

## Report to Executive

Agenda  
Item:

A.4

Meeting Date: 18th November 2013  
Portfolio: Culture, Health, Leisure and Young People  
Key Decision: Yes: Recorded in the Notice Ref:KD  
Within Policy and  
Budget Framework YES  
Public / Private Public

Title: CARLISLE SPORTS & PHYSICAL ACTIVITY STRATEGY  
Report of: The Deputy Chief Executive  
Report Number: SD 08/13

### **Purpose / Summary:**

The purpose of this report is to present the City Council's overall Sports and Physical Activity Strategy for 2013 – 17 for approval and adoption by Its Executive Committee.

The Sports and Physical Activity Strategy (Appendix A) proposes the City Council's vision for Carlisle to become more active, healthy and successful by creating opportunities and overcoming barriers to take part in sport and physical activity. The Sport and Physical Activity Strategy is underpinned by and dependent on specific work around the provision of indoor and outdoor facilities and pitches.

The Carlisle Sports Facilities Strategy 2013-23 (Appendix B) proposes a framework for the development of indoor facilities across the city to successfully support and enable the Sport and Physical Activity Strategy. The Carlisle Sports Facilities Strategy 2013-23 is therefore also included in this report for approval and adoption by Carlisle City Council's Executive.

While the two documents are stand alone texts, they are co-dependent and together form a platform for an integrated sports development, participation and investment programme in future years. There is a third element of the Sports Development Strategic Framework

which is a Playing Pitch Strategy (outlining the development needs and provision of outdoor pitches and facilities across Carlisle over the same period), This is currently also in draft format but is currently subject to final consultation with Sport England (who have offered some strategic planning related lessons learned from other authorities and are keen to offer this advice in direct relation to Carlisle's playing pitch strategy). The finalised Playing Pitch Strategy will be brought to Executive as soon as this advice has been reviewed.

### **Recommendations:**

It is recommended that Executive consider the proposals arising from both the attached Carlisle Sports and Physical Activity Strategy and the Sports Facility Strategy and seek the views of the Community Overview and Scrutiny Panel on these plans.

### **Tracking**

Executive:	<b>15<sup>th</sup> January 2013</b>
Overview and Scrutiny:	<b>9<sup>th</sup> January 2013</b>
Council:	

## **1. BACKGROUND**

- 1.1** The Sport and Physical Activity Strategy has been developed in consultation with partners and key stakeholders across the city. Its aim is to propose an overall vision for Carlisle to become more active, healthy and successful by creating opportunities and overcoming barriers to take part in sport and physical activity. It is necessary in order to focus existing Council resources on areas of greatest need; bring partners together and align resources towards shared and explicit objectives; and to support applications for external grant funding by demonstrating a clear strategy for sports development over the coming years.

However, any Sports Development Strategy is clearly dependent on the availability of and access to adequate and appropriate facilities and venues. The City Council and its partners commissioned Kavanagh, Knight & Page (KKP) to undertake a current and future needs assessment of sports facilities. By assessing current and future supply of, and demand for, sports facilities in Carlisle, options for the type and location of new schemes can be considered and a facility development plan could be formulated.

KKP has submitted its final report on the needs-assessment and has supported work with the council and its partners to develop a Sports Facilities Strategy. Both the assessment of need and subsequent Facilities Strategy is centred on three types of facility: sports halls, swimming pools and health & fitness.

## **2. PROPOSALS**

### **2.1 Sports and Physical Activity Strategy**

#### **2.1.1 Objectives**

The Sport and Physical Activity Strategy breaks the City Council and its partners ambitions down into a series of clear objectives. Explicitly these are:

- Working in partnership, provide and promote high quality opportunities for adults of all abilities to become involved in sport and physical activity on a regular basis.
- Working in partnership facilitate opportunities for children and young people of all abilities to become involved in sport and physical activity on a regular basis.

- To provide and promote high quality and safe opportunities for all Carlisle residents especially disabled, socially excluded or under represented groups.
- To support talented performers and assist them to reach their personal dreams and goals.
- To support the ongoing development of coaching and volunteering capacity within the sport and physical activity sector in Carlisle.
- To encourage access to a range of quality places in Carlisle to play sport and take part in physical activity.
- To maintain and develop the culture of working in partnership that delivers on its promises to local communities and funding bodies.

### **2.1.2 Anticipated Costs / Key Issues**

The proposed Sports and Physical Activity Strategy does not make any new direct budgetary demands on the City Council (above and beyond the budgetary implications of the supporting Sports Facilities Strategy which are detailed in the next section of this report). However it does provide a clear framework for the Council to prioritise and allocate the direct and indirect resources it commits to sports development in the coming years. It also documents shared objectives which allow partners to align resources and maximise all available resource across Carlisle. Crucially it provides a clear vision for Sports Development across Carlisle which is critical in accessing external funding and grant support.

## **2.2 Sports Facility Strategy**

### **2.2.1 Facilities**

Sports Halls - Carlisle is achieving lower levels of supply which cannot meet demand and which will be exacerbated further in 2013 and 2023 given the predicted increase in the population. Due to the dual use of the Sands Centre as a sports hall and an Arts and Entertainment centre, there is a shortage of consistently-available space in the sports hall. This has a detrimental affect on other sports halls in Carlisle as these are constantly full due to the lack of space available across Carlisle. Longer-term participation rates in sport are also affected and in turn will hinder the delivery of the Carlisle Sport and Physical Activity strategy. There is a demonstrable need for an additional sports hall in Carlisle.

Swimming Pools - Although the study highlights that supply is currently meeting demand, there are issues relating to the level of pool space which is available for community use. A further consideration is the level of quality of the swimming pool

provision in Carlisle, with KKP's report highlighting the unwelcoming and dated nature of The Pools, which reduces demand. There are also concerns about the quality of three other key pools in the district: Richard Rose Morton, Richard Rose Central Academy and Trinity. There is therefore a demonstrable need for a new 8 lane swimming pool alongside a smaller teaching pool.

Health & Fitness - Although the current fitness offer in Carlisle meets with demand, the majority of this provision is in the private sector. KKP's study identifies that more needs to be done to meet the needs of some of the more deprived communities, and to improve the quality of fitness provision in the district. Improving the facilities for group fitness programmes (such as aerobics) help to both increase income and drive up sport participation rates. There is a need to improve the current health & fitness offer in the district.

Playing Pitches - There is demand for the development of at least one 3G football pitch in Carlisle and possibly two in a phased approach. The development of one or more 3G football pitches in Carlisle would allow for organised sports games to be played along with new formats of football at junior level. This approach will take the pressure off over-used playing pitches and allow local Sports clubs to develop and expand. It will also free up current sports hall space currently being used for five-a-side football, which should allow other sports the space and capacity to develop.

### **2.2.2 Location**

A three-pronged approach should be taken to provision of sports facilities in Carlisle, with a clear focus on a 'flagship' facility at the Sands Centre complimented by significant facility development at Harraby and tertiary core developments as part of the overall offer. This will meet the local identified need in the city and will be integral to a City-wide offer.

The Sands Centre - A new swimming pool, a new sports hall and an improved health & fitness offer is best located at the Sands Centre. Provision here maximises both existing infrastructure and the opportunities for business development, mitigating initial capital costs and presenting opportunities to reduce revenue cost. Other reasons for locating new facilities at the Sands Centre include:

- The Sands Centre is already the recognised 'flagship' facility in Carlisle.
- The Sands Centre is well located in the city centre.
- A significant level of infrastructure, such as car parking, already exists.

- A management and staffing structure would not have to be duplicated (this is estimated to save £150,000 p/a on revenue staffing costs, compared to locating the development at Morton).
- It presents innovative pricing and cross-selling opportunities, combining both the swimming pool and fitness offer. For example, female participation rates are based on swimming and fitness; combining the offer provides chances to increase income.
- It provides the opportunity to link with the College and University. Both could become anchored tenants, utilising facilities during the day (off-peak hours). By providing teaching and learning opportunities at the Sands Centre, the Sands Centre could become a sporting hub for both the University and the College; effectively providing 'the student experience at the Sands Centre'.

Harraby - Harraby should be the priority site for a 3G football pitch. Football pens (smaller pens) can be utilised to increase the financial viability, and long-term sustainability, of the scheme. Improvements should also be made to the existing sports hall, and the changing rooms should be improved to allocate for the extra provision of football on the site. The development of the site should be based on a multi-sport approach, with engagement with local clubs and governing bodies of sport.

<b>New</b>	<b>Sands Leisure Centre</b>	<b>Harraby Leisure Centre</b>	<b>Tertiary</b>
	8 lane pool	3G Astro Turf Pitch	3G Astro Turf Pitch
	large teaching pool	4 smaller 3G Astro Turf Pitch football pens	1km Closed Road
	Sports Hall		Cricket Centre
			Gymnastics Centre
<b>Upgrade / Refurbishment</b>	100 station fitness	Changing facilities	30 station fitness
	Dedicated Arts and Entertainments hall	Sports Hall	swimming pool
<b>Budget cost</b>	£8.5- 9.0 million	£1.6 million	£5-6 million

Tertiary Facility Development - Provision should focus on the development of sport and recreation facilities, which could include a 1km closed road cycle track, a cricket centre and a gymnastics centre. Improvements or rationalisation to smaller

education owned pools should also be considered as part of the wider sports strategy. This is likely to be a phased development in partnership with governing bodies of sport and education providers. At least one further 3G football pitch should also be considered, should the funding opportunity arise along with opportunities for active family recreation.

### **2.2.3 Anticipated Costs**

Consultation with key partners, including a KKP-affiliated architect, has provided information on provisional costings for sports facilities in Carlisle.

### **2.2.4 Key Issues**

Funding - If the City Council accepts the recommendation to develop a further sports hall at the Sands Centre, alongside a new swimming pool and improved health and fitness facilities, there will be a funding gap between the capital cost of such a scheme and the capital allotted in the City Council's 2015/16 capital budget.

There is a need and opportunity to secure financial support from partners to support the capital development of the scheme. Conversations have been held with the University of Cumbria, Carlisle College and the Richard Rose Trust regarding joint-working to bring a scheme forward. However, it should be noted that financial contributions from partners are most likely to come in the form of medium / longer term revenue commitments via block booking or usage contracts with Carlisle City Council or its leisure contractor. This could be used to offset the costs of additional capital funding from the City Council.

Though supportive of the City Council's plans, all partners have outlined that, before agreeing to consider contributing to the development of any scheme, there is a need for a firm commitment and vision from the City Council on its plans for new sports facilities.

Carlisle is a priority area for Sport England, and therefore opportunities may exist for capital funding from Sport England and support from some National Governing Bodies (NGBs). Opportunities to utilise internal budgets to contribute to the development of new sports facilities have been explored, and funding and/or support from the health sector would also be sought to mitigate costs and develop a comprehensive public health and fitness offer for local residents.

Finally, there is a clear need to explore the opportunities to offset capital commitment to the project through recurring revenue savings on the leisure contract. However, in order to deliver a scheme in-line with the aspirations and recommendations of this strategy this would involve exploring savings on the contract above and beyond the levels needed to support the existing £5M provision within the Medium Term Financial Plan.

Management & Programming - There is currently a fragmented approach to sports facilities in Carlisle and this may be hindered by a lack of a single operator. The creation of a single operator, managing a range of sporting facilities across Carlisle, would enable a more strategic approach to be taken, both in terms of promotion and pricing, but also in terms of programming.

This recommendation for a single operator needs to be considered within the context of the leisure facility contract with CLL, which comes to an end on 30 November 2017. In April 2012, the Director of Governance set out his view on the duties and obligations imposed if the City Council were to cancel the existing contract with CLL and create a new one, or if the City Council amended the current contract with CLL.

He concluded that taking either approach would likely require the City Council to go through a competitive tendering process. Such a tendering process will have to consider the recommendations by KKP, as well as the possible repercussions of accepting partner funding for the Sands Centre scheme on the future income of a contractor.

### **3. CONSULTATION**

- 3.1** The Sports and Physical Activity Strategy has been developed in full consultation with partners and key stakeholders who have all contributed to the development of this final draft.

A steering group consisting of Carlisle City Council, Cumbria County Council, the University of Cumbria, Carlisle College, Richard Rose Morton Academy, Active Cumbria and Carlisle Leisure Limited has guided the facility project. As part of the detailed evidence base Carlisle City Council Officers, National governing bodies of sports officers, education representatives, local sports clubs and public and private facility providers have been consulted.



#### **4. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

- 4.1** It is recommended that both the Sport and Physical Activity Strategy and the Sports Facilities Strategy are approved and pursued by Carlisle City Council in order to support increased participation in Sports and Physical Activity across the district and the well documented health and well being benefits this brings to all communities.

#### **5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 5.1** This report contributes to the Carlisle Plan priority:  
We will work more effectively with partners to achieve the City Council's priorities.

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**Appendices  
attached to report:**

**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers:**

- None

#### **CORPORATE IMPLICATIONS/RISKS:**

**Chief Executive's -**

**Community Engagement –**

**Economic Development –**

**Governance –** The Carlisle Sports and Physical Activity Strategy and the Sports Facility Strategy are not part of the Council's reserved Budget & Policy Framework (Article 4 of the Constitution). They, therefore, fall to be approved by the Executive following due consideration.

**Local Environment –**

**Resources** - There are no direct financial implications of adopting the Carlisle Sports and Physical Activity Strategy and the Sports Facility Strategy; however as mentioned within the report, the Council has earmarked £5million within the 2015/16 Capital Programme, funded from borrowing, to improve sports and leisure facilities within the district. These Strategies, once approved, will be used to inform the preferred scheme of improvements, which should be fully supported by a robust business case. This business case should, if necessary, address any potential shortfall in funding whether this be through working with partners or attracting and securing other sources of external funding. Full compliance with the Council's policies on External Funding, Partnership Working and Contract Procedure Rules will be fundamental in the successful delivery of this capital project.

**CARLISLE SPORTS & PHYSICAL ACTIVITY STRATEGY 2013 - 2017****FOREWORD**

Carlisle City Council has an excellent track record in using sport and physical activity to encourage participation, promote social inclusion and support community cohesion. They play a significant role in improving the quality of life for people of all ages. We want to maximise the impact that sport and physical activity has in Carlisle by working collaboratively, ambitiously and determinedly, towards clear, defined and inspiring goals.

The London 2012 Olympic and Paralympic Games have been the biggest, and best, celebration of sport and culture the UK has ever seen. Carlisle is well placed to use the opportunity the Games presented to get more local people involved in sport, physical activity, coaching and volunteering. The aim is to inspire Carlisle residents and change people's habits for a lifetime by unlocking the wider benefits of sport and physical activity.

On a local level, if we are to maximise the impact of the strategy, it is imperative that we link to existing plans and partnerships, to achieve our aim of sustaining and increasing participation in sport and physical activity.

We will raise the profile of sport and physical activity through:

- Creative participation
- Creative volunteering opportunities
- Creative places
- Creative partnerships

Whilst it is recognised that these aims are ambitious and challenging, the benefits will be enormous. We are confident that we can make a real difference and create a sporting city for all to enjoy.

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## INTRODUCTION

Carlisle is in the north of Cumbria and covers an area of 93 square miles, including a wide range of communities, including deprived urban areas and affluent wards. The district's rural areas contain outstanding natural landscapes, attractive market towns and dispersed settlements.

With a population of 107,500 the district of Carlisle is home to the largest number of residents in the county. Of Cumbria's six districts, Carlisle also has the greatest proportion of working age residents and the second greatest proportion of residents from Black and Minority Ethnic (BME) groups.

Average life expectancy in Carlisle is only marginally lower than county and national averages. However, there is significant variation in life expectancy across Carlisle's wards, and the district is rated highest in the county in terms of low birth weight babies and years of life lost to cancer. The wards where crime and disorder is prevalent and the wards with the lowest life expectancies in the district tend to be deprived areas characterised by high levels of unemployment and child poverty.

While average educational standards are comparable with the average for the North West region and average levels of unemployment are relatively low across the district, there are geographical concentrations across some of Carlisle's urban wards and pockets in the rural areas where levels of educational achievement are low and levels of unemployment are high. Although the University of Cumbria attracts students to Carlisle, high level qualifications are still less prevalent and average earnings are relatively low.

Sport and physical activity are valued in their own right for friendship, fun and enjoyment. They bring people together, break down barriers and help to build communities. Sport and physical activity play a key part in helping us to live longer, healthier and more active lives, and promote overall well-being by reducing stress, anxiety and depression. As such, increasing levels of activity present the opportunity for the biggest health gain across the whole population and should be considered a priority as a consequence. Indeed, the

positive impact on emotional health and wellbeing is particularly important, as psychological equilibrium is a prerequisite for informed and balanced decision-making which is the foundation stone for overall quality of life. The positive contribution of participation in sport and physical activity was confirmed in the Chief Medical Officer's 2009 Annual Report which stated: "*The benefits of regular physical activity to health, longevity, well-being and protection from serious illness have long been established. They easily surpass the effectiveness of any drugs or other medical treatment*".

We recognise the need to develop and support active citizenship. We want our communities to be strong and vibrant as these are important to the quality of life of local people. A demonstration of this belonging is volunteering, which is a key contributor to achieving social cohesion objectives and aligns well with the coalition Government's 'Big Society' agenda. Sport makes the largest single contribution to total volunteering in England, with 26% of all volunteers being involved in sport. Sport contributes in the drive to deliver cohesive communities by demonstrating greater emphasis on supporting 'pro-social' behaviour, which is a positive step forward.

## **OUR VISION**

For Carlisle to become more active, healthy and successful by creating opportunities and overcoming barriers to take part in sport and physical activity.

## **OUR MISSION**

To ensure sport and physical activity make a positive impact on people's lives.

## **WHAT WE WANT TO ACHIEVE:**

- Sustained and growing participation in sport and physical activity
- More quality coaches, volunteers, officials, sports clubs and facilities
- Improved health and wellbeing through sport and physical activity
- Raise aspiration, increase success and celebrate our Outcomes

## OUR VALUES

Throughout this process we will strive to be passionate, fun, innovative, consistent, creative and accountable.

## OUR SUCCESSES

Our new strategy gives us the opportunity to celebrate the excellent outcomes and successes of 2012. Building on these successes, we continue to encourage our partners to work with us to get more people to take part in sport and physical activity. The list below shows a snapshot of progress and achievements by Carlisle City Council during the last year:

- Carlisle Sports Awards - Supported Carlisle Sports Council to deliver a successful event to celebrate sport
- Commissioned the Carlisle and District Sport and Physical Activity Alliance Foundation (SPAAF) to deliver SAFE (Sport Activity Fitness Exercise) clubs around the City using sport as a tool to tackle anti-social behaviour
- Worked in partnership with the Cumberland Football Association to deliver football development initiatives including festivals for disabled athletes and coach education courses
- Funded through the Carlisle Athletics Development Plan, and in partnership with the Carlisle Sport and Physical Activity Alliance Foundation (SPAAF), 1,336 young people received athletics coaching during school time and through holiday schemes
- Together with Carlisle Leisure Limited (CLL) and the Carlisle SPAAF, we have successfully delivered tennis opportunities as part of the Tennis Development Plan to 2,495 people
- In partnership with CLL and the Carlisle SPAAF we have provided holiday sports opportunities to over 2,000 young people
- Targeted specific Back2Sports activities in partnership with England Netball and England Hockey to encourage people 16+ to participate in sport and physical activity
- Launched a new Gifted and Talented Support Scheme in partnership with CLL for young people competing at county, regional and national level
- Delivered social inclusion sports coaching schemes on the Multi-Use Games Areas around Carlisle to over 2,000 young people
- A successful partnership with the University of Cumbria resulted in established student links, work placement opportunities and event industry experience as part of their degree courses
- Funded 19 coaches to attend coach education courses through the Coach Development Scheme

- Delivered a Rounders Activators Course with 25 attendees and a Tennis Leaders course with 15 attendees
- In partnership with Carlisle Sports Council, we have funded 13 Sports Clubs through the Club Development Scheme
- Successfully welcomed the Olympic Torch Relay to Carlisle and together with sports clubs and voluntary groups, held related sports activities at the event
- Successfully delivered the start Stage 4 of the Tour of Britain
- As lead partner, we have worked with Sport England, CLL, Richard Rose Morton Academy, Trinity School, Carlisle College and the University of Cumbria and Cumbria County Council to commission a Sports Facility and Playing Pitch Strategy for Carlisle.

## **CREATIVE PARTICIPATION: ADULTS**

32.7% of adults (over 16) in Carlisle participate in sport and physical activity, at moderate intensity, for at least 30 minutes once per week (Active People Survey 6 2011- 12). Research suggests that by 2031 there will be a significant increase in the number of people in the over 65 category. The DCMS Strategy 'creating a Sporting habit for life' emphasises creating opportunities for teenagers and young people aged 14-25. Our Strategy will work to support these aims. The challenge for Carlisle is to identify the range of interventions that offer the highest probability of achieving sustained growth in adult participation year on year based on evidence and need and work with our partners to deliver them.

**Our objectives:** Working in partnership, provide and promote high quality opportunities for adults of all abilities to become involved in **sport and physical activity** on a regular basis by:

- Expanding the range of opportunities for participation at all levels
- Targeting and finding new ways of involving low and non-participant groups
- Working with education to provide opportunities for participation
- Working with partners to develop a co-ordinated approach to events.



**Success will be measured by:**

An increase in the number of adults participating in regular sport and physical activity using a range of indicators measured through the Active People Survey as a data source.

**CREATIVE PARTICIPATION: CHILDREN & YOUNG PEOPLE**

Childhood obesity is a significant issue in the city. 23.6% of reception age children are considered to be either overweight or obese and by the time they reach year 6 this has increased to 31.7 %. The challenge is to ensure we have a variety of programmes that motivate children and young people to become more active. We want to develop initiatives that improve their skills and build confidence and enthusiasm to take part in sport and physical activity. Along with key partners, the Carlisle SPAAF and CLL, we have agreed on the Olympic Legacy promise to 'Inspire the next generation'.

**Our Objectives:** Working in partnership facilitate opportunities for children and young people of all abilities to become involved in sport and physical activity on a regular basis by:

- Expanding the range of opportunities for participation within a formal and informal club setting
- Targeting and finding effective ways of involving those with low and non-participation in 14-25 age groups
- Supporting structures for participation in Sport in Club and School settings.
- 

**Success will be measured by:**

- An increase in the number of children aged under 14 participating in sport and physical activity
- An increase in the number of children aged under 14 participating in sport and physical activity

## **CREATIVE PARTICIPATION: INCLUSION**

Social inclusion and equity are central to our sports development work. We continue to tackle social exclusion through the use of sport and physical activity as a tool to engage with local communities. 11.2% of disabled people aged 16 and over participate in sport and physical activity for 30 minutes per week. 75% of disabled people aged 16+ in Carlisle do not participate in sport and physical activity. Alongside this evidence, local statistics tell us that there are increasingly high numbers of young people in the NEET category (Not in Education Employment or Training).

The challenge is to work with partners to make sport and physical activity fully inclusive and accessible to all Carlisle residents. To challenge the barriers to sports participation, working directly with groups and individuals traditionally under-represented in sport and physical activity.

**Our Objectives:** To provide and promote high quality and safe opportunities for all Carlisle residents especially disabled, socially excluded or under represented groups by:

- Expanding the range of opportunities for participation at all levels
- Support the development of appropriate sports opportunities
- Encouraging and promoting the inclusion of disabled and socially excluded people.

**Success will be measured by:**

- An increase in the number of disabled people participating in sport and physical activity.

## **CREATIVE PARTICIPATION: TALENT**

Our strategy recognises the need to encourage and motivate people to be the best they possibly can at any type of activity, alongside those striving for sporting excellence on a local, regional, national or international stage. As well as increasing and improving people's

everyday levels of activity through active sport, active living and active recreation, we have a strong commitment across the whole spectrum of participation, including the Gifted and Talented Scheme with CLL and celebrating achievement through the annual Sports Awards event with Carlisle Sports Council.

**Our objectives:** To support talented performers and assist them to reach their personal dreams and goals by:

Promoting support packages for aspiring athletes with potential who are not yet on any funded programme

Encouraging coaches to achieve relevant qualifications

Working in partnership to identify potential talented performers

Support Carlisle Sports Council to deliver the Carlisle Sports Awards Ceremony.

**Success will be measured by:**

- An increase in the number of talented performers in receipt of support and funding
- An increase in the number of coaches supported through the Coach Funding scheme
- An increase in the number of talented performers attending talent camps and accessing funding.

## **CREATIVE VOLUNTEERING**

We value sports volunteering and the role it plays in communities, in contributing to the economy and to the overall health and well-being of the region. We want to capitalise on the London 2012 Olympic and Paralympic Games to get more people actively engaged in sport in their communities, either as leaders, organisers or participants. The Sport England Active People Survey (APS) suggests there has been a drop in the number of adults (age 16+) volunteering for at least one hour per week. APS 5 figures showed 5.3% of adults volunteering for at least one hour per week while APS 6 shows 4.1% of adults are volunteering at least one hour per week.

**Our objectives:** To support the ongoing development of coaching and volunteering capacity within the sport and physical activity sector in Carlisle by:

- Provide volunteering opportunities which may ultimately lead to paid employment
- Regularly recognising, rewarding and celebrating achievements through communications, conferences and awards
- Raising the awareness and adoption of minimum standards for deployment of coaches and volunteers.

**Success will be measured by:**

- An increase in the number of volunteers attending personal development programmes
- An increase in the number of young people and adults volunteering
- An increase in volunteering opportunities.

## **CREATIVE PLACES**

We will continue to work with partners to strive towards facilities that are high quality, well positioned, accessible and affordable for the whole community. We need to maximise the efficiency and the effectiveness of sports provision. Together with partners, we have commissioned a Sports Facility and Playing Pitch Strategy so that we can respond to the changing needs and expectations of our local residents, including its student population. It is important that we link any emerging facility and playing pitch findings with Sports Development plans. Carlisle currently has 44 Clubmark accredited clubs and a number currently working towards accreditation. We want to work with local clubs, Leagues and national governing bodies of sport to inform us what provision is required in an area to support the development of sport and physical activity opportunities.

**Our objectives:** To encourage access to a range of quality places in Carlisle to play sport and take part in physical activity by:

- Utilising data and intelligence to identify and better align provision to reflect local community sport need and increase participation
- Maximising the potential of capital programmes and fully examining joint developments between key stakeholders

- Promoting the advantages of Clubmark and supporting the process of accreditation with Carlisle Sports Council
- Working with educational establishments to become more widely accessible to community sports groups
- Looking to establish quality facility provision aligned to the Carlisle Sports Facility Strategy.

**Success will be measured by:**

- Producing a Sport Facilities Strategy and playing pitch strategy
- An increase in the number of sports organisations with recognised accreditation standards.

## **CREATIVE PARTNERSHIPS**

We are committed to working in partnership. Our key partners include. Active Cumbria, Carlisle College, the University of Cumbria, Carlisle SPAAF, Sport England, Riverside Housing, Cumbria County Council, CLL, Carlisle Youth Zone, Cumbria Police, Richard Rose Federation, the Cumberland Football Association and Carlisle Sports Council. Significant levels of sport and physical activity are delivered through a network of organisations outside of the council and there are many examples of how working together has been effective and successful. Innovative solutions will be sought in partnership with organisations who share the same commitment and passion for increasing participation and bringing about healthier lifestyles.

**Our objectives:** To maintain and develop the culture of working in partnership that delivers on its promises to local communities and funding bodies by:

- Provide leadership, co-ordination and structures which allow people and organisations to work together more effectively
- Attracting investment through identified funding sources and encouraging partners to work collaboratively in pursuing them
- Continually appraising performance in order to identify improvements and further business opportunities
- Develop the Active Carlisle Partnership
- Work with the SPAA Foundation to deliver high quality sporting activities
- Work with Carlisle Leisure Limited to maximise the benefit of the leisure contract

- With partners, develop joint programmes in partnership with Carlisle College and the University of Cumbria.

**Success will be measured by:**

- The levels of investment secured and case studies of partnership projects.

## **IMPLEMENTATION**

This strategy will be supported by a delivery plan to ensure that the Strategy actions are implemented. Sports plans will be shaped through a joined up strategic approach based on need, facility provision, funding and partnership working. Current Sports will be developed and other sports will be supported through work with national governing bodies of sport, local clubs and partners.

We have developed a clear delivery system in Carlisle, working in partnership with amongst others, the Carlisle SPAAF and CLL. Our sport and physical activity provision also involves working with local sports clubs, the University of Cumbria, Carlisle College, Active Cumbria, the School Games Organiser, Carlisle Sports Council and local volunteer groups to develop a system that is able to deliver clear outcomes. We propose to have an annual report that will highlight the work we are doing through the strategy in order to monitor progress and shape future work.

## **CONCLUSION**

We have to take into account both local and external pressures. These include new national, regional and county strategies for sport and the needs and aspirations of organisations and individuals. Our Sport and physical activity Strategy's key focus is to increase participation through a range of opportunities for people to be involved with sporting activities regardless of race, ethnicity, gender or ability and also aligns to the Carlisle Plan and the Joint Strategic Needs Assessment which recognises these key priorities. Active Carlisle, supported by public, voluntary and third Sector partners, has been aligned to support the aims and objectives of the City Council's Sport and physical activity strategy as well as Active Cumbria's Strategy for Sport. National governing bodies of sport are also engaged with local delivery plans. We are committed to providing opportunities for everyone in Carlisle and accept our overall strategic responsibility for the development of a sporting city. There are strong reasons for being optimistic about our chances of success.

This Strategy for Sport and Physical Activity will enable partners to understand our priorities and how we are channelling our resources to deliver sport and physical activity. It also provides us with an opportunity to celebrate the excellent outcomes and successes of 2012. Building on this work we can continue to encourage our partners to work with us to get more people participating in sport and physical activity.

**Carlisle Sports Facility Strategy 2013 -23****Introduction**

Key providers in Carlisle have come together to produce a Facility Strategy for the City as part of its overall vision for sports and physical activity. It is part of the recognition that alongside maintaining and managing existing provision, it must identify opportunities for future development of sports provision and, if necessary, the rationalisation of facilities and services. The Strategy provides a comprehensive overview of current and future demand for both indoor and outdoor sports facilities. Its key objectives are:

- ◀ To analyse supply and demand for indoor and outdoor sports facilities
- ◀ To identify gaps in provision and opportunities for future development
- ◀ To provide recommendations for the future

Carlisle City Council (CCC) has identified an ambition to deliver change across the City. This is driven by its new administration which is declaring that Carlisle is 'open for business'. The high level of ambition can be measured in the range of projects the City Council would like to see delivered in the short, medium and longer term, such as:

- ◀ Replacement swimming pool for the City and additional sports hall space and improved ancillary areas.
- ◀ The delivery of improved community and sports and recreation facilities across the City.
- ◀ Expansion of the Carlisle knowledge economy in partnership with the University and College.
- ◀ Major housing growth.
- ◀ Redeveloped shopping area in the town centre.

**Approach**

The Sports Facilities Strategy is presented across two documents; an Indoor Sports Facilities Needs Assessment, which focuses on indoor built sports facilities (e.g. sports halls, swimming pools, etc), and a Playing Pitch Strategy, which concentrates on outdoor sports pitch provision (e.g. football, rugby, cricket, tennis, bowls etc).

Both documents provide a picture of current sports provision in the City; taking into account local current and future demand expressed through consultation with clubs, leagues, facility providers, National Governing Bodies of Sport and Council officers and education providers. Based on this information each document establishes an action plan on a site-by-site/area basis in order to help prioritise investment and partnership working.



This strategy incorporates the key immediate priorities highlighted in the playing pitch strategy and facility needs assessment. Other medium and long term recommendations will be explored with the relevant lead partner to investigate the potential of a project.

For a complete Sports Facilities Strategy both the Indoor Sports Facilities Needs Assessment and the Playing Pitch Strategy should be read in conjunction with one another. This Strategy presents a vision for Carlisle and builds upon the conclusions identified in the Sports facilities needs assessment and the playing pitch strategy.

Partners across the City will need to identify its vision and objectives for its leisure assets for the coming years. This should also take on board the findings of this report and the Playing Pitch Strategy, as well as other contributing factors such as the economic climate and the priority that leisure has in relation to other services and external partnerships.

The vision for this Strategy reflects national, regional and local policies and strategic planning processes. In particular the vision is consistent with aspirations to improve health and well-being by increasing the number of people who are physically active and be inclusive and open to all groups. The vision is to:

***To create a high quality sport and leisure offer across the City, working with private, public and voluntary sectors, that delivers vibrant and animated programmes of activity to ensure that all residents and visitors have the opportunity to engage in activities and experiences as part of a fulfilled and active lifestyle.***

## **Strategic Objectives**

The proposed vision is based upon a clear, achievable framework of strategic objectives (not in any priority and summarised in the text boxes below) which should be adopted as policy). Partners should adopt the following strategic objectives to enable it to achieve the vision of the Strategy:

### **OBJECTIVE 1**

Develop and establish a facility hierarchy which establishes defined roles and functions for specific facility types.

**OBJECTIVE 2**

Commit to key facility development projects to bring facilities up to standard fit for the future.

**OBJECTIVE 3**

Define and implement a city-wide community use policy.

**OBJECTIVE 4**

Take a clear strategic approach to integrated facility programming on a city-wide basis.

**OBJECTIVE 1**

**Develop and establish a facility hierarchy which establishes defined roles and functions for specific facility types.**

The intention is that sports facilities in Carlisle will operate within a hierarchy in which specific facilities have distinct roles and functions; carry differing levels of operational weight and related staffing.

Similarly it is important that facilities have a defined function from the users perspective. Hence core facilities deliver orchestrated physical activity geared to extended participation and improving health whilst key community facilities offer accredited clubs opportunities to develop their sports. Neighbourhood facilities should be available for static groups which offer limited sports development value.

Key principles are as shown in the table overleaf, whilst broad principles are illustrated in the hierarchy diagram shown below:

*Figure 2.1: Facility hierarchy – core principles*



*Proposed facility hierarchy – site designation and definition*

Designation	Role and function
Level 1: Health and Well-being Centres	<ul style="list-style-type: none"> <li>• Stand-alone community health and well-being facility designed to meet the sport and physical activity and well-being needs of a bespoke segment of the City.</li> <li>• Mix of wet, dry and fitness activity areas</li> <li>• Provides a wide a range of opportunities for residents and visitors to participate in sport and physical activity contributing to the quality of life of residents across Carlisle.</li> <li>• Potential venue which can host city-wide and local events.</li> <li>• Highly visible and centrally located to accommodate the access requirements of the whole City.</li> <li>• Potential to accommodate a primary performance venue for 'secondary sports' or a secondary venue for 'primary sports'.</li> <li>• Provides/programmes opportunities for local people to try new activities, develop their skills and progress to significant performance levels.</li> <li>• Core venue for health and fitness activities across the City.</li> <li>• Core venues to accommodate the City's Learn to Swim programmes.</li> <li>• Core facility for the City's entertainment programme.</li> </ul>
Level 2: Community	<ul style="list-style-type: none"> <li>• Contributes to quality of life of residents within the local community, and provides a range of opportunities to participate in sport and physical activity.</li> <li>• Generally sports facilities on school sites which are designed to meet community need and have contractual dual use agreements.</li> <li>• Increases/ improves quality of PE and school sport opportunity for young people attending the school upon which it is based.</li> </ul>

Designation	Role and function
	<ul style="list-style-type: none"> <li>• Provides a base for the provision of opportunity (delivered by a range of providers) for local people to develop their skills and try new activities.</li> <li>• Provides options for a range of sports organisations to develop skill, participate and compete within their chosen activity.</li> <li>• Supports voluntary sports sector to raise standards with respect to coaching, coach education, administration and volunteer development in chosen sport.</li> <li>• Facility use to reflect demographic profile of the local community</li> </ul>
Level 3: Neighbourhood	<ul style="list-style-type: none"> <li>• Contributes to quality of life of the neighbourhood, accommodating a range of opportunities to participate in sport and physical activity.</li> <li>• Predominantly sports facilities on school sites which operate within a lettings policy</li> <li>• Provides opportunities for range of sports organisations to participate, train and compete in their chosen activity.</li> <li>• Facility use to reflect demographic profile of the local community</li> </ul>

## OBJECTIVE 2

**Commit to key facility development projects to bring facilities up to standard.**

### Facility development

In light of the detailed research undertaken in the facility and playing pitch needs assessments we would propose that the following key facility developments would be required to bring Carlisle's leisure stock up to modern day standards.

Develop a replacement swimming pool, additional sports hall and improved health and fitness facilities

- To develop facilities in strategically appropriate places across the City to include:
  - A one kilometre closed road circuit for cycling
  - At least 2 new floodlit 3G artificial grass pitches.
  - Small sided artificial turf outdoor football pens.
  - Improved health and fitness facilities.
  - Develop appropriate Sport and recreation facilities that encourage active recreation for the family.
  - Refurbishment of current swimming pools where appropriate.
- To develop partnerships with the NHS in order to identify common objectives and efficient ways of partnership working to deliver on the public health agenda.
- Work with partners as identified in the needs assessment to prioritise and deliver facility development opportunities based on current provision, potential for funding and links to the wider developments.
- Ensure that the provision of sports education at post 16 level is embedded in the sports facility strategy and this use is reflected in plans for investment.

### OBJECTIVE 3

#### Define and implement a city-wide community use policy.

##### Defining community use

It is clear that there are variable definitions of community use currently in play in Carlisle by the range of operators of community sports facilities. Therefore, there is a need for strategy partners to take the lead in defining what community use should be and the objectives to be achieved from it.

Therefore, the following definition of community use should be applied to all facilities in Carlisle:

*The efficient, effective animation and use of leisure facilities and services for the benefit of local communities so that their use directly assists the achievement of key (national and local) targets such as:*

- ◀ *Improving the quality of life for residents in Carlisle*
- ◀ *Improving educational achievement and enabling people to move into sustainable employment*
- ◀ *Connecting local people to local services to enable them to have a happier and more fulfilled life.*
- ◀ *Contributing to people having a more active, less sedentary lifestyle.*
- ◀ *Increasing participation in sport and physical activity.*

By adopting the above definition and a related approach to managing facilities and services, this requires the partners to:

- ◀ Develop, use and apply their knowledge and understanding of the demographic profiles and needs of local residents.
- ◀ Reflect the health, education and leisure needs, including addressing public health issues, supporting the education and skills development of young people and individuals.
- ◀ Develop and keep up to date, accurate knowledge and understanding of community need, via engaging and consulting on a regular basis with local representative agencies such as youth clubs, tenants and residents associations, older peoples groups, local pressure groups, etc.
- ◀ Develop and maintain detailed knowledge and understanding of the whole sporting infrastructure across the City.
- ◀ Understand and appreciate the strategic definitions of 'need' applied across the City by key partner agencies such as health, housing, regeneration, etc.
- ◀ Commit to the achievement of strategic impacts and outcomes within the local area.

Adopting the above approach to managing facilities will enable partners to:

- ◀ Provide variety across the programme accommodating a broad range of sport and activity from educational and recreational through to performance.
- ◀ Offer a combination of direct delivery and intervention via partners (e.g. sports clubs, health partners, NGB's, education).
- ◀ Collect management information and intelligence to underpin actions to extend the reach of the service, which will:
  - Introduce new people and communities to existing activities and club opportunities.
  - Introduce existing customers to new activities and club opportunities.
  - Enable operators to develop innovative programmes and processes to improve Service impact among hard to reach groups.
- ◀ Continually re-present the sport and leisure offer to local communities.
- ◀ Develop the various services offered in such a way that people in local communities are able to make informed choices about them.

#### **OBJECTIVE 4**

**Take a more strategic approach to facility programming on a city-wide basis.**

#### **Facility programming**

- ◀ Ensure that all facilities, including schools, are programmed and animated to their maximum capacity reflecting local needs and contexts, to assist CCC to meet its wider strategic objectives.
- ◀ Ensure that the operation of *all* sites facilitate the collection of management information and that this is used to inform strategic and operational decision making in the future; particularly in relation to the planning of service delivery.
- ◀ Develop an effective monitoring and evaluation process for all facilities on the back of being furnished with appropriate management information.
- ◀ Ensure, where possible, that *all* school sports facilities are accessible to the local community for as much time as is feasibly possible (i.e. a minimum of 20 to 30 hours per week). As such this type of access should be written into future community use agreements.
- ◀ Ensure that the cost of accessing facilities is appropriate for different client groups and does not become a significant barrier to participation.
- ◀ Develop a leisure management contract which ensures the operator takes on an advocacy and leadership role in the management and letting of sports facilities across the area.
- ◀ Align to the aims and objectives of the health and wellbeing board.
- ◀ Ensure that educational use of all facilities for post 16 year olds forms part of the strategic programming of facilities.

## Action Planning

The following action plan provides an initial overview of what needs to be undertaken to implement the recommendations outlined within the above study. It is appreciated that actions may not be phased in the following way and that the short to medium term is somewhat fluid. However, the key focus is to ensure that Carlisle has a cohesive and integrated offer for residents where the 'whole' is greater than the sum of the parts and that each facility has a specific role to play in this.

Action	Issues addressed	Commentary	Timescale
Adopt the strategy and action plan as Council policy and identifying funds to implement the infrastructure changes.	<ul style="list-style-type: none"> <li>Creating a clear direction of travel for the Council and its partners.</li> <li>Positioning sports facilities firmly within the Council's capital programme.</li> </ul>	<ul style="list-style-type: none"> <li>Provides an opportunity to ensure all partners are committed to the strategy and action plan.</li> <li>First stage in developing an integrated offer for resident.</li> </ul>	Immediate
Investigating with Sport England and other agencies (e.g. NGBs, academy sponsors, private sector, education partners) the potential sources of funding to deliver the investment.	<ul style="list-style-type: none"> <li>Address any funding shortfall the Council may have.</li> <li>Ensures partner buy-in to any facility development (e.g. University).</li> </ul>	<ul style="list-style-type: none"> <li>Partnership funding will be key to delivering the Council's wider aspirations.</li> <li>Opportunity to develop a wider offer, especially at the Sands LC</li> </ul>	Immediate
Allocate investment in the development of a swimming pool, sports hall and improved health and fitness at the Sands LC.	<ul style="list-style-type: none"> <li>The current in-balance of programming between entertainment and sport.</li> <li>The quality of the swimming offer in the City.</li> <li>Quality of fitness offer at the Sands LC</li> <li>Ability to accommodate teaching and learning of sport related courses at the Sands LC</li> </ul>	<ul style="list-style-type: none"> <li>Cohesive sport, physical activity and entertainment offer in the centre of the City.</li> <li>Potentially enhances the development of sport related courses at the University and College.</li> <li>Maximises the financial efficiency by having a combined facility.</li> </ul>	Immediate

Action	Issues addressed	Commentary	Timescale
Rationalise the Pools facility and identify the way forward for the Turkish baths.	<ul style="list-style-type: none"> <li>Pool site rationalised when new pool at Sands LC becomes operational.</li> <li>Retains Turkish Baths facility in line with Listing.</li> </ul>	<ul style="list-style-type: none"> <li>Potential alternative use of the Pools site to be considered.</li> <li>Although Turkish Baths is retained, this does not mean that it must be operational.</li> <li>Potential to develop a partnership with the commercial sector to redevelop the site as part of a wider offer.</li> </ul>	Once new facility at Sands LC becomes operational
Rationalise other smaller scale swimming pools as appropriate (e.g. Trinity and potentially RR Morton Central Academy).	<ul style="list-style-type: none"> <li>Facilities become obsolete once a new pool is developed at the Sands LC.</li> </ul>	<ul style="list-style-type: none"> <li>Potential for school to 'buy into' use of Sands LC.</li> </ul>	Once new facility at Sands LC becomes operational
Develop a Community use and programming policy which enables the development of a wide range of sporting opportunity across the City	<ul style="list-style-type: none"> <li>The high amount of use of sports halls for football training and 5-a-side.</li> <li>Lack of appropriate time and space available within sports halls to develop other sports.</li> <li>The general lack of a co-ordinated offer across the City.</li> </ul>	<ul style="list-style-type: none"> <li>Potential to limit the use of indoor football to younger players (e.g. Under 8's) and force others outdoors</li> <li>Can only be implemented once new 3G floodlit provision has been developed.</li> </ul>	Incrementally implemented on the basis of 3G developments.
Develop a new fitness and football development centre at Harraby Learning campus in partnership with the County Council.	<ul style="list-style-type: none"> <li>Lack of provision in the East of the City</li> <li>Provide a more balanced level of provision alongside the Sands LC and RR Morton as the core offer.</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity to develop new facilities in line with Learning Campus development.</li> <li>Need to consider how community are integrated into the management of the overall site.</li> </ul>	In line with Campus development



Action	Issues addressed	Commentary	Timescale
Work in partnership with governing bodies of sport to deliver facilities.	<ul style="list-style-type: none"> <li>Provide a range of specialist sports facilities in line with NGB aspirations.</li> <li>Existing pool in need of refurbishment</li> <li>Specialist provision will require financial underpinning</li> </ul>	<ul style="list-style-type: none"> <li>Develop links with cricket, cycling, Football, swimming, cycling and gymnastics as a priority and seek financial assistance from NGBs.</li> </ul>	Phased approach in line with NGB aspiration, funding and match funding.
Develop an integrated sport and physical activity offer across Carlisle which is encompassed in an integrated leisure management contract across all key facilities.	<ul style="list-style-type: none"> <li>Lack of co-ordination across facility providers.</li> <li>Separate leisure management contracts (at various stages) which are not monitored and measured in a consistent way.</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity to develop a single leisure management contract and gain efficiencies.</li> <li>Partner buy-in to a single way of operating and co-ordination of programming.</li> <li>Clear line of responsibility and accountability for delivery.</li> </ul>	In line with contract renewals and facility development.