

Report of the Director of Public Health

## **Future Direction for Physical Activity and Sport**

### **Summary**

1. The purpose of this report is to:
  - Describe the proposals for ensuring the legacy of sport and physical activity initiatives continue after Sport England and the Local Sustainable Transport Fund (LSTF) grant funding ends.
  - Update the Executive Member on sport and physical activity participation rates in the city and highlight low participation communities. The Executive Member is asked to approve the focus on these targeted groups as priority communities and the implementation of the new government strategy for physical activity and sport. And that these target groups will be the focus for initiatives in any sport and physical activity focused future external funding applications.
  - Seek support for the ongoing operation of the sports facilities at Burnholme community campus during the redevelopment period.

### **Recommendations**

2. The Executive Member is asked to:
  - Note the proposals for ensuring the legacy of Sport England funding in York.
  - Approve the priorities for York in response to new government strategy for physical activity and sport.
  - Support the ongoing operation of the sports facilities at Burnholme community campus during the redevelopment period.

Reason: To build on York's high rate of physical activity and encourage those from the target communities to become more active. To also support the community sport infrastructure to create opportunities for residents to become more active, and enjoy the benefits of sport and physical activity.

## **Background**

3. In January 2013 the Sport and Active Leisure team were awarded a grant of £252k from Sport England's Inclusive Sport fund, to be spent over 3 years. This was part of a £474k project to provide sport and physical activity opportunities for those with long term limiting disabilities and medical conditions. This funding covered the period from April 2013 until March 2016 and has supported disability sports initiatives across the city and has developed the Health, Exercise, Activity and Lifestyle (HEAL) GP referral programme for those with long term medical conditions.
4. Following the submission of the Inclusive Sport application in 2012, Sport England Launched the Community Sport Activation fund in early 2013. The Sport and Active Leisure team then submitted an application for a programme of community sports opportunities targeting young people, older people, support to community sports clubs and capitalising on the legacy of major local and national events. In June 2013 the service was awarded £249k towards this £625k project. This funding covered the period from August 2013 until July 2016.
5. The city has had a walking for health programme for sixteen years, initially as a partnership with Selby and York Primary Care Trust and Age Concern York (now Age UK York), then wholly funded and managed by City of York Council. For the last 4 years the programme has been funded by the Department for Transport's Local Sustainable Transport Fund (LSTF) programme and managed by the Sport and Active Leisure team. This funding came to an end in March 2016.

6. Following the closure of Burnholme Community College, in order to retain the sports facilities on the site for the existing users and the local community, the Sport and Active Leisure team have been operating them. The facilities are in need of some repair and refurbishment and there is currently limited officer capacity to develop new activities or attract new users.

### **Evaluation and legacy of Sport England funded projects**

7. In the three years since April 2013 the Inclusive Sport fund has supported 3,506 disabled people or those with a long term limiting medical condition into sport and physical activity. There are now over 50 disability sports sessions running in the city each week and classes for those with Chronic Obstructive Pulmonary Disease (COPD), those in cardiac rehabilitation, those diagnosed and in remission from cancer, those with mental health conditions and those with musculoskeletal conditions. The programme has seen York's disabled athletes competing in Special Olympics competitions and recently saw an athlete compete in the World Summer Games in Los Angeles, the development of a wide range of new sporting opportunities including archery, cricket, powerchair football and inclusive walks; and the development of new clubs and the strengthening of others including successful grant applications for equipment and venue hire, recruitment of volunteers and strengthening of committees.
8. The HEAL GP referral programme receives referrals from every practice in the city, as well as from physiotherapists, health care professionals and the cancer care centre. Participants are supported into activity following a one to one consultation session and are supported to continue participating. Participants have reported significant health improvements, improved mental wellbeing and a reduction in visits to their doctors.
9. Since August 2013 the Activation programme has delivered physical activity sessions in sheltered and care homes, created opportunities for people aged 50+ to get into and remain active, supported those who work with vulnerable young people to offer physical activity and sport opportunities and encouraged mass participation in sport. The service supported community clubs to hold open days to celebrate the commonwealth games and recruit new participants, offers walk to jog run training programmes and offered a range of sporting opportunities to support the Tour de France and Tour de Yorkshire.

10. Walking for Health – Since September 2015, we have been working with the volunteer health walk leaders to look at a sustainable model for the York Health Walks scheme away from the council control. There is now a constituted voluntary management committee, which will shortly be opening a bank account in order to manage its funds. The group has also delivered a volunteer walk leaders training course in order to maintain the existing walk programme.
11. The projects collectively have led to an increase in participation, an increase in awareness of sporting opportunities and the benefits of sport and physical activity, an increase in the range of activities available and a strengthened infrastructure in the city.

### **The Sporting Context**

12. Since 2006 the Sport and Active Leisure team have focused on reducing the proportion of the population who do no sport or active leisure. In 2006 York was around the England average for this. The latest Active People figures, released in June 2016 show that York has the lowest rate of non participation in sport in the north of England at 46%. However this still means that 46% of the population are inactive, and a further 27.8% do not do the recommended 150 minutes of physical activity per week.
13. The June 2016 figures show that York is the 9th most active authority in the country with 45.5% of residents doing at least one 30 minute session of sport per week. This is very positive news and indicates that the recent programmes have successfully targeted some of the city's least active people. A breakdown of the Active People data shows that there are population groups which have a significantly lower participation rate than the city average, and which will need ongoing support and targeted activity to encourage them to be more active. These are:
  - those on low incomes,
  - those living with a long term limiting disability,
  - people aged 55+ and
  - women and girls.
14. In May 2016 Sport England launched a new strategy *Towards an Active Nation* with the aim of increasing participation in sport and physical activity by those who are currently the least active, and who would benefit the most from participation.

The strategy stresses the link between physical activity and health and highlights the mental, social and physical benefits of participation. There is also recognition that the Active People research has not accurately reflected the level of participation in active lifestyles as it does not include participation in dance, or active travel. The national research has been adapted and will in future include dance and walking and cycling to work and the research will be called *Active Lives*. *Towards an Active Nation*, sets out the intention to focus funding on the country's least active communities, which includes those identified as the least active in York.

### **Future Service Direction**

15. Throughout the Activation and Inclusive Sport programmes the service has been aware that the end of the grants would result in a significant reduction in the budget available to directly deliver sporting activities. Work with partners, community clubs and sports providers has been a key part of the programme and as well as the successful transition of the walking for health programme to a voluntary committee, has resulted in:
  - a number of the 50+ exercise classes being continued and managed by the session instructors without the need for support from the council, other than promotional assistance.
  - Ongoing discussions taking place with the council's future leisure centre management company Greenwich Leisure Limited (GLL) to incorporate the gym based HEAL GP exercise referral sessions at Energise into their services as part of their Healthwise Programme. Alongside this we are working with exercise instructors to maintain classes without the need for financial support from the council.
  - New and strengthened club structures for example powerchair football and wheelchair basketball, means that the clubs and sessions will continue without direct input from the Sport and Active Leisure team.
  - Small grants to a number of clubs and community groups have ensured that they have equipment, team kit and access to venues and instructors to ensure that sessions can continue.

16. In November 2015, the City of York Council hosted a procurement event and invited potential providers to discuss the formation of an Integrated Wellness Service for the city. Following those discussions it has led the council to decide to develop this service internally. The service will be there to support the people of York through a life course approach to live well by addressing the factors that influence their health and enhance their capacity to be independent, resilient and maintain good wellbeing for themselves and those around them.
17. The integrated wellbeing service will be known as the Yor-Wellbeing service. The service will have several strands, one of them will target the physically inactive priority groups to enable them to become more active and improve their overall levels of wellbeing. The service will continue to support Active York, and work in partnership with North Yorkshire Sport.
18. In addition to the physical activity offer, the service will take in the existing Stop Smoking Service and will deliver the city's NHS Health Check offer.
19. The outcomes of the service will be measured against how it addresses the [‘Six Ways to Wellbeing’](#).



1. Be active
2. Keep learning
3. Give
4. Connect
5. Take notice
6. Care for the planet

20. For those who are able, we are in the process of developing an online health assessment tool that will support individuals with advice and guidance in order to make positive lifestyle changes (self care) to improve their wellbeing.
21. For those with the greatest health inequalities the new model of wellbeing will have a person centred approach, helping individuals to understand and address their lifestyle behaviours in relation to improving their wellbeing. For one individual, this could be healthy eating and physical activity and for another, this could be joining a social club and volunteering.

22. Working with community partners to deliver services, we will enhance community capacity, provide training and strengthen community assets, thereby supporting community clubs and groups to take on new participants and to identify and tackle unhealthy behaviours.
23. The development of the Yor-Wellbeing Service aligns with the review of the 0-19 early intervention and prevention work concerning early help arrangements which support the council's move towards the new vision of a place-based operating model. The Executive will receive further papers on developments across the council towards the new models in due course, as detailed in the 17 March 2016 Prevention and Early Intervention Services – a proposal for a new way of working. Staff will work in geographical areas with those whom are most at need, offering individual information, advice and guidance, 1 to 1 services and community capacity building.
24. A new staffing structure (due to be implemented on 1 August 2016) will locate officers in three geographical zones in the city where they will develop links with other frontline council service, community organisations, GP practices and health and care providers. Customers will have direct access to the service through their area based Public Health and Wellbeing Officers tackling improvements in health outcomes particularly, mental wellbeing, diabetes prevention and cardiovascular disease.
25. Our intention is to seek additional funding from Sport England and other funders, as appropriate, based on increasing the physical activity of those in our target groups using a life-course approach and work with academic partners to evaluate effectiveness and contribute to evidence of what works. Initial discussions with Sport England at the North Yorkshire Sport Conference in May were extremely supportive of the approach we are taking.
26. In addition during the redevelopment work for the Burnholme Community Health Campus the service is proposing to continue to operate the sports facilities on the site. The intention is to maintain access for the existing users primarily during evenings and weekends. There is potential for the site to increase its sports offer and attract new users and income streams. We anticipate that following the site redevelopment work a facility operator will be sought to do this. The cost of operating the sports facilities during this interim period will be covered by the Burnholme Community Health Campus project budget.

## **Budget**

27. The Yor-Wellbeing Service operational budget will be made up of the Sport and Physical Activity budget Improved physical activity and mental wellbeing (£343K in 2016/17), the Stop Smoking Service budget (£291k) and the NHS Health Checks budget (£100k). By pooling these budgets and tackling all lifestyle behaviours through one pathway the service will reach more individuals and be able to evidence the impact of combined service delivery. Any efficiencies required from this budget area will be addressed through the 2017/18 budget process.
28. This combined budget of the Yor-Wellbeing service will be used to demonstrate the council's investment in community health and wellbeing and as match funding in future grant applications.
29. The cost of running Burnholme Community Health Campus is included in the project costs for the redevelopment of the site. The site cannot be run on a cost neutral basis while the site is being developed but has the potential to break even following refurbishment.

## **Options**

30. The principal options open to the Executive Member are:
  - Whether to note and support the proposals for ensuring the legacy of Sport England funding in York.
  - Whether to approve the priorities for York in response to new government strategy for physical activity and sport.
  - Whether or not to support the ongoing operation of the sports facilities at Burnholme Community Health Campus during the redevelopment period and the aim to seek an operator for the facilities in the long term.

## **Analysis**

31. The service has been very successful, we have increased participation rates in sport and physical activity and we now need to help communities to maintain this. We also have inactive communities and we need to be able to reach them. The proposed approach within the Yor-Wellbeing Service allows us to address individual and community wellbeing and includes physical activity as a key part of that.



32. To intensively target inactive communities, it will be important to work with partners to develop priority projects. To be able to invest in these projects targeted funding will be needed. When new Sport England, or other funding becomes available, building on our track record of successfully meeting funders targets we will apply for grants to tackle inactivity.

### **Consultation**

33. The principle of an integrated wellness service for the city was shared with providers and community partners In November 2015. This received broad support. The future priorities for Sport and Active Leisure have been discussed with partners on the Active York partnership board. They were supportive of the direction of travel and the need to tackle inequalities in participation. The board are planning future meetings to discuss how the work of the partnership can reflect this. All of the Sport and Active Leisure and Public Health staff have been consulted on the development of the Yor-Wellbeing Service and the roles within it. During 2015, pilot work in three wards in the city looked at how to engage communities in tackling unhealthy behaviours and the appetite for change. The findings of this work have been incorporated into the design of the wellbeing service.

### **Council Plan**

34. The actions set out in the report contribute to the objective a *focus on frontline services* where specifically
- *Residents are encouraged and supported to live healthily.*

### **Implications**

35. **Financial:** The financial impact of the staffing and service changes have been addressed in the wider departmental restructure. This factors in the loss of grant funding from Sport England and other sources. The Executive Member for Adult Social Care and Health will consider the Development of the Yor-Wellbeing Service at their decision meeting on 25 July 2016.
36. **Human Resources (HR):** All public health employees and their union representatives have been fully consulted with both at group meetings and individual 1-1 sessions about changes to the public health structure. The HR process followed was in accordance with the CYC Supporting Transformation (Management of change) guidelines.

Two members of staff have been successfully redeployed in to suitable alternative roles within CYC which has mitigated the requirement for any compulsory redundancies.

37. **Equalities:** A Communities Impact Assessment has been completed against the new service (Annex 1). Where any impacts have been identified, they have shown a positive impact. The service is being designed to address health inequalities and target those most at risk of unhealthy behaviours.
38. There are no Property, Crime and Disorder or Information Technology implications arising from this report.

### Risk Management

39. In compliance with the Council's risk management strategy the main risks that have been identified associated with the proposals contained in this report are those which could lead to the inability to meet business objectives and to deliver services, leading to damage to the Council's reputation and failure to meet stakeholders' expectations. The level of risk is assessed as "Low". This is acceptable but means that regular monitoring is required of the operation of the new arrangements.

### Contact Details

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<b>Wards Affected:</b>			<b>All</b>	✓

For further information please contact the author of the report

Annex:

Annex 1 Communities Impact Assessment - Future Direction for Physical Activity and Sport - Integrated Wellness Service - Yor-Wellbeing Service.

Background Papers:

Executive - 17 March 2016 [Prevention and Early Intervention Services – a proposal for a new way of working](#)