

CARDIFF COUNCIL
CYNGOR CAERDYDD

CABINET MEETING:

20 January 2022

PHYSICAL ACTIVITY AND SPORT STRATEGY

CULTURE & LEISURE (COUNCILLOR PETER BRADBURY)

AGENDA ITEM:

PORTFOLIO: CULTURE & LEISURE

Reason for this Report

1. To seek approval of the Physical Activity and Sport Strategy.
2. To highlight the key areas for improvement in the overall health and lifestyle choices for our citizens.

Background

3. Building on the Olympic and Paralympic legacy, in 2014 Cardiff achieved the accolade of European Capital for Sport, recognising the city's facility infrastructure, community sport, major event hosting and collaboration to develop sport for all. Since then, Cardiff has played host to other major international sporting events such as the UEFA Champions League Finals, Heineken Cup and Volvo Ocean Race.
4. The city's premier sports clubs, namely Cardiff City FC, Cardiff Devils, Glamorgan Cricket Club and Cardiff RFC not only provide first class facilities for thousands of supporters to watch high class sport, but they also have the power to inspire new generations of sportsmen and women, attract investment to the city, provide employment opportunities and promote Cardiff on a UK and European stage.
5. In addition, the premier clubs are collaborating with the Council and the Higher Education Sector to develop additional academy facilities such as the proposed Pentwyn Rugby Academy and community centre, the Llanrumney Football and Sports academy and the Ice Arena. All of which not only create inspirational, modern facilities for talent to thrive but also become facilities for the community to use and attach themselves to the brands of our Cardiff premier clubs.

6. Cardiff is recognised worldwide for its sporting credentials and has used Sport as a means to drive tourism and regeneration through its major events and developments such as the Principality Stadium and Cardiff Bay, where Sport and Leisure has been the key driver to attract investment
7. Further developments in the city have included the new Ice Arena, new 3G pitches, investment in our Leisure Centres through our operating partner Greenwich Leisure Limited (GLL), high class sports facilities at Eastern Campus and Cardiff West Community High Schools and Elite training facilities at our university sites.
8. Investment in 3G playing surfaces over recent years with more planned in the near future has raised the aspirations of local communities such as Rumney, Trowbridge and St Mellons as well as Caerau and Ely where the new pitches are serving local clubs, improving playing standards and ensuring training and fixtures are never cancelled due to wet weather. They are designed to meet the standards of the National Governing Bodies to ensure Cardiff teams can escalate through the league pyramid to the highest levels possible.
9. More new facilities are currently in the pipeline and being progressed including a proposed new Velodrome, Off Road Bike and Quad Track, Closed Circuit Bike and Scooter Track and an indoor centre for Extreme Sport at the International Sports Village. A new International BMX track is being delivered at Llanrumney, and destination Skate Parks and Multi Use Sports facilities across the city in Parks.
10. The Council's partnerships with Cardiff Rugby, Cardiff City and Glamorgan Cricket have seen extensive community schemes unlocking their brand to create interest and grow participation. As a result, we have an emerging Playing Pitch Strategy which identifies the current and future trends in these sports and the need for more artificial pitches and different operating models that empowers clubs, Leagues and National Governing Bodies for Sport to take a greater role in securing and investing in existing facilities. It is intended that this strategy will be presented to Cabinet in the spring/summer of 2022.
11. Some success has been achieved through the transfer of assets from the Council to clubs and societies, where in each case there has been investment through grant aid, voluntary workforce, improved facilities, increased participation through programming and improved playing pitch standards. Examples include:
 - Victoria Park Bowls and Pavilion converted to a Beach Volleyball and Community facility.
 - Splott Changing Rooms, Pavilion and Grass Pitch to Splott Albion FC.
 - Maes Y Coed Changing Rooms and pitches to St Joseph's RFC/FC.
 - Llwynfedw Gardens Pavilion and Outdoor Courts to the Friends Group
 - Lydstep Park to Cardiff Dracs FC.
 - Sevenoaks Garages converted to a Boxing Club for St Joseph's BC.

- John Reynolds Centre converted to a Boxing Club and community facility with Llanrumney BC.
 - Trelai Park Pavilion and Green to Caerau/Ely Sports Trust.
12. Cardiff has over 400 sports clubs all of which have a motivated and enthusiastic team of volunteers. This voluntary sector is the backbone of grass roots sport and physical activity in the city. Without these voluntary clubs providing opportunities for participation, coaching, administration and social interaction, there would be significant gaps in provision and the Council recognises the important role that the voluntary sector play in this regard.
 13. Through the 21st Century Schools delivery programme, the Council is investing significantly in high class sports facilities that will improve standards in curriculum time, encourage more pupils to take part in activities and be available to the local community to provide opportunities for school pupils to link with their local clubs for long term participation. In Primary schools there is an enormous amount being done both in curriculum and extra curriculum time to encourage young children to be active, eat healthily and promote healthy lifestyles. Many schools offer after school sports clubs linking with the professional clubs and their local community clubs.
 14. There are a range of initiatives aimed at breaking down barriers to participation where participation is low such as Women and Girls, BAME community, Welsh speakers, disability and LGBTQ community, albeit there is a great deal more to be done in these areas. We recognise that for some communities, especially those with minimal local sports clubs and facilities, a more flexible approach to delivery may be needed to ensure inequalities are targeted. This may include more direct targeted and hands on approach.
 15. The Council has strong and positive relationships with its major clubs, community clubs, higher and further education providers, BAME leaders, public health, private sector providers and the voluntary sector. Through these partnerships there are a variety of targeted action plans and programmes that aim to tackle knife crime, anti-social behaviours, bullying, smoking, drugs and alcohol misuse, and emerging gang crime.
 16. In terms of public health, the GP Referral scheme links closely with doctors surgeries and healthcare professionals to encourage patients into prescribed physical activity by linking the surgeries with their local leisure centre gym and our operating partners GLL. The Council has partnered with Public Health to look at the growing problem of obesity, inactivity and sedentary lifestyles in Cardiff where the life expectancy of citizens in the southern arc of the city is on average 18 years less than those who live in the North. This trend has placed a burden on the Health Service with increasing numbers of the population suffering from Heart Disease, Stroke and Type 2 Diabetes at a significant cost to the public purse. With these growing levels of obesity and inactivity there is a need to develop a whole system approach with Cardiff & Vale University Health Board and key stakeholders to address this issue with a Strategy that all partners can engage with to improve the health of our citizens for the long term through interventions and prevention. Regular physical activity is proven to help prevent

and treat noncommunicable diseases (NCDs) such as heart disease, stroke, diabetes and breast and colon cancer. It also helps to prevent hypertension, overweight and obesity and can improve mental health, quality of life and well-being. Indeed, during the lockdown periods of the Pandemic, we have seen the spotlight on mental well-being in particular and the benefits of accessing the outdoors to help alleviate such issues.

17. Cardiff, like many other major cities has a growing competitive market of private gym and leisure providers. The education sector including Cardiff University, Cardiff Metropolitan University, Cardiff and Vale College, Private Schools and our own school's estate are providing facilities for sports and physical activity participation. The major clubs in Cardiff namely, Cardiff City Football Club, Cardiff Rugby Club, Glamorgan Cricket Club and Cardiff Devils Ice Hockey Club have a community development service providing opportunities for participation.
18. Welsh Government set a policy for the Health and Wellbeing of our Future Generations in 2015 setting out key themes for public bodies to develop. The new law strives to make Wales a better place to live in now and in the future. The new law has 7 goals, these are the Wellbeing Goals:
 - i. A globally responsible Wales
 - ii. A prosperous Wales
 - iii. A resilient Wales
 - iv. A healthier Wales
 - v. A more equal Wales
 - vi. A Wales of cohesive communities
 - vii. A Wales of vibrant culture and thriving Welsh language
19. The Council has included references and actions to deliver against the key themes of the Future Generations policy in its Corporate Plan setting long term measurable plans for service areas. The Physical Activity and Sport strategy will cut across several of the Wellbeing Goals and will bring together partners and other public bodies to deliver its objectives for the improvement in life for the long term. The Council's relationship with the key stakeholders, as set out in this report, allows expertise, knowledge and resources to be brought together in a coordinated way to deliver a shared strategy to respond to the Wellbeing Goals and to deliver the best outcomes for the city's citizens.

Issues

20. Although Cardiff is well blessed with facilities and key partners that are involved in the delivery of Physical Activity and Sport in Cardiff, this provision is fragmented and there needs to be a clear and deliverable strategy that has measurable outcomes to avoid duplication, maximise resources and make a step change in the growing number of inactive and unhealthy people in Cardiff.
21. Physical Activity and Sport is a discretionary service with limited opportunity to access significant long-term funding to sustain long term behavioural change.

22. The Physical Activity and Sport sector has found it difficult to articulate and evidence the benefits to Health in order to secure support from the larger health budgets for both intervention and preventative investment.
23. A number of national schemes have been introduced to tackle inactivity and poor health most recently the '*Move More Eat Healthy*' campaign. However, the lack of a cohesive and joint strategy where campaigns and the resources of key stakeholders can be focussed on a shared vision and goal is currently lacking.
24. In a recent Audit Wales review of the Council's Leisure Services contract with Greenwich Leisure Ltd., Audit Wales recommended the completion of a Leisure Strategy.

Strategy

25. Through the Joint Venture with Cardiff Metropolitan University, Sport Cardiff has led on the creation of a new strategic approach to the development of physical activity & sport across the city. In doing this, they have established a strategy development group in partnership with Cardiff Council, Cardiff Metropolitan University, Cardiff & Vale University Health Board and Public Health Wales.
26. Following initial scoping discussions, it was agreed to develop a strategy that aligned with the Global Action Plan for Physical Activity (GAPPA) developed by the World Health Organisation attached at Appendix 1. This was to ensure Cardiff is at the forefront of thinking and developments around driving systemic changes across sport & physical activity landscapes.
27. Consequently, funding from Public Health Wales was made available to support the appointment of a consultant who would work with the group to develop the strategy. Nick Cavill Associates were appointed, who are regarded as a leader in applying 'systems thinking' to solve complex health & activity challenges. The systems approach to developing the strategy aligns to the core ethos of the GAPPA and represented an insightful way to draw together and gather feedback from a wide group of people.
28. During the pandemic a number of virtual workshops with a cross-section of partners & stakeholders from across the city were held. These led to the creation of a systems map for Cardiff highlighting the various inter-connections and partnerships required to drive meaningful and sustainable improvement across the city.
29. From this work a draft strategy was developed which was presented to the Public Service Board in August 2021 attached at Appendix 2. The draft strategy set out the following vision and key areas for development and collaboration.

Vision & Objectives

30. The agreed draft vision for the strategy is:

“Cardiff to be the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally renowned sport”

31. This is underpinned by 4 key action areas:

- Active Environments
- Active Societies
- Active People
- Active Systems

Plans to deliver against each of these action areas are set out in the strategy document attached at Appendix 2.

32. The strategy has identified four key objectives:

- 1) Change Social Norms around Physical Activity
- 2) Reduce sedentary lifestyles
- 3) Increase participation in regular physical activity and sport
- 4) Reduce inequalities

Governance

33. At the Public Service Board meeting in August 2021, it was agreed that to drive this strategy forward there was a need to create an Executive Leadership Board which would include representation from key stakeholders across the city. This group is comprised of the following multi agencies, and the Terms of Reference are attached at Appendix 3:

- Chair: Leader of Cardiff Council & Chair of Cardiff Public Services Board
- Executive Director of Public Health, Cardiff and Vale University Health Board
- Cabinet Member for Culture and Leisure, Cardiff Council
- Cabinet Member for Strategic Planning & Transport, Cardiff Council
- Chief Executive of Cardiff Third Sector Council, C3SC
- OM Sport, Leisure & Development, Cardiff Council
- Director of Sport, Cardiff Met University
- Director of Sport, Cardiff University
- Physical Activity Lead for Public Health Wales
- Sport Wales
- Head of Service for GLL
- Cardiff Met University and Research and Evaluation Group Chair
- Operational leads from Cardiff Metropolitan University and Cardiff and Vale Public Health Team

34. Through the Leadership Board, external stakeholders will be encouraged to adopt the strategy and align themselves to its key action areas to achieve a greater number of outcomes and improvements to Health and Wellbeing of our

citizens. It is also intended that Council Service Areas will adopt the strategy with applicable themes included in Directorate Delivery Plans and reported quarterly through the Councils corporate performance reporting processes.

Key delivery considerations

35. Like many UK and port cities, Cardiff has a very diverse, multi-cultural population. The strategy will serve to address participation in physical activity by targeting resources towards underrepresented groups particularly in the Southern Arc of the city where barriers to sport and physical activity exist. Specific areas of focus will be included in the developing action plans to tackle these barriers in areas such as the homelessness, lower socio-economic areas, BaME groups, women and girls and disability inclusion.
36. The impact of the COVID-19 pandemic has highlighted the importance of physical activity with more people taking advantage of accessing Public Open spaces by walking, jogging and cycling. As we emerge from the pandemic, there is an opportunity to capture and build upon the new trends that citizens have adopted during lockdown periods. In addition to the positive impacts, behavioural changes and habits have been observed with rising cases of youth annoyance and violent behaviour amongst young people. This will be addressed through the Council's Youth Service and through collaboration with the 3rd sector and other public bodies.
37. Aligning delivery to the structure of Public Health Boards in Wales could provide the opportunity to challenge the proposed Sport Wales regionalisation model with a move to a Cardiff and Vale region for Physical and Activity helping to closely align Public Health and Sport and Physical Activity resources for the greatest impact.
38. The adoption of the Physical Activity and Sport Strategy by Cabinet fulfils the Audit Wales recommendation for the Council to produce a Leisure Strategy.

Reason for Recommendations

39. To bring key stakeholders together through agreed strategic themes to avoid fragmentation and assure a more collaborative approach to delivery and resourcing for Physical Activity and Sport.
40. To evidence the benefits of Physical Activity and Sport with a view to gaining additional resources from statutory bodies and making a step change in the habits and health of citizens.

Financial Implications

41. The report and appendices set out a number of objectives and initiatives in relation to the aim of improving the health and wellbeing of our communities through adoption of the physical activity and sport strategy for Cardiff.

42. Additional financial implications are not identified and any increased funding requirement as a result of the strategy proposals will need to be met within existing revenue and capital resources or through the identification of additional external funding opportunities.

Legal Implications

43. This report proposes to adopt a strategy for improvement of health by physical activity and sports and establishing terms of reference for the Leadership Group. Legal Services are instructed that the Leadership Group is not intended a separate decision-making body to the Council but is a forum in which stakeholders can discuss an aligned strategy to promote the issues raised in this report. Specific advice should be obtained on actions arising from this forum as they arise prior to implementation, where required, to ensure the Council complies with any legal or procedural requirements.

Equalities & Welsh Language

44. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment (c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief –including lack of belief.
45. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales)) and must be able to demonstrate how it has discharged its duty.
46. An Equalities Impact Assessment should be considered to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment.
47. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

The Well-being of Future Generations (Wales) Act 2015

48. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally

responsible. In discharging its duties under the Act, the Council has set, and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2020 -23.

49. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
50. The wellbeing duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible on line using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

Policy and Budget Framework

51. The decision maker must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to Council.

Property Implications

52. There are no specific property implications in respect of the Physical Activity and Sport Strategy report. Where there are any property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

Human Resources Implications

53. There are no HR implications arising from the recommendations in this report

RECOMMENDATIONS

Cabinet is recommended to:

- 1) Note the use of the Sport and Leisure Sector as a key driver for the city's regeneration, tourism, reputation and ability to engage with a range of partners to tackle issues and improve the lives of citizens.
- 2) Endorse the governance arrangements and monitoring through the Public Service Board as set out in Appendix 3.
- 3) Adopt the strategy as set out in Appendix 2 and its four key objectives:
 1. Change Social Norms around Physical Activity
 2. Reduce sedentary lifestyles
 3. Increase participation in regular physical activity and sport
 4. Reduce inequalities

SENIOR RESPONSIBLE OFFICER	Neil Hanratty
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Appendices

Appendix 1: GAPPA

Appendix 2: Physical Activity and Sport Strategy

Appendix 3: Leadership Group, Terms of Reference