff, facilities and assets to support initiatives such as GP referrals, obesity interventions such as *Ready Steady Go* and the development of appropriate and targeted activity programmes for groups identified by Lambeth Public Health.

Corporate Parenting

- 9.3 The Strategy identifies as an objective: '*Support our most disadvantaged young people and demonstrate our corporate parenting responsibilities by offering free or low-cost access to sports facilities and programmes*'. Our intention is to build this provision into Lambeth's leisure offer after April 2023.

Staffing and accommodation

- 9.4 The Sports Team is currently located in Brockwell Hall. This is scheduled for redevelopment from spring 2022 and there will be a need to identify alternative accommodation whether temporary or longer term.

To implement this strategy and operate with a wider remit addressing public health, safe communities, education, enhanced promotion of opportunities and the voluntary sector the existing sports development team of three should increase to six posts. Any increase will form part of the staffing changes accompanying the move to an in-house leisure service in April 2023, subject to identification of sufficient budget.

Responsible Procurement

9.5 The Strategy has no direct procurement implications. The investment actions referred to within the Strategy will all be subject to separate procurement reports.

10 TIMETABLE FOR IMPLEMENTATION

10.1 If the Strategy is adopted by Cabinet, it will become effective immediately.

AUDIT TRAIL				
Consultation				
Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Donatus Anyanwu	Cabinet Member for Voluntary Sector and Leisure	7/03/22	09/03/22	Support
Bayo Dosunmu, Strategic Director	Resident Services	7/03/22	10/03/22	Cleared
Andrew Ramsden, Assistant Director Finance	Finance and Investment	7/03/22	08/03/22	Cleared
Jean-Marc Moocarme, Legal Services	Legal and Governance	7/03/22	09/03/22	Cleared
Sarah Keeble, Democratic Services Officer	Legal and Governance	08/03/22	09/03/22	Cleared
Venetia Reid-Baptiste, Director of Environment and Streetscene	Resident Services	04/03/22	07/03/22	Support
Kevin Crook Assistant Director Neighbourhoods	Resident Services	23.12.21	04.01.22	Support

REPORT HISTORY	
Original discussion with Cabinet Member	08.03.21
Report deadline	08/03/2022
Date final report sent	10/03/2022
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	29.11.21
Key decision reasons	3. Meets community impact test
Background information	None
Appendices	Appendix 1 – Active Lambeth Strategy 2022-2027 Appendix 2 – Equalities Impact Assessment Appendix 3 – Active Lambeth Consultation Report