



Author/Lead Officer of Report: Lisa Firth
Director of Culture, Parks and Leisure

Tel: 07867 758407

Report of: Executive Director, Place
Report to: Leader
Date of Decision: 24th March 2022
Subject: Sheffield Sport and Leisure Strategy

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Executive Member Portfolio does this relate to? The Leader of the Council		
Which Scrutiny and Policy Development Committee does this relate to? The Overview and Scrutiny Management Committee		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? 981		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		

Purpose of Report:

In November 2021, Cooperative Executive approved the Leisure Investment and Facilities Review including investment of over £100 million into Sheffield's leisure and entertainment facilities and the procurement to appoint a new external operator of these facilities from 2024.

This work has given us a significant opportunity to re-shape Sheffield's sport and leisure offer to ensure it is delivering the outcomes of Sheffield's Move More Plan and contributing to our wider strategic objectives.

As part of the review, a commitment was given to undertake a programme of public consultation. The results of this consultation alongside previous work carried out as part of the Leisure and Entertainment Facilities Review and Strategic Outcomes Planning Guidance Review, have been used to develop a Sport and Leisure Strategy for the City which will guide the above Leisure investment and facilities review.

This report outlines the findings of the public consultation and brings the proposed Sport and Leisure Strategy Themes to the Leader for approval in advance of the development of a public facing strategy document and a 5 year implementation plan.

Recommendations:

That the Leader

- Notes the feedback from the Sport and Leisure Strategy consultation
- Agrees the proposed Sheffield Sport and Leisure Strategy themes, which have been developed following significant research and an extensive programme of public consultation.
- Delegates authority to the Director of Culture and Environment, in consultation with the Leader of Sheffield City Council and Cooperative Executive Portfolio Member for Sustainable Neighbourhoods, Wellbeing, Parks and Leisure to develop a public facing Sheffield Sport and Leisure Strategy and a 5 year implementation plan based on these themes

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Christopher Nicholson / Jane Wilby
		Legal: Louise Bate
		Equalities: Annmarie Johnstone
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		

2	EMT member who approved submission:	Mick Crofts
3	Executive Member consulted:	Terry Fox
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
Lead Officer Name: Lisa Firth		Job Title: Director of Culture, Parks and Leisure
Date: 24.3.22		

1. **PROPOSAL**

(Explain the proposal, current position and need for change, including any evidence considered, and indicate whether this is something the Council is legally required to do, or whether it is something it is choosing to do)

Background

Sheffield City Council is refining and resetting its strategic approach to leisure, physical activity, sport and wellbeing linked to strategic priorities. This is particularly important following the impact of the global pandemic and its impact on the leisure industry and subsequent change in behaviours in relation to sport and physical activity.

In 2019 Sheffield City Council commissioned SLC (Sport Leisure Consultancy) to undertake a Leisure and Entertainment Facilities Review. This examined the ways in which the City's Leisure and Sport assets and services could be redeveloped to become as close to self-funding as possible through investment and service transformation and how the facilities could be managed in the future. This was driven partly by financial challenges, but largely by an ambition to improve the quality and accessibility of leisure facilities, the customer experience and to help achieve the vision and mission of the city's Move More Plan.

In June 2021 Sheffield City Council commissioned SLC to undertake a Strategic Outcomes Planning Guidance (SOPG) Diagnostic report which carried out with both internal and partner consultation

In November 2021, Cooperative Executive approved the Leisure Investment and Facilities Review including investment of over £100m into Sheffield's leisure and entertainment facilities and the procurement to appoint a new external operator of these facilities from 2024.

As part of the above approval, a commitment was given to undertake a programme of public consultation to understand what the people of Sheffield wanted from their sport and leisure facilities and to understand more about what motivates Sheffielders to be active or what would encourage them to Move More. This consultation was delivered between December 2021 and February 2022. The results of this consultation alongside previous work carried out has led to the development of six strategic themes which will underpin the new Sport and Leisure Strategy alongside a number of cross cutting elements which provide an additional layer of context for the positioning of the Strategy in delivering on strategic objectives and in supporting Sheffield's Move More Physical Activity Strategy.

Proposal

The Council's new Sport and Leisure Strategy will be a public facing document which summarises the public consultation findings and sets out

a clear position and ambition for the future of Sport, Leisure and Physical Activity in the City which will guide redevelopment and investment over the next 10 years. This report outlines consultation findings and requests approval of the 6 strategic themes which will underpin the strategy.

Proposed Sport and Leisure Strategy Themes

Investing in an Active Sheffield

The Council will invest its available resources into high quality indoor and outdoor sport and leisure facilities, prioritising access for those with the least resources and reflecting the desire to minimise their impact on the environment.

Inspiring Sporting Achievement

The Council will ensure that major sporting events continue to attract investment and deliver social and economic benefits to Sheffield. Local sporting talent should have the opportunity to reach their full potential through a network of support, coaching and quality facilities.

Active Communities

The Council will focus on enabling local, enjoyable and accessible opportunities for everyone to be active in their own neighbourhood. They should particularly support those groups who are least likely to take part, such as older people, disabled people and people with long term health conditions.

Active Children and Young People

The Council will focus on working with a range of local partners, to enable positive experiences of physical activity for children and young people which support and enhance their personal and educational development.

Active Environments

The Council will prioritise the design of safe, attractive and environmentally sustainable places and routes across all neighbourhoods and communities that support active travel options and make it easier for people to be active in their everyday lives.

Connecting Health and Wellbeing

The Council will prioritise partnership working with local sport & physical activity organisations and health providers and community organisations, promoting joined up thinking to support local residents in accessing the physical and mental health benefits of an active lifestyle.

There are also a number of cross cutting elements outlined below which will underpin the Strategy themes

- Community involvement & engagement
- Levelling Up
- Carbon Net Zero

- Covid Recovery
- Collaboration & partnership working
- Inclusivity

Once endorsed, work will commence to develop a public facing strategy document and to develop a 5 year implementation plan which will feed into our Strategic Sports Group and be overseen by the Councils Communities, Parks and Leisure Committee. This implementation plan will be reviewed and refreshed after 5 years.

2. HOW DOES THIS DECISION CONTRIBUTE ?

(Explain how this proposal will contribute to the ambitions within the Corporate Plan and what it will mean for people who live, work, learn in or visit the City. For example, does it increase or reduce inequalities and is the decision inclusive?; does it have an impact on climate change?; does it improve the customer experience?; is there an economic impact?)

How does this decision contribute to the Corporate Plan?

This decision contributes to the One Year Plan in a number of areas:

Investing in our sport and leisure facilities to support better health and wellbeing

Delivering the consultation that has helped shape this strategy was a key objective under the Communities and Neighbourhoods theme. The resulting strategy consultation will help guide the long term investment in sport and leisure facilities across the City.

As regular physical activity can reduce the risk of a range of health conditions and prevent or delay onset of some conditions, thereby contributing to an increase in life expectancy in target groups (further info in Public Health implications 4.4.2), this Strategy will contribute to early intervention to prevent ill-health or harm and will support better health and wellbeing by contributing to closing the gap in health inequalities by targeting resources to those with poorer health outcomes.

Support our diverse communities in recovering from the impact of Covid by taking visible action to fight poverty and inequality

The strategy consultation evidenced the impact that Covid-19 has had on people's behaviour relating to physical activity whilst Sport England's Active Lives survey has demonstrated that Covid-19 has disproportionately affected those who were already less active. Through the Health and Wellbeing and Active Communities themes, the strategy will focus on how we can address these inequalities in activity levels and consequently contribute to improving health outcomes and prevent or delay the onset of long term health conditions.

Supporting young people in Sheffield to develop and flourish

As part of the Children and Young People theme, this decision will contribute to the lives of young people in the City by providing appropriate

facilities and services, in partnership with Youth Services and those working in the sector to ensure children and young people have access to sport and physical activity and the associated positive effects on health, wellbeing and development and will support the Youth Strategy. The provision of activities can also contribute to reductions in anti-social behaviour by providing tailored opportunities for young people.

Neighbourhoods that are clean, green, safe and thriving

Under the theme Active Environments, this decision contributes the objective to continue to invest in our parks and open spaces and the Green and Open Spaces Strategy. The consultation has made it clear that many people in Sheffield want to be more active outdoors and want to see continued improvements to facilities and services in their parks and green spaces to allow them to achieve this.

The Strategy will also contribute towards the Transport Services Strategy, encouraging Active Travel through investment in recreational cycling facilities, encouraging behaviour change and promoting and championing active travel through cycling, walking and other means.

Climate Change

This decision will contribute to ambitions around climate change through the Investment in an Active Sheffield Theme. The investment planned in refurbishing and rebuilding existing sport and leisure facilities is a huge opportunity as new facilities will help to deliver against the council's commitment to the climate emergency by improving the environmental sustainability of facilities and by reducing their carbon footprint. Additionally encouraging and investing in facilities and opportunities that encourage Active Travel can contribute to reducing car use across the City.

Local Area Committees (LAC)

In developing the strategy, consultation was carried out in each LAC area and with elected members to ensure local views and issues specific to each LAC are taken into account as we develop the Strategy implementation plan. Further work will be carried out with the LACs as part of the implementation planning to ensure this aligns with each LAC community plan.

What will it mean for those that live, work, learn in or visit the City?

This will help to reduce inequalities, increase access and remove barriers to participation and encourage more people to be more active, more often which will contribute to Sheffield's Health and Wellbeing Strategy and our Public Health objectives and the City's Move More outcomes.

Our sport and leisure facilities require significant investment and modernisation to better meet the needs of our communities and we know that it is easier to be active in some communities in Sheffield than in others. This Strategy will guide our work to address this inequality and

ensure our indoor and outdoor facilities are modern, welcoming and inclusive and that our services create opportunities and encourage more people to be more active, more often in an equitable way.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Leisure and Entertainment Facilities Review (2019)

This work included consultation with a range of internal and external partners and customers, this included Co-operative Executive members, Local Councillors, several Council departments (e.g., Youth Services and Parks & Countryside), National Governing Bodies such as the Lawn Tennis Association and British Swimming, Sport England and multiple users of facilities.

3.2 Strategic Outcomes Planning Guidance Diagnostic (June-July 2021)

Consultation with key stakeholders, partners and across council services was carried out as part of a Strategic Outcomes Planning Guidance Diagnostic. This piece of work provided the evidence of the contribution sport and physical activity could have for achieving wider strategic outcomes across a number of Council services including children and young people, public health, adult social care, parks and open spaces and transport.

It also helped identify opportunities for further collaboration with the voluntary and community sector through the planning of our strategic approach.

3.3 City Wide Public Consultation (Dec 2021 – Feb 2022)

The aims of this consultation were

- To identify themes emerging to shape a new Sheffield City Council Sport and Leisure Strategy which will complement and align with the City's Move More Physical Activity Strategy and inform the Council's future strategic priorities.
- To help inform identified future leisure investment in Sheffield.
- To help inform how services are delivered both now and, in the years, to come.

The consultation comprised a number of key strands which reached over 2300 people across the City.

Online citywide consultation survey – 1788 responses

The online survey on Citizen Space platform was promoted through partners including the Move More network, People Keeping Well and Beat the Streets.

Target Group Consultation Sessions – 290 people

Targeted sessions were carried out with protected characteristic groups and those groups who are less active and may face barriers to getting

active or accessing our facilities and services. This included: Disabled people and people with long term health conditions; Children and Young People; LGBTQ+ groups; Women and Girls; BAME communities and Older People.

Target Group Paper Survey – 275 responses

Several community organisations carried out surveys within their local communities to reach BAME communities, overcoming language barriers and enabling us to hear from a range of communities across Sheffield who were not represented in the online survey.

National Governing Body and Club Survey – 38 responses

NGB and clubs completed a survey to gather feedback on both improvements to facilities and services that would benefit their work and also the areas where their work could contribute to the emerging strategy themes.

Local Area Committee Online Focus Groups – 48 people

An online focus group was held in each LAC area facilitated by Sheffield Hallam University to ensure we gathered views from a community and neighbourhood perspective. Attendees included individuals, representatives of community groups, clubs and local elected members.

3.4 Consultation outcomes

Physical activity levels in Sheffield broadly match the national average, yet there is considerable inequality between different areas of the City. There is support across the Sheffield for targeted action which aims to increase activity among specific demographic and cultural groups.

Whilst the pandemic has had a lasting impact on patterns of participation and people's aspirations to be more active, it is clear that proximity, affordability and inclusivity are high on people's agenda. It is important that future planning connect facilities to all parts of the communities around them and make them environments where everyone feels welcome, regardless of background.

Key findings under the proposed themes:

Investing in an Active Sheffield

There is broad general support for investing in facilities which support local activity, especially in swimming facilities and outdoor activity spaces, particularly those supporting walking and cycling such as footpaths in parks and cycleways and walking routes to aid active travel. The City's indoor and outdoor facilities should become multi-purpose with support for co-located services and a range of facilities at 'Active Parks', making them destinations in their own right, with improved access for users arriving on foot or by bicycle in support of the net zero agenda. A number of derelict or underused sites across the City could be restored to full capacity

through small-scale capital investment to increase the supply of local facilities.

Inspiring Sporting Achievement

While there was less explicit backing for hosting major spectator and mass participation events in the City, the principle of using events to generate positive economic and social impacts was well understood and supported by participants in the consultation. Similarly, consultees agreed that talent should be supported to achieve its full potential, irrespective of background or circumstances. Sheffield's successful athletes have the potential to be positive ambassadors for the city and for engagement in sport and physical activity.

Active Communities

The consensus among consultees was clear: Active Communities make for better communities, and every resident of Sheffield should have the opportunity to be active in a way that fits into their lifestyle. The City's volunteer workforce and club infrastructure can support increased levels of activity, but they face some challenges in securing access to suitable facilities. Many participants shared the view that engagement in sport and physical activity encourages social interaction which is crucial to a sense of community. Residents believe that the Council should be the organisation which enables and empowers local groups to deliver on this premise by identifying community champions who will support and promote engagement in sport and physical activity. The marketing of sport and physical activity needs to be less elitist and more inclusive to better engage with less active individuals who find leisure centres and gyms intimidating.

Active Children and Young People

Participants in the consultation process strongly support the involvement of children and young people in physical activity, but believe that this requires engagement with parents to overcome intergenerational patterns of inactivity. Young people would like the Council to provide informal, low-cost activities in their neighbourhoods and there is scope for a process of co-creation in this respect. There was also strong support for better provision relating to swimming lessons and better swimming attainment.

Active Environments

The Active Environments theme was well supported, particularly in relation to the provision of facilities which support active travel.. Consultees would like the Council to direct resources towards the provision of segregated cycle lanes and secure storage. Similarly, investment in run routes has been well received, and SCC could build on this success by extending the network of routes to currently underused locations in the City. Active travel routes should be accessible to all, and supported by good ancillary infrastructure, especially in parks and open

spaces.

Connecting Health and Wellbeing

There is a good understanding of the role of activity in maintaining good physical and mental health, which has taken on added significance during the pandemic and provides motivation for less active people to increase their levels of activity. There is enthusiasm for the concept of social prescribing at local level, though there are some concerns that organisational capacity at local level might constrain its evolution, without further support from the Council. Community champions may have an additional role to play here in building trust between local residents and the community-led organisations which could provide social prescribing services. Investment in indoor facilities should aim to integrate co-located healthcare provision in community 'hubs'.

The Council's role

This consultation has highlighted a number of key themes which are important to people in Sheffield. The council will consider these themes and they will help to shape the development of a service specification that will inform the procurement strategy to appoint a new operator for the council's leisure facilities as well as how the council will invest to improve the existing facilities.

The participants in this consultation process would like the Council to enable the City's residents to be more active by co-ordinating and facilitating local activity wherever possible. Sheffield is well served by significant community level infrastructure with capacity to act as a key facilitator in raising participation rates, and consultees would like to see clubs and community groups empowered to deliver on this challenge through improved access to well-maintained indoor facilities and outdoor activity spaces.

The Council is seen as a lynchpin in a network of stakeholders which aspires to increase rates of engagement in sport and physical activity. Where action is dependent upon partnership working, and while there is support for the Council's involvement, success will only be possible if local and national partners can be engaged sufficiently to put plans into action. To this end, the development and implementation of a new strategic plan represents an opportunity to engage existing and potential partners with renewed vigour.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 The consultation reached a wide range of people and groups, including those who face barriers to accessing our leisure facilities and services. This has provided excellent insight to inform future implementation planning. The Sport and Leisure Strategy is expected to have positive equality of opportunity impacts as our consultation, strategy development and subsequent investment in facilities and re-shaping of services will help to reduce barriers to participation and encourage more people to be

more active, more often. , Investment in facilities will improve equality of access ensuring that facilities are designed to be fully accessible and inclusive. Working with our operators and partners in the community and voluntary sectors will enable us to design services to ensure they are inclusive and accessible to everyone, particularly those who need them most.

4.2 Financial and Commercial Implications

4.2.1 There are no direct financial or commercial implications from this report. However the new Sport and Leisure Strategy will act as the foundation for implementation planning and the consultation findings provide insight that will inform the investment into sport and leisure facilities approved at Co-op Executive in November 2021.

4.3 Legal Implications

4.3.1 The Council has the power to take steps:
to promote the economic development of the city for the benefit of its area, and persons resident or present in its area, by virtue of section 1 of the Localism Act 2011; and
to provide such indoor and outdoor recreational facilities as it considers appropriate, by virtue of section 19 of the Local Government (Miscellaneous Provisions) Act 1976.

The themes identified for the city's sport and leisure strategy will contribute to delivering the council's crosscutting strategies referred to in the body of the report, and the duty under section 2B of the National Health Service Act 2006 to take such steps as it considers appropriate for improving the health of the people in its area.

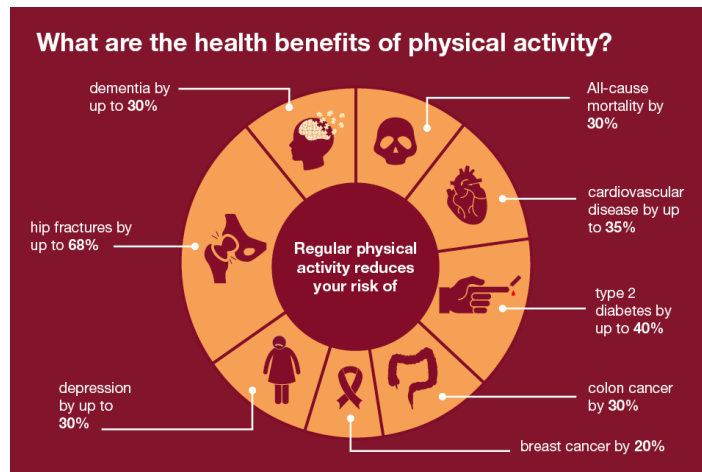
4.4 Other Implications

4.4.1 HR

There are no HR implications arising from this proposal.

4.4.2 Public Health

The Sport and Leisure Strategy will have positive implications for public health via early intervention – prevention and will contribute to closing the gap in health inequalities by targeting resources to those with poorer health outcomes. Regular physical activity can reduce the risk of a range of health conditions and can prevent or delay onset of these conditions



which will contribute to an increase in life expectancy in target groups. Physical activity is also important in preventing falls in older people and development in children.

Ensuring services are targeted to those groups where increasing activity levels can make the most difference will contribute and have a positive impact on inequalities in health outcomes across the City.

The Sport and Leisure Strategy will contribute to the Sheffield Health and Wellbeing Strategy and will contribute to outcomes in the Food and Obesity Strategy as physical activity is a key contributor to the maintenance of a healthy weight. As obesity impacts on both children and adults' life chances and ability to contribute to the local economy and workforce, this strategy can have an important contribution here.

We will link and consult with public health colleagues across the council in different portfolios such as People portfolio with PHCYP team to develop the strategy implementation plan.

4.4.3 Property

There are no direct property implications arising from this report. Any property implications associated with future investment will be reported separately.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 Do nothing option / Continue without a Sport and Leisure Strategy

Given the large scale investment approved in sport and leisure facilities across the city, the need to tackle inequalities in health and physical activity levels across the City, particularly following the impact Covid-19 which has widened these inequalities, it is crucial that the Council has a clear understanding of the needs of communities across Sheffield and that this understanding shapes our ambitions. It is also essential to have an implementation plan to deliver and re-shape our services and facilities to tackle these issues. In order to ensure that the Council guides investment wisely, a new Sport and Leisure Strategy is needed, doing nothing is not an option.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The council recognises that sport, leisure and physical activity provision is important post COVID-19, with many people requiring rehabilitation after suffering long-COVID, or diminished mental health caused by lockdown. The health and wellbeing of residents is a priority, and it is clear the sport, leisure and physical activity facilities and services are vital to this recovery. It is therefore critical that a new Sport and Leisure Strategy is put in place to guide the future of sport, leisure and physical activity across the city, to contribute to early intervention – prevention and to ensure that we reduce the inequalities in physical activity and health outcomes exacerbated by Covid-19.

The new Sport and Leisure Strategy enables us to align our facilities and services to both the vision and outcomes of the Move More Plan and to a significant number of Sheffield's strategic priorities that sport and physical activity can contribute to, including Health & Wellbeing, Transport, Green and Open Spaces, Outdoor City, Youth Services and the 10 point climate plan

The Strategy will also ensure work within Sheffield contributes to the vision of Sport England's Uniting the Movement Strategy to transform lives and communities through sport and physical activity, tackle deep rooted inequalities and unlock the advantages of sport and physical activity for everyone.

Approving the themes outlined in this strategy and the development of a public facing sport and leisure strategy and 5 year implementation plan will ensure we maximise the cross cutting impact of the work in this sector.