



INQUIRY REPORT
Evidence from Sport Action Zone

SAZ Impact Study

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May 2009

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EXECUTIVE SUMMARY

In Autumn 2008, the North Lambeth and North Southwark Sport Action Zone (the 'SAZ') commissioned Sandy Craig of Leisure Futures to carry out an assessment of the impacts of the SAZ.

The SAZ, despite its small size, operates at a number of levels and through a wide range of roles including deliverer, development agency, innovator, support agency, and interface between the voluntary and public sectors helping with communication, brokerage and negotiation. It does this working at the developmental, delivery, local and regional strategic and national advocacy levels. This adds considerably to the complexity of the SAZ's impacts.

The study involved both quantitative and qualitative research. Quantitative research included analysis of internal SAZ records on attendances, participants, etc., analysis of trends in sport and physical activity participation, etc. Qualitative research included semi-structured interviews with around 50 partners, SAZ Board members, staff, deliverers, volunteers and others. In addition, a number of sessions, activities and tournaments were observed.

The SAZ was one of 12 Sport Action Zones set up by Sport England in response to the Government's PAT 10 report and the need to engage deprived communities, increase sport participation in those communities, address wider social issues through sport, develop partnerships and community capacity and act as a test-bed for new initiatives.

The London SAZ is one of the smaller Zones and, of these, is the only one to extend over more than one local authority area. After initial teething difficulties, the SAZ was hosted by the South Bank Employers' Group ('SBEG'), the SAZ Board agreed its 'Needs Assessment and Action Plan' ('NAAP') and appointed its current Director, in 2002.

Since 2002 the SAZ has helped attract more than £8 million external capital funding into Lambeth and Southwark from a diverse range of external funders. Capital improvements include improvements at Burgess Park, Geraldine Mary Harmsworth Park, Larkhall Park and Lilian Baylis Old School ('LBOS'). Funders include Sport England Lottery Fund, Neighbourhood Renewal Fund, the Football Foundation and Nike.

The SAZ's programmes include sports based programmes across the SAZ area including piloting StreetGames and StreetDance; health based programmes including the Aylesbury Estate Healthy Living Network and the Stockwell Healthy Living Centre which was relocated to LBOS when its previous facility was closed down; education and skills based programmes including the Personal Attainment and Community Training ('PACT') programme; community safety programmes including Positive Futures projects at LBOS and Larkhall Park. It has also developed and tested a number of pilot projects including StreetGames, the initial development of StreetAthletics, Healthy Living Clubs at schools, and StreetDance - many of which continue to this day and are delivered by other voluntary organisations.

Throughout this time, the SAZ has also worked in a developmental capacity, supporting local sports groups and community organisations, helping in their development and supporting partnership working and networking across the sector and beyond, with growing, innovative partnerships with the London Borough of

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Lambeth ('LBL') and Nike. It has also worked in the strategic arena, advocating the benefits of grass-roots sport and partnership working to regional and central Government agencies and departments.

Finally, LBOS closed as a school in 2005 and, after a community campaign, the initial proposals for private and social housing development were shelved by LBL. Since 2006, the SAZ and partners have transformed the site into a 'community hub' with a range of sport, health, youth, dance, arts, media, training and other programmes on offer throughout the year. The SAZ and partners are currently negotiating with LBL to secure a long-term lease at LBOS.

The SAZ has developed and maintained this range of projects, programmes and partnerships despite being a very small organisation with a core staff of three and core funding of less than £200,000 per year, supplemented by a further £300,000+ funding for delivery projects. It is an unconstituted organisation (that is, it is not a separate, recognised, legal entity), hosted by SBEG (who provide administrative, financial and other services) and with a voluntary Board co-chaired by the two local MPs, Kate Hoey and Simon Hughes.

Over the years there have been a number of independent evaluations of programmes of the SAZ. These have all been favourable. This impact study assesses the SAZ against the objectives set in the NAAP, in particular -

- (1) to increase participation in sport and physical activity particularly amongst its target groups (children, young people, deprived communities, 'hard to reach' groups);
- (2) to use sport to address issues of community safety, health, education and skills, regeneration and employment and social cohesion;
- (3) to increase the capacity of sports clubs and the voluntary sector, and
- (4) to advocate the benefits of sport.

Objective One: Increasing Participation in Sport and Physical Activity The SAZ was rated by its partners, Board members, deliverers, staff, etc. as very successful in achieving this objective with interviewees rating it an average of 4.5 out of 5. The quantitative evidence confirms this qualitative assessment. It is estimated that, in 2008 / 2009, the SAZ and its close partners (very mainly partners based at LBOS) attracted some 161,361 attendances from 7,694 individual participants across Lambeth and Southwark. Of the 78,393 estimated attendances in Lambeth, some 70,402 attendances were at sessions and events at LBOS. There were 82,968 estimated attendances in Southwark. These are estimates: the total number of attendances in 2008 / 2009 is likely to have been between 150,000 and 170,000; the total number of participants between 6,000 and 8,000.

Some of these attendances will have been 'displaced' from elsewhere (that is, participants would have continued to participate in sport elsewhere). However, even if it is assumed that 80% of partner activities would have gone ahead, and that 50% of participants to SAZ activities would have participated elsewhere, this would still leave a net increase of around 65,000 attendances and 2,800 participants.

Through postcode analysis and data held on the 'Substance' monitoring database (for Positive Futures programmes for young people), it is estimated that 68% of participants live in areas which are amongst the 20% most deprived areas in the country. Data from Sport England's Active People Survey (2006) shows that participation amongst individuals from Socio-economic Groups C2DE (basically the 50% more deprived in the population) is 17.6% in Lambeth and 11.1% in Southwark compared with participation rates from Socio-economic Groups AB of 31.3% and 27.6% in Lambeth and Southwark respectively.

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Further research, by Professor Peter Taylor (of Sheffield Universities' Sports Industry Research Centre) for Sport England's National Benchmarking Service shows that nationally the average local authority sports centre attracts participation by individuals from social groups DE of only one third of what would have been expected if the participation profile of the centres were the same as the demographic profile of their catchment areas. This compares very unfavourably to that of the SAZ where participation by those living in the 20% most deprived areas (broadly equivalent to social groups DE) is greater than the demographic profile of the SAZ areas.

These comparator statistics emphasise the extent of the SAZ's achievement in engaging participation from individuals living in deprived areas. On this indicator, the SAZ's performance greatly exceeds the target set out in its agreement with Sport England.

Extrapolating from data on the 'Substance' database suggests that some 85% of participants are male (though participation by females is likely to be higher at non- Substance programmes) and that almost 80% of participants are from BME communities. On these indicators, the SAZ's performance exceeds the targets set out in its agreement with Sport England.

Postcode analysis was conducted on a sample of SAZ programme while school and community venues used by the SAZ for its activities were mapped. These two exercises showed that the *primary catchment area* broadly coincides with the SAZ's 'official' boundary (though, perhaps, with a weighting towards the Lambeth and central Southwark wards). However, there is also a significant *secondary catchment area* to the south of the official SAZ area. The southern limit of this secondary catchment area coincides with the suburban railway line from Victoria to London Bridge which runs through Wandsworth Road, north Clapham, Brixton, Loughborough Junction, Denmark Hill, Peckham Rye, Queen's Road Peckham and South Bermondsey.

Thus, there is robust evidence to show that the SAZ is successfully achieving Objective One both in terms of significantly increasing participation in sport and physical activity generally and in terms of increasing participation amongst its target groups.

Objective Two: Positive non-sporting impacts in terms of health, social inclusion, community safety and educational achievement The SAZ was rated by its partners, Board members, deliverers, staff, etc. as reasonably successful in achieving this objective with interviewees rating it an average of 4.0 out of 5. However, there was less consensus here than with the first objective.

The quantitative evidence for positive non-sporting impacts tended to be focussed on specific programmes.

Health In terms of health, the independent evaluation of the Aylesbury Healthy Living Network (AHLN) was particularly positive about the SAZ's impact on its participants. Despite the much higher proportion of people in the AHLN evaluation experiencing long-standing illness, disability or infirmity, AHLN respondents reported greater improvements in health over the previous year than the survey of the Aylesbury NDC's population as a whole. The responses of AHLN respondents in terms of a range of quality of life factors were also more positive than the general Aylesbury population.

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More generally, the Government, the Department of Health and Sport England all agree that 3 sessions of 30 minutes moderate participation per week is an indicator of public health. Analysis of the participation statistics indicates that - after taking displacement into account - some 300 to 400 *new* individuals were achieving this standard in 2008 / 2009.

In terms of the health impact target agreed by Sport England and the SAZ (numbers of health referrals living in a deprived area), it is probable that the SAZ is meeting or exceeding its SE target.

Community Safety and Community Cohesion Based on observations of sessions and tournaments, SAZ and partner activities conform to recognised best practice and, as such, are likely to be impacting positively in terms of youth offending and, therefore, community safety. This is also the view of the local police.

These qualitative views are backed up by data from the Substance database which shows that over 18% of participants are 'formal referrals' - usually schools, youth clubs or the Youth Offending Service. These formal referrals are likely to be those individuals who are at some risk of offending. It is estimated that over 100 young people to these programmes were formal referrals, with around 80 from deprived areas. Extrapolated over the three years of Sport England funding from 2006, and including other similar programmes not covered by the Substance database, it could well be the case that the SAZ is achieving its Sport England target for formal referrals from deprived areas.

Educational achievement There is growing evidence that increasing participation in sport and physical activity does impact positively in terms of educational achievement. One very large-scale study found that, on average, pupils participating in a varied menu of study support activities out-of-hours (including sport), compared with similar pupils who did not participate, attained as an average improvement, three and a half grades more across all their GCSE results or one better A* - C grade in their best 5 results. (*The Impact of Study Support*, DfES, 2001)

A number of the SAZ's programmes are regular, long-term programmes based in schools. As such, they are likely to be achieving the same outcomes. The positive impacts of the SAZ programmes can be seen in the increasing educational achievements of students from the Aylesbury Estate where the SAZ and partners have delivered many, regular sport and activity programmes for young people over the past six years. The percentage of pupils from the Aylesbury achieving 5 or more GCSEs at Grades A* - C increased from 31% in 2003 to 64% in 2008 compared to the LEA average of 40% to 56% and the England average of 53% to 65%. Officers at the NDC ascribe at least part of this improvement to the SAZ's intervention and the proliferation of community sports activities available to young people on their doorstep, either free or at low cost.

Other SAZ programmes, for instance the PACT programme, help those Not in Education Employment or Training ('NEETs') to achieve accredited training and qualifications as a step back into education or onto employment. In terms of the qualification and accreditation targets agreed with Sport England, the SAZ achieved only around a half of these in 2008 / 2009 (around 100 compared to a combined target of 200).

All these examples show that there is reasonable quantitative, as well as qualitative, evidence showing that the SAZ is having a positive impact in terms of its Objective Two - its impact in terms of health, community safety and community cohesion and

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educational achievement, though this evidence is focussed on specific programmes and at a very local level.

Objective Three: Influencing local ways of working, helping to capacity build local organisations and strengthening local networks The SAZ has been instrumental in ensuring many improvements to the physical sporting infrastructure. It has also helped to ensure that these improved facilities are genuinely accessible to community sport clubs. This has helped to strengthen local clubs - which have been strengthened further by continuing support, help with funding applications, etc.

While it is difficult to audit the number of sports clubs at any particular time, it appears that there are more clubs in the SAZ area than there were in 2002. There has also been a significant increase in sporting activity at schools over the past seven years as a result of the development of School Sports Partnerships, improved sport facilities and the work of the Partnership Development Managers.

Increasing the *numbers* of sports clubs tells only a part of the story. Has the capacity of those sports clubs been increased? Are they more secure financially? Have they better skills and able to work more effectively? Here the qualitative evidence, in terms of the views of partners, deliverers (including clubs) and others is persuasive. Interviewees rated the SAZ's achievements in terms of this objective at an average of 4.3 out of a maximum of 5. In other words, the *average* rating was significantly higher than 'good' - and almost as high as the average rating for Objective One (increasing sport and physical activity opportunities).

In terms of the SAZ's influence, 82% of individuals responding thought that the SAZ had influenced the activities of their organisation, while 60% considered that the SAZ had influenced the ways of working of their organisation. While the numbers responding to this question are lower than for other questions (partly because respondents such as SAZ staff or volunteers were not asked this question), this represents a remarkable achievement and is evidence that the SAZ has changed the ethos and philosophy of the sector and increased its capacity.

The SAZ's single most important impact, however, has been the transformation of LBOS from an ex-school site to what is arguably the best example in the country of a 'community sports hub'. Over the past three years, LBOS has become the base for around a dozen voluntary and community organisations - including sport, arts, dance, youth, training, health and mentoring organisations. This has enabled those organisations to develop and deliver activities and programmes not only at LBOS itself but in other venues across the SAZ area and wider afield. A stable base has also helped these organisations to expand, broaden their activities and network with other groups. LBOS represents a 'step change' in the ability of the SAZ to help capacity build the voluntary sector and to be responsive to the needs of the community.

The SAZ's influence at the local level is shown most significantly in two, developing and innovative partnerships. Over the past few years, the LBL has set about undertaking a fundamental change in policy direction - one in which the local authority determines the needs and priorities for the services it funds and then commissions private and voluntary sector organisations to deliver those services.

Many local authority sports and leisure facilities are now run under contract by private leisure management companies or leisure trusts. But nearly all local authorities have resisted a commissioning approach to sports development. Not so LBL which is now in negotiation with the SAZ about commissioning the SAZ to deliver these services.

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The second innovative partnership is with Nike. Like its partnership with the LBL this is developing rapidly. Nike has helped fund capital projects. It has also brought stars like Michael Jordan to LBOS - with a huge impact on the SAZ's (and partners') young participants, volunteers and coaches. It has endowed the SAZ's programmes with a powerful street credibility and helped the SAZ engage the community. What attracts Nike to the SAZ is that it puts the community first. It makes it cool, not worthy, for Nike to be partnering programmes in the community. Nike and SAZ are now discussing taking their partnership to another level and Nike are actively considering core funding the SAZ as part of their 'Social Change Network' where the SAZ will act as a test-bed for new community sport projects and help to drive up sport participation rates, particularly in inner city areas.

There is strong evidence that the SAZ has positively impacted on local community capacity - through improving the physical infrastructure and making it sure the improved facilities are accessible to local sports groups; through supporting the voluntary sector; through developing partnership working and ensuring more effective working; through developing LBOS into the leading example of a community sports hub; and in its developing and innovative partnerships with the LBL and with Nike.

Objective Four: Influencing the policies, agenda and practice of Government, national funding and development agencies It is difficult to determine the extent to which the SAZ has influenced central Government. However, there is some supporting evidence that the SAZ has been able to keep a national profile and, to a lesser extent, present its views and experience to national and regional agencies. Brian Dickens, the SAZ's Director, sits on national committees while Kate Hoey MP and co-Chair is Commissioner for Sport for London. Certainly, the policies in the London Mayor's Legacy Plan are closely aligned with, if not actually modelled on, the objectives and ways of working of the SAZ.

In terms of qualitative evidence, interviewees rated the performance of the SAZ on this objective at an average of 4.2 out of 5 - in other words, the average rating was somewhat better than a 'good' rating. While not being as robust a consensus as for Objective One (increasing participation), this still represents a strong view amongst interviewees that the SAZ is impacting on the policies of Government and national and regional agencies.

On this objective, the evidence for the SAZ's achievement is mixed and largely a matter of judgement. In my view, there has been little impact on central Government policy but this is balanced by a definite impact at the regional level, with national development agencies, with Nike and, at a more local level, with both local authorities.

Success Factors There have been some external factors which have been unfavourable to the SAZ's development (including the decision to base the SAZ across two boroughs without the active championing of both boroughs; the complex crowded and changing structural, policy and organisational environment; Government focus, with 2012, swinging away from 'community sport'.)

In the main, though, external factors have been favourable to the SAZ - including its location in central London is an undoubted bonus; early capital developments were already underway helping to give the SAZ a number of quick wins; the funding environment has been relatively benign; the profile of sport has been heightened by 2012 even if the focus has moved away from community sport; the brief for Sport Action Zones to be test-beds helped ensure that the SAZ would be encouraged to try out new ideas and the SAZ has benefited from a supportive relationship with Sport

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England; and, perhaps most importantly, the closure of Lilian Baylis School and the opportunity this represented to the SAZ.

However, much of the success of the SAZ has been due to the many strengths and qualities of the SAZ itself. These include, first and foremost, the skills and qualities of the Director; next, the dedication of the SAZ to long-term partnership working; and third, its ethos and philosophy of putting community needs first and in engaging the community. Its approach is bottom-up; not top-down.

Other strengths include its flexibility and responsiveness; the quality of the staff team; and the leadership of co-Chairs Kate Hoey and Simon Hughes. The SAZ has a 'can-do mentality' and is not risk averse: it knows what works and puts this above what may be 'politically' acceptable. Staff always try to offer participants more and better, the full 'silver service dinner' rather than the self-service canteen meal. The tenacity and resilience of Kate Hoey and Simon Hughes has helped ensure that the SAZ has 'punched above its weight'.

In 2008, Sport England published its major evaluation of the Sport Action Zones throughout England, *Impact in 3D*. This identified 13 key success factors. 12 of these are strengths of the SAZ. (There is some evidence for the 13th, building a culture of sustainability, but this may take longer to establish and depends on external factors.) In terms of replicability, five of the 13 success factors are fairly easily replicable; another three require long-term timescales; and a further three are complex and/or difficult undertakings. Of the remaining two factors, one - sustainability - is dependent on external factors. The replicability of the final factor - "a highly motivated, charismatic leader" is problematic: there are, but its very nature, limited stocks of individuals who fit, or can grow into, that job description.

Sustainability In different ways the SAZ has helped to develop the sustainability of the community sport sector in Lambeth and Southwark - pilot projects like StreetGames are now delivered by a national network; local sports clubs are more sustainable; there are appropriate management arrangements in place for sports facilities helping to ensure community usage and increasing their sustainability; and, in general, through better networks and better partnership working, the sector as a whole is stronger.

While there are a number of issues which the SAZ must address, both at strategic and operational levels, the track record of the SAZ and the strengths of its partnerships put it in a strong position to continue, and continue developing, over the medium-term. Its maturing partnership with LBL and LBL's radical commissioning policy, and its innovative partnership with Nike are two pointers to continuing sustainability and underline that the SAZ, and its partners, are fundamentally re-visioning community sport and its impacts. These innovative partnerships are also attractive to Sport England in that they re-frame the thinking around community sport and bring other serious revenue funders and development agencies into sport. The SAZ's increasing partnerships with NGBs is yet another example of the SAZ's innovation and a sign of potential future success. With the opportunities presented by the Mayor's Legacy Plan and the SAZ's strong-record, I am optimistic about the SAZ's sustainability.

Strategic and Operational Issues Nevertheless, the SAZ face both strategic and operational issues and will need to address these to ensure its sustainability.

On the strategic level it will, first, need to decide whether or not to maintain and develop both its strategic and delivery roles and, also, whether to extend its strategic

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and advocacy remit to a pan-London one. Second, it needs to decide whether to commit to the long-term development of LBOS as a community sport hub, bearing in mind the substantial risks involved in such a project.

There are no easy or simple answers to either of these strategic issues. On the first, my own view is that part of what makes the SAZ the success it is has been its ability to develop both strategically and operationally, both locally and pan-London. On the second, I believe that the opportunity provided by LBOS is simply too good to be turned down.

In terms of operational issues, the SAZ will need to urgently address its major weakness - its lack of administrative capacity. It also needs to address its legal status (as an unconstituted organisation), the roles and membership of its Board, about its perceived lack of strategic planning and about the value of the present hosting arrangements with SBEG.

My view is that the SAZ should constitute itself as a Charity and as a Company Limited by Guarantee. It should consider what part it should take in the separate 'Community Trust' formed to take responsibility for operations at LBOS. It should take full charge of its affairs and, as such, no longer be hosted by SBEG though there is merit in continuing a formal relationship with SBEG. It should prepare a draft strategy and business plan and, dependent on these, add considerable organisational capacity centrally (at a minimum, a General Manager / Operations Manager and an Administrative & Monitoring Officer). It should also review its administrative and operational capacity at LBOS. It may also need a contingency plan for LBOS should the present negotiations fall through.

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BACKGROUND AND CONTEXT

Introduction

In Autumn 2008, the North Lambeth and North Southwark Sport Action Zone ('the SAZ') commissioned Sandy Craig of Leisure Futures to carry out an assessment of the impacts of the SAZ.

During the course of the initial background research and early briefing meetings with Brian Dickens (Director of the SAZ) and Nilgun Direncay (Programme Support Officer), it became clear that the SAZ, despite its small size, operates at a number of different levels and through a wide range of roles - amongst others, deliverer, co- deliverer, development agency, innovator, testing station for new ideas, landlord, delivery expert, repository of information and contacts, 'Second Tier' resource and support agency, as interface between voluntary and public sectors including help with communication, brokerage, negotiation and conflict resolution, advocate, etc. It does this working at the developmental, delivery, local and regional strategic and national advocacy levels.

This adds considerably to the complexity of the SAZ's impacts and any assessment of those impacts, a complexity compounded by the lack of a baseline from the start-point of the SAZ and by changes and gaps in record-keeping from 2002 to date. This has been complicated further by the over-lapping impacts of other agencies working in the sport and physical activity sector in the area, and by the changes in the local sport and physical environment over the years. Thus, it is not possible to make a simple, quantitative assessment of the SAZ's impacts, e.g. along the lines that there has been a 14% increase in participation in sport and physical activity of which 50% can be ascribed to the SAZ (rather than other agencies), etc.

For these reasons, this study gives a summary of the history of the SAZ (and changes in the sport and physical activity environment) from 2000 to 2009, but focuses on its work, activities and outputs in the year 2008 / 2009. This gives a clearer, more comprehensible understanding of the SAZ's impacts, albeit one which is less finely- detailed.

I would like to record my thanks and appreciation to everyone who helped in this Study, to the frankness, honesty, and consideration which interviewees gave to my questioning, and the documents and materials in provided. Particular thanks go to Nilgun Direncay and Brian Dickens at the SAZ for all their help. While I have weighed all the views presented to me during the course of the Study, the assessments and evaluations in this report are mine and mine alone. Likewise, any mistakes are mine.

Sandy Craig
May 2009

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Methodology

The Study was carried out in five phases:

Phase One: An initial period of Desk Research was carried out through Autumn / Winter 2008 and early 2009. This focused first on the SAZ itself. All Board reports and minutes from 2002 were read and analysed in terms of -

- Sports Activities (analysed by Initiative; Partners; Location; Start Date; Achievements)
- Sports Facility Improvement Schemes (analysed as above) Sport,
- Education and Skills (analysed as above)
- Sport and Community Safety (analysed as above)
- Sport and Health (analysed as above)
- Sport and Social Inclusion (analysed as above)
- SAZ and Organisational Development (Analysed by Date; Staff Resources; Core Funding; Match Funding; Board Meetings; Office Base & Facilities)
- Profile Raising and Wider Strategic Work (Analysed by Date; Conferences & Events; Work with Sub Regional, Regional & National Agencies; Visited hosted; Other e.g. films, media and awards)

Latterly the desk research focused on reports and policies of partners and external organisations; on reviewing trends in the wider sporting environment (including Sport England's ('SE') Active People Surveys 2006 and 2008 for Lambeth and Southwark, tracking London Youth Games' results for Lambeth and Southwark and PESSCL statistics for Lambeth SSP and Harris Girls' SSP); on reviewing demographic trends; and on reviewing other external evaluations of the SAZ or defined SAZ activities.

Phase Two: This was carried out between January and April 2009. Formal meetings and interviews were conducted with SAZ Board Members, Partners, Delivery Organisations, Voluntary Sports Clubs, SAZ staff and volunteers / ex-volunteers. Prior to the meetings, Semi-Structured Interviews ('SSI') were designed covering (a) Board members and Partners, (b) Delivery organisations and sports clubs, (c) Staff members, and (d) volunteers. (Examples of (a) and (b) the SSIs used most frequently are given in Appendix Five.) Depending on the interviewee these were followed more or less rigidly, or used as a checklist. The SSIs contained quantitatively-based questions (Yes / No; Ratings on a scale of one to five) to enable statistical analysis of views and perceptions. Almost fifty individuals were interviewed formally.

In addition to these formal meetings, a number of informal interviews were carried out, usually during the course of observing sessions, activities or tournaments. Six of these interviews were with partners (e.g. Housing Associations, National Governing Bodies of Sport ('NGBs')). A further 10 - 12 were with participants, parents and friends, teachers, referees and coaches.

The list of interviewees is given in Appendix Two.

In addition to meetings and interviews, a number of sessions, activities and tournaments were observed. This was partly to familiarise myself with facilities, venues and participants; but was mainly to observe whether, and to what extent, the sessions etc. were carried out following the principles of good practice.

The list of sessions and activities observed is given in Appendix Three.

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Phase Three: Quantitative research and analysis was carried out between February and April 2009. This made use of the desk research and data gathered in terms of -

- Analysis of demographic trends
- Analysis of gaps in sporting provision & market demand in terms of provision by local authorities and their sports contractors (Greenwich Leisure Limited ('GLL') in Lambeth, Fusion Trust in Southwark)
- Analysis of trends in sport & physical activity participation, mainly through SE's Active People and Active Places surveys and their analysis of 'Unmet Demand'
- Analysis of sport & physical activity in schools in LBL and LBS Analysis of
- LBL and LBS performance at the London Youth Games
- Analysis of internal SAZ records and estimates on attendances, participants, etc. (including postcode analysis) to enable estimates of catchment areas, profile of participants, etc.

While the SAZ holds reasonable electronic monitoring records of some activities (e.g. on the 'Substance' monitoring database), the monitoring of other of the SAZ's activities and those of partners are held on different (usually unmatching) databases, or there are no available electronic monitoring records, or monitoring records are paper-based and incomplete. For these reasons only *estimates* of attendances, participants, etc. can be given.

Phase Four: Towards the end of Phase Two, an initial 'First Thoughts and Provisional Findings' summary was sent electronically to all interviewees who requested it. The summary was also presented at the SAZ Board on 23 April 2009, by which time much of Phase Three had been completed and initial estimates of participation were given. The feedback from the SAZ Board and from individual interviewees' feedback to the summary have helped form the thinking and views in the final phase.

Phase Five: This Impact Study, and its subsequent presentation(s), form the final phase of the Study. A 'Draft Final' report was supplied to the SAZ for fact-checking and discussion.

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Context and History

National Policy Context

One of the New Labour Government's priorities in 1997 was to address inequalities, in particular the difficulties facing the most deprived communities. Local Area Initiatives, for instance Education Action Zones, Health Action Zones and New Deal for Communities ('NDCs'), were set up to help address these inequalities. The Government also established the Social Exclusion Unit which, working across a wide range of policy areas, sought to understand the problems faced by communities suffering from multiple deprivations.

One of these areas was sport. In 2000, the PAT 10 report produced by the Social Exclusion Unit's Policy Action Team for Sport and the Arts found that the sector knew little about how to reach deprived communities, that the main beneficiaries of (sports) Lottery investment were existing sporting groups and users, and that many 'grass-roots' sports development programmes were driven not by the needs of the communities themselves but by the rules of funding programmes and by the sports development profession itself - a 'no risk' culture with safe programmes, easy targets based on outputs (e.g. number of participants, attendances) rather than outcomes (e.g. the impact made on those participants) and delivered using traditional methods and organisational structures.

To increase sport participation in deprived communities, and address other issues, the report argued that a different approach to *community engagement* was required. Community engagement was not just about consulting with communities about their needs. It was about ensuring that the community had a say in the actions and initiatives which followed from consultation and that these initiatives helped build new skills and capacity, and help to increase ambitions, in the community.

In response to the PAT 10 report, Sport England (SE) set up its 'Active Communities' funding. This emphasised driving change, developing partnerships and delivering outcomes. Its first programme, announced in 2000, was the Sport Action Zones ('Zones'). Twelve Zones were established by Sport England across the country. They were intentionally different in size, scale and structure and they were based in a range of 'host' agencies with interests and agendas beyond the single sporting focus of local authority leisure departments.

Each Zone had a five-year life (later extended for some Zones including the SAZ to 2009), a Sport Action Zone Manager and a small revenue resource. An initial 'Needs Assessment and Action Plan' ('NAAP'), based on community consultation, set out the strategy, main programmes and outcomes. Zones would operate through a partnership and partners would include non-sporting organisations and key players from e.g. the health, education, housing, regeneration and youth-work sectors. The Zones would not only target deprived communities, increase sport and physical activity in those communities and impact positively on the larger social agenda; importantly, they would also pilot new ways of working and be a test-bed for new initiatives.

The PAT 10 approach also influenced SE's 2003 'The Framework for Sport in England' and the setting up of the 'Single System for Sport' including Regional Sports Boards, County Sport Partnerships ('CSPs') and local Community Sport and Physical Activity Networks ('CSPANs') and, to a lesser extent, the Government target of

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increasing participation in the population as a whole by 1% each year to 2020 and beyond.

The development of the 'Single System for Sport' has taken some years. With the focus on the 2012 Olympics, the previous remit of SE which included sport *and physical activity* at the community level has been focussed solely on sport, with responsibility for physical activity passed over to the Department of Health ('DoH') and its agencies.

In a further change in policy, much of SE's funding is now channelled through the National Governing Bodies of Sport ('NGBs'). In their Whole Sport Plans, the NGBs need to set out their proposals for helping to develop community or grass-roots sport and provide pathways for individual participants to club-based and performance sport. This represents a major shift in responsibilities and focus for NGBs (away from their continuing regulatory function and their focus with elite sport). It is likely that it will take some time to embed these policy (and the ensuing structural) changes throughout NGBs and, at present, there are relatively few examples of good practice involving NGBs working at the community level.

In parallel with these changes, the Youth Sports Trust ('YST') has been charged with the responsibility of ensuring more and better sport in schools (both as part of the curriculum and through extra-curricular activities) and in linking school sport with sports clubs and sport in the community. School Sport Partnerships ('SSPs') have now been set up across all education authorities. The PE, School Sport and Club Links ('PESSCL') strategy has emphasised the need for two hours quality sport and physical education in curriculum-time in all schools and the percentage of schools across the country is now over the 80% target. Further developments, including the 'five hour offer', where schools have to offer their students five hours per week of sport and cultural activities per week in extra-curricular activities, have further enhanced sport in schools.

These latter national policy changes have impacted on the SAZ. As a generality they have focussed the view of sport away from its social utility (e.g. its positive impacts in terms of community safety, educational achievement, public health) towards the view of sport as sport, as elite performance. This has been underlined by the award of the 2012 Olympics to London. However, as a positive, 2012 has increased the profile of sport in London while the recently launched Mayor's Legacy Plan may also help to re-focus sport in terms of its community benefits.

The Local Policy Environment

The changes in the national policy environment have found their own expression locally. In terms of the 'Single System for Sport', CSPANs have now been set up in both Lambeth and Southwark but are still at an early stage of their development. Central Pro-Active (the equivalent of the CSP) is fully operational. In terms of school sport, there are positive and productive partnerships with the Lambeth SSP, based at the London Nautical Sports College, and the Harris Girls SSP, which operates across around half of Southwark (with the other half the responsibility of the SSP based at Bacon's College). The two SSPs have increased the quantity and quality of sport locally so that rates of school sport participation are equal or better than the national average despite the levels of deprivation throughout their catchment areas.

Throughout the period, there have been changes in the political administrations at both the LBL and the LBS, changes in structures (e.g. with the need to respond to the

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‘Every Child Matters’ legislation) and shifts in overall strategic emphases. These changes have called for learning, adjustments and shifts in the SAZ’s practice. As a generality, this continuous change - also found at the national level with, e.g. changes in funding streams, conditions for grants, etc. - because it requires continuous focus and management attention from the SAZ will tend to detract from its focus on community sport. However, on the positive side - and it is, potentially, a huge positive

- LBL’s ethos and philosophy has shifted significantly over the years. Partnership working with the SAZ is now strong. As importantly, LBL are now in the process of commissioning more and more of its services to the private and, particularly, voluntary sectors. Plans are now in hand to commission sports development services and discussions are being held with the SAZ about the SAZ acting as LBL’s commissioning agent for some, at least, of these sports development services.

The SAZ 2000 - 2008: A Snapshot

Geography

The SAZ is one of the smaller SAZs. At the outset its area included the wards of Browning, Chaucer, Faraday and Newington in Southwark and the wards of Bishops, Oval, Princes and part of Vassall in Lambeth. Because of ward boundary changes and re-namings, the SAZ now includes a part of East Walworth ward in Southwark, though the SAZ’s boundary remains unchanged.

Of all the smaller Zones, the SAZ is the only one to extend over more than one local authority area. It appears that SE’s rationale for this was that it wished to encourage cross-boundary working across local authorities and, through the SAZ, to demonstrate ways in which this could be done effectively in practice. Neither the London Borough of Lambeth (LBL) nor the London Borough of Southwark (LBS) appear to have been party to SE’s initial decision.

Early Years

There were teething difficulties concerning the Host agency (initially, the Peabody Trust) and first SAZ Director, much of which can be ascribed to the newness of the concept of the Zones and the lack of previous models rather than to any particular failing of those involved. In 2002 hosting arrangements for the SAZ were transferred to the South Bank Employers’ Group (‘SBEG’) and in autumn 2002 the Board agreed the SAZ’s NAAP¹ and the current Director, Brian Dickens, was appointed.

Needs Assessment and Action Plan (‘NAAP’)

The main findings and issues of the 2002 NAAP are set out in Table One: Main Findings and Issues Impacting on the SAZ (see overleaf).

¹ ‘Needs Assessment and Action Plan’ (October 2002), Sandy Craig, Leisure Futures

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Table One: Main Findings and Issues Impacting on the SAZ

- There are a very high percentage of black and ethnic minorities resident in the SAZ Area. This is likely to increase.
- There is a great diversity of ethnic minorities - from Africa, Asia, South America, Eastern and Southern Europe - in the SAZ Area, many of whom do not speak English as a first language.
- There are an increasing percentage of children and young people under 16. This is estimated to be around 25% of the total population. Many of these are from ethnic minorities.
- The GLA and others estimate that the population of the SAZ Area will increase significantly over the next 10 years.
- All Wards in the SAZ suffer from multiple deprivation. Housing is particularly bad - impacting on the SAZ in the need to help develop very local estate-based sports facilities and activities. Health is also poor.
- Although the Wards in the SAZ Area compare well in terms of the Access indicator, this is misleading because of factors including very low car ownership, main arterial roads acting as barriers, public transport geared to the needs of commuters and tourists and issues of social cohesion between different communities.
- Market research identifies that crime and the fear of crime is the number one priority for residents in both the Lambeth and Southwark areas of the SAZ. Community safety is one of the key priorities for both boroughs. Safety is a theme also for children and young people, including those who took part in group discussions as part of preparing this Needs Assessment.
- Crime and community safety is associated with young people - with 'young people hanging about'. Residents also believe that providing more facilities and activities for young people is key to improving community safety. They also wish to see more facilities for young people to help them develop and gain skills.
- Local residents are also concerned about the other major 'cross-cutting' Government themes - health, lifelong learning, employment, social inclusion.
- Market research also shows that participation in sports by residents in the SAZ is less - probably much less - than national sports participation levels. Participation is low across all age groups, social class, males / females.
- The SAZ Area has very few medium or large-scale sports facilities. This, allied with the short journey times that participants make to nearby centres, in part explains the low participation in sports by residents. Other barriers include cost, lack of awareness of sports activities, fears of safety.
- There are a number of more local sports facilities but many of these are in poor repair, or are too costly for local residents, or are perceived as unsafe.
- However, there are a number of planned improvements to sports facilities - mainly on school sites, but also potentially at Doon Street in Waterloo in the north of the SAZ and Burgess Park in the South - which will help to provide a facility infrastructure to support increased sports participation.
- There are relatively few voluntary organisations involved in sports. A number of these require capacity building in order to be able to meet the potential demand for sports participation
- The views of residents (e.g. on community safety, health, etc.) are reflected in the Boroughs' corporate strategies. As will be noted later (in the individual sections on 'Sport and Community Safety', 'Sport and Health', etc.) these concerns are also reflected in the strategies of other partners. These define the major issues, themes and priorities for the SAZ.

'Needs Assessment and Action Plan', p39, Sandy Craig, Leisure Futures, 2002

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Though there are differences and variations, many of the 2002 findings in terms of demography and deprivation hold true in 2009. Estimates for overall population in the SAZ area show an increase from 108,000 in 2001 to 118,000 in 2007. However, the estimates for Under 16s and Over Retirement Age show that these age-sectors have fallen (from 19.3% to 17.6% for Under 16s, and from 13.4% to 10.8% for Over Retirement Age).

In terms of deprivation, many of the SAZ Wards (and the smaller 'Super Output Areas' ('SOA') composing those wards) remain within the 20% most deprived Wards / SOAs in the country, though developments along the south bank of the Thames and in the north of the SAZ area has led to some easing of deprivation in these localities.

In terms of the Issues, it appears that crime and the fear of crime remains of great concern to residents. While crime appears to have been falling generally over the past few years, in line with regional and national trends, and much good work has been done by the local Community Safety Partnerships, widely-reported instances of knife and gang-crime over the past two years may have influenced local perceptions and concerns about crime.

The other major 'cross-cutting' Government themes - health, lifelong learning, employment and social inclusion - remain major themes & issues impacting on the SAZ's activities, though in more recent years the focus has shifted in terms of lifelong learning towards educational achievement and in terms of social inclusion towards social cohesion.

Market research at the time (2001 - 2002) indicated that participation in sport was less, perhaps much less, than the national sport participation levels. On the evidence of SE's Active People research (2006 and 2008), this no longer appears to be the case. (See Table Two below)

Table Two
Active People Surveys: 2006 & 2008
KPI 1 - Participation

| | Active People 2006 | Active People 2008 |
|----------------|--------------------|--------------------|
| Greater London | 21.3% | 20.2% |
| London Central | 24.7% | 24.4% |
| Lambeth | 25.6% | 25.0% |
| Southwark | 18.4% | 22.1% |

Note: 2008 data for London Central, Lambeth, Southwark:
increases / decreases not statistically significant.

This apparent increase may (partly) be because of the differing ways (and definitions of participation) of the local 2001 / 2002 market research and of the Active People Surveys. It may also (partly) be because of the activities and initiatives of the SAZ, the two local authorities and the SSPs in Lambeth and Southwark.

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It may also (partly) be because over the years from 2002, there have been a significant number of new and/or improved sports facilities particularly in or neighbouring the SAZ area. Capital schemes (new & improved) in which the SAZ has played a greater or lesser part include -

- **Tabard Gardens** - Artificial Turf Pitch ('ATP') refurbishment
- **Hatfields** - outdoor facilities
- **Paris Gardens** - outdoor facilities
- **Geraldine Mary Harmsworth Park** - outdoor and support facilities
- **Burgess Park Tennis Centre** - refurbishment
- **Burgess Park Youth Sports Pitches Centre** - upgrading ATP and new changing rooms
- **Aylesbury New Deal for Communities ('ANDC')** - support for a Community Resource Centre and Multi-Games Area
- **Archbishop's Park** - improvements to sports facilities
- **Larkhall Park** - new 'Nike Grind' ATP football pitch
- **Lilian Baylis Old School ('LBOS')** - various continuing improvements including the refurbishment of dance studio, offices, meeting rooms and basketball pitch and outdoor full-size ATP football pitch (proposed, with funding by Nike)

The SAZ's input has ranged from help in securing funding; negotiation with funders / planners / legal teams; development and support for structured activities in the proposed facilities (thus strengthening the applications for funding); advice on usage, community involvement and other issues; as well as general liaison, brokerage, partnership working and community engagement.

In total, since 2002, more than £8 million of external capital funding has been brought into Lambeth and Southwark from a diverse range of funding and corporate sources, including -

- **Sport England Lottery Funding Sport**
- **England 'Magnet' Funding New**
- **Opportunities Fund Neighbourhood**
- **Renewal Fund Single Regeneration**
- **Budgets The Football Foundation**
- **Positive Futures**
- **Behavioural Improvement Programme Charitable Trusts,**
- **e.g. Jack Petchey Foundation Nike**
- **NBA (National Basketball Association - of the USA)**

This is addition to funding from LBL, LBS and ANDC.

In addition, the SAZ has awarded its own 'Community Chest' grants (for equipment, etc) to local groups. It has also assisted local groups in achieving Awards for All funding (often through writing the applications for the groups). Upwards of 30 small grants have been secured through these routes.

Thus, the significant improvements in sports facilities since 2002 has gone hand-in-hand with improvements to community use of some facilities through strengthening and capacity building local groups. Together, this will have ensured greater demand

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for, and increased use of, the facilities. However, it should be noted that SE's Facility Planning Model analysis of the Active Places database shows that there is reasonably high unmet demand for Sports Halls in the SAZ area (though less than in central and south Lambeth) and a high level of unmet demand for Swimming Pools in the SAZ area.

Activities: 2002

The SAZ has helped to develop, support and deliver a large number of programmes over the years. A selection of these programmes and activities include -

1: Sports Based Programmes

- football, tennis, cricket and netball at **Archbishop's Park**;
- programmes of rugby union, including tag rugby, across Southwark and Lambeth including sessions and tournaments in **Burgess Park, Kennington Park, Brockwell Park**;
- sessions of football involving **WSFC** at different sites across Southwark;
- piloting of **StreetGames** in estates across Southwark (2003) and **Southwark Community Games** (2004);
- pilot of **StreetAthletics** at sites across Southwark (2004);
- **Lambeth StreetGames** (from 2005);
- **Community Coaches** scheme with coaches operating across both Southwark and Lambeth (from late 2006);
- basketball programme including 3 on 3 Street basketball, Midnight Madness, **across Lambeth and Southwark** (from 2006), and close partnership with Reach and Teach, including visit by Michael Jordan and input from NBA;
- **StreetDance** programme at schools and community venues across Southwark and Lambeth (from 2005, culminating in showcase at the South Bank Centre, summer 2008)

2: Health Based Programmes

- **Aylesbury Estate Healthy Living Network** - leading to the appointment of the work of the Southwark Physical Activity Co-ordinator and the development of physical activity, healthy walks and other healthy living work across the Walworth Ward including one of the first, if not the first, Physical Activity *Recommendation* Programme (as distinct from *Referral* programmes);
- **Schools Healthy Living Clubs**, which became part of the **MEND** (Mind, Exercise, Nutrition... Do It!) programme, in schools in Lambeth and Southwark, and helped to inform MEND's future development;
- **Stockwell Healthy Living Centre** which was relocated to **LBOS** with funding from Health Sector and with activities across Stockwell / North Lambeth

3: Education and Skills Based Programmes

- **Programme of Academic & Sporting Excellence** ('PASE') across Southwark followed by **Personal Attainment and Community Training** ('PACT') at **LBOS**;
- work with Lambeth (based at **London Nautical**) and Southwark (**Harris Academy**) School Sports Partnerships ('SSPs') including help with coaching and specialist teaching staff, seed-corn funding of programmes including dance and boxing for girls;
- Level 1 Coaching Awards (in football and other sports) across the whole Zone;
- The FA **Hat-trick** funding for Community Football Development Officers at **ANDC** and **Clapham Park NDC**

4: Community Safety Based Programmes

- **Karrot Scheme** with the Metropolitan Police across Southwark;

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- Coaching at **Lynn, Fisher and Fitzroy Lodge Boxing Clubs**;
- Diversionary youth projects and targeted education and sports activity programmes with **Kickstart** across Lambeth and Southwark;
- Positive Futures projects at **LBOS** and **Larkhall Park**

Functions and Roles

Since 2002 / 2003, the SAZ has carried out a number of very different functions, operating at the developmental, delivery, strategic and advocacy levels both locally and on a wider, sometimes national, scale and often in partnership with other organisations.

The SAZ operates at the following levels -

- In a *developmental* capacity, helping to improve the physical sporting infrastructure of the area through leading or supporting capital applications for funding, and - for smaller grants - supporting local sports groups for funding towards equipment and other capital items
- In a *developmental* capacity, piloting and testing new activities and/or new ways of delivering activities (e.g. StreetGames, StreetAthletics, StreetDance, Health & Physical Activity Clubs in Junior Schools)
- In a direct *delivery* capacity, managing and running sessions and activities (e.g. sport sessions at Lilian Baylis Old School ('LBOS') and Larkhall Park; physical activity sessions at community venues in Walworth)
- In *close partnership working*, with a range of organisations (e.g. London Active Communities) where both parties help design, develop and deliver activities
- In *on-going partnership working*, where the SAZ operates as a more conventional 'Second Tier' organisation, supporting and providing resources to a range of voluntary organisations. This is most clearly seen at LBOS where the SAZ provides an office / administrative base at a peppercorn rent for various voluntary organisations, plus free use of the site's sporting facilities, etc.
- In *'as needed' partnership working* with a range of voluntary organisations and sports clubs providing advice, support, brokerage and negotiation services (e.g. over access to facilities and conditions of access), occasional small ('community chest') items of funding, acting as an expert reference for applications for funding, providing help with applications for funding, providing expert, practical advice (e.g. coaches, leaders, 'how-to' deliver best practice), help with provision of facilities, marketing, providing an interface between the voluntary / community sector and the statutory sector, etc.
- In *on-going strategic partnership working* with a range of statutory and corporate bodies, often in an innovative way, and including the Football Foundation (FF), London Borough of Lambeth (LBL) and Nike
- In *providing advice and support* at a more general level to a wide range of organisations (e.g. local authorities, the Partnership Development Managers ('PDMs') at the local School Sport Partnerships ('SSPs')) and, at an

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organisational level sitting on both the Community Sport and Physical Activity Networks ('CSPANs') in Lambeth and Southwark. This also, latterly, includes support to the five 'Pro-Actives' (sub-regional sport and physical activity partnerships covering Greater London)

- In *advocating* at regional, national and international levels, the values of grass- roots sport and partnership working, with a range of regional and central Government agencies and departments and national developmental and funding agencies.

To carry out these functions, requires the SAZ to work through many different roles, including, amongst others, as -

- Deliverer
- Co-deliverer
- Development agency
- Innovator
- Testing station for new ideas
- Delivery expert
- Repository of information and contacts
- 'Second Tier' resource and support agency
- Interface between voluntary and statutory sectors including help with communication, brokerage, negotiation and conflict resolution, etc. Landlord
- Advocate
-

It does this working at the developmental, delivery, local and regional strategic, and national advocacy levels.

As a generalisation, there have been trends in these functions and roles over the years.

First. While it was never viewed as necessary that all activities were located in the SAZ area (only that it would benefit residents in the SAZ area), in the early years most activities, tournaments excepted, tended to be delivered in or adjacent to the area. With the development of partnerships (at, for instance, Larkhall Park in Stockwell, Harris Girls in East Dulwich and the Academy at Peckham), activities are now delivered across the north and central areas of Lambeth and Southwark. Indeed, in the current agreement with SE, when continuation funding until later in 2009 was agreed, the SAZ now gives advice and support to the five Pro-Actives across London.

Second. Initially, as noted above, there was more focus on funding capital infrastructure developments and improvements partly because the capital funding available at that time through Lottery, Neighbourhood Renewal, Regeneration and other funding pots. These have only partly been replaced through funding from, for instance, The Football Foundation ('FF'), Premier League ('PL') and Nike. In some cases, the SAZ's role was minor; in other cases, it has been more important.

While the SAZ continues its work in developing the physical infrastructure and in securing external funding for this purpose, particularly at LBOS, this is now of less importance than in the early years.

Third. Particularly in the early years, the SAZ developed and tested a number of pilot projects, including StreetGames (2003), the initial development of StreetAthletics

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(2004) and Healthy Living Clubs at schools in both Lambeth and Southwark (2004). (In differing ways, all these pilots continue: StreetGames is now a separate charity supporting a network of over 100 programmes nationally (while, in Southwark, the LBS now delivers its own 'Community Games'); StreetAthletics has been re-shaped by Nuff Respect (Linford Christie's Agency) and is now a national programme; and the Healthy Living Clubs are now programmes of the national MEND charity.) While experimentation, piloting and testing is still at the heart of much of the SAZ's work - for instance the more recent Programme of Academic & Sporting Excellence (PASE, 2006) leading to the Personal Attainment and Community Training (PACT) programme, and the StreetDance (2007) programme - there is, arguably, less focus on this.

Fourth. The closure of Lilian Baylis Old School ('LBOS') as a school in 2005, and the SAZ's and local community's campaign to transform it into a 'community hub' has created its own focus. It has also shifted the dynamics of the SAZ's work in a number of ways:

(1) While support and partnership with community groups and sports clubs has always been at the heart of the SAZ's ethos, the LBOS has provided the opportunity to develop this through offering sports and other facilities plus an administrative base to third sector organisations free or at peppercorn rents.

(2) It has also helped to emphasise the SAZ's educational and skills based work (e.g. PACT) and its health-related work, e.g. ensuring the Stockwell Healthy Living Centre's ('SHLC') survival by hosting it at LBOS, and the expansion of the SAZ's Southwark health-related programme.

(3) It has provided impetus to the developing, and innovative, partnerships between the SAZ and the LBL, and the SAZ and Nike.

The developments at LBOS are the single, greatest change in the SAZ's activities over the past seven years.

Fifth. With LBOS and, later, Larkhall Park in Lambeth and through the work of the Physical Activity Co-ordinator in Southwark, the SAZ has become involved in the delivery of long-term programmes. While it was always envisioned that the SAZ would be involved in delivery, the early thinking was that the SAZ would pilot programmes which, if successful and of proven value, would then be 'mainstreamed' usually through local authority funding. With the exception of LBS's 'Community Games' (which spun out of StreetGames) and some smaller programmes in schools, the statutory sector has generally not mainstreamed successful SAZ programmes. This has been mitigated by some programmes being 'taken over' by other third sector organisations, e.g. StreetGames which is now delivered through a large network of local organisations under the umbrella of the national StreetGames charity, or the healthy living programmes in primary schools which are now delivered and being further developed by MEND. The securing of a long-term lease at LBOS (with other management initiatives) and the development of a commissioning relationship with LBL may enable more mainstreaming of successful projects.

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SAZ 2008 - 2009: Activities, Finance, Staffing

Summary of Activities

A selection of the activities, programmes and events delivered, co-delivered or carried out in partnership with other agencies from April 2008 to March 2009, plus the longer- term strategic and advocacy work of the SAZ, includes -

1: Lilian Baylis Old School ('LBOS')

- Football, boxing, basketball, dance, athletics, tennis and multi-sports programmes (often delivered with / through partners) run throughout the year and/or during holidays
- Pilot with the Amateur Swimming Association ('ASA') of a portable swimming pool during early 2009: the success of the pilot leads to further demand for temporary swimming throughout Lambeth and further afield
- Continuing development of PACT
- Partners based at LBOS include Your Story, Insight, StreetGames, Touch One Mentoring, Waterloo Sports & Football Club, Reach and Teach, London Active Communities (See Appendix Seven for full list of partners at LBOS)
- Sessions, activities and events also delivered by Ecuadorian Volleyball Group, Hade Lbi Eritrean Association, Arts Works, Fitzroy Lodge Boxing Club, Fulham FC, Somalian and Copeira Groups, All Nations Church, LBL; schools including Lilian Baylis Technology School, Charles Edward Brook School, Archbishop Tennyson Secondary School, Stockwell School, Harris Girls, Peckham Academy, Vauxhall Primary School, Walnut Tree Walk, Henry Fawcett Primary School, Sudbourne Primary School, Archbishops Sumner Primary School
- Establishment of the Stockwell HLC transferred to LBOS after the loss of its previous premises & hosting arrangements. Activities at LBOS.

2: Other Lambeth programmes

- Weekly football and girls' football sessions at Larkhall Park; developing partnership with local Housing Associations
- Range of physical activity and other health-related activities across Stockwell and North Lambeth programmed via HLC

3: Southwark programmes

- In partnership with Reach and Teach, the establishment of basketball across over 25 schools and community venues in Southwark, and the development of a local basketball league
- Southwark Physical Activity Programme - approximately weekly 15 sessions, plus outreach work, in seven community venues mainly in Walworth

4: Programmes across both boroughs

- Programme of Streetdance at Archbishop Davidson's Institute, ANDC, Harris Girls, Peckham Academy leading to Big Dance event at the South Bank Centre
 - Community Coaches appointed and working across both Lambeth and Southwark in a range of sports
 - Youth Achievement Awards 2008 at the Park Plaza supported by Shell

5: Partnerships

In addition to the continuing partnerships with a range of sports, arts, youth, health and other community-based organisations (see above) and on-going partnerships with funding and developments agencies, e.g. The Football Foundation ('FF') and

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Sport England ('SE'), innovative partnerships are developing with -

- LBL with the aim of formally commissioning the SAZ to deliver sports development programmes and activities at LBOS and elsewhere in Lambeth
- Nike both in the continuing development of LBOS and in establishing the SAZ as a 'Centre for Social Change' with the aim of establishing more such centres, with the SAZ's help, across London

6: Advocacy, Strategic and Community Engagement

Advocacy, strategic and community engagement work continuing and including -

- Visits to LBOS by -
 - o Nike Global Community Responsibility team
 - o Kelly Rowland (ex-Destiny's Child) - talking to girls from local secondary schools about the importance of girls and young women being actively involved in sport
 - o Boris Johnson, Mayor of London - announcing that Kate Hoey, MP, co-Chair of the SAZ is to become his Commissioner for Sport for London
 - o Sam Ramsammy, Vice President of the International Olympic Committee
 - o Busta Rhymes and Lil Chris
 - o Volunteers from Nike, NBA, Pfizer
- Presentation at annual StreetGames Conference
- Work with Amateur Boxing Association ('ABA') on their community development strategy
- Pan-London community-based rugby pilot
- Liaison with NBA about extending community basketball model across London: programme launched at Larkhall Park
- Volunteers Lisa Cole and Eric McClymont nominated for Crime Concern's *President's Awards*
- SAZ shortlisted for the Municipal Journal *Achievement Awards*
- SAZ Director, Brian Dickens, awarded MBE for services to community sport Work with the five London Pro-Actives at the sub-regional level and on SE's London Regional Equalities Group and the London Pro-Active Board
- Director is a member of both Lambeth's and Southwark's Community Sport and Physical Activity Networks ('CSPANs')
 - Director is a member of the FF's Community & Education Panel and of the FF's Social Inclusion Focus Group
- Director is a member of the Respect Task Force Advisory Group and on the board of the StreetGames National Charity
- Continuing negotiations with LBL and partners over long-term lease at LBOS and further capital developments
- Discussions and negotiations with funders and development agencies about future core funding

SAZ Resources: Revenue Funding and Expenditure

Table Three (below) sets out the estimated annual revenue funding and expenditure of the SAZ. (Note that these are 'budget' figures, with actual figures varying from year to year between 2006 and 2009.)

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In 2006, Sport England agreed continuation funding to the SAZ of approximately £180,000 per year for three years. This is mainly 'Core Funding' and, as such goes to central staffing and overhead costs. This funding is due to cease later in 2009. Both local authorities, Lambeth and Southwark, also funded the SAZ although to a lesser extent and, particularly for Southwark, towards specific projects.

Table Three
SAZ: ESTIMATED ANNUAL REVENUE FUNDING AND EXPENDITURE

| | £ |
|--------------------------------------|------------------|
| Income | |
| Sport England: Core Funding | 180,000 |
| LB Lambeth: Core & Project Funding | 50,000 |
| LB Southwark: Core & Project Funding | 20,000 |
| External Funding | 250,000 |
| <u>Total Income</u> | £ 500,000 |
| Expenditure | |
| Core Costs | 150,000 |
| Project Costs | 350,000 |
| <u>Total Expenditure</u> | <u>£ 500,000</u> |
| Surplus / (Deficit) | |

Note: Figures from SAZ's 2006 application to Sport England.

Figures rounded.

Annual figures vary depending on external funding achieved.

Significant external funding, amounting to around £250,000 annually, is also attracted from a variety of national development agencies, private sector organisations and charitable trusts (e.g. in 2008 / 2009 from the FF, Nike and the Jack Petchey Foundation).

Around two-thirds of the SAZ's income comes from external funding (including funding from the local authorities), grants and private sector corporate social responsibility budgets. In other words the ratio of external revenue funding compared to Sport England funding is around 2:1.

This does not include the continuing significant capital funding attracted by the SAZ for improvements to facilities including LBOS.

Neither does it include funding for the utilities, security and other overhead costs at LBOS which are dealt with through internal LBL accounting. I have not been able to ascertain accurate figures for these costs (and the balancing 'hidden' subsidy). 'Ball park' figures varying between £250,000 and £500,000 have been mentioned; but the position is complicated (a) by rates - schools do not attract any rates while organisations using premises for charitable purpose reclaim 80% (plus, potentially, an additional discretionary 20%); and (b) by the need for LBL to pay for security and some other overheads were the site to have been unused. Including this 'hidden' subsidy, it is likely that the ratio of external revenue funding compared to Sport England funding is around 3:1.

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Evidence from Sport Action Zone

Overall, the figures show that the annual turnover of the SAZ is approximately £500,000. This shows that the SAZ is a comparatively small organisation, despite the range and reach of its programmes and the strategic, advisory and advocacy work that it also undertakes.

SAZ Resources: 2008 / 2009 - Staffing

In 2008 / 2009, the SAZ's staffing comprised -

(A) Core

- Director
- Assistant Director (to January 2009)
- Programme Support Officer

(B) Programme Delivery

- Lambeth Community Sports Programme Manager (responsible for managing the North Lambeth Partnership, LBOS and activities and staff at LBOS)
- Activities Coordinator (responsible for delivery of Youth Inclusion, training and mentoring football coaches, running sports activities for schools, estate based programmes, holiday programmes, etc.)
- Aylesbury Healthy Living Fitness Coordinator (responsible for healthy living programmes in Walworth, other areas of Southwark and, from March 2009, developing healthy living activities at LBOS (with the HLC))
- Youth / Adult Development Officer (responsible for programmes such as PACT)
- Facilities Manager (day-to-day running of LBOS)

In addition, the SAZ also contracts / employs coaches and leaders on a number of programmes.

SAZ Resources: 2008 / 2009 - Governance

The SAZ is an 'unconstituted' organisation set up and monitored by SE (through a series of Key Performance Indicators ('KPIs') and annual Targets for these KPIs with the Director of the SAZ reporting back to the SAZ's Lead Officer at SE. The SAZ itself is 'hosted' by the SBEG which provides the SAZ with an office base and with financial, legal, human resources and administration services (and enables the SAZ to enter into contracts). The the SAZ Director reports to the Chief Executive of SBEG.

As an unconstituted organisation - that is as an organisation which does not operate under a legally-recognised formal constitution (as, for instance, a charity or a company limited by guarantee is) - the SAZ is not a separate legal entity. As such, it cannot enter into contracts, take out loans, take legal action against other parties and, importantly, is unable to be a signatory to a lease. Therefore, as presently organised, the SAZ cannot be party to any long-term lease arrangements with the LBL over LBOS.

The SAZ's Board is chaired by the two local MPs, Kate Hoey and Simon Hughes. Its membership is wide and includes representatives from SE, the two local authorities, Central London Pro-Active, the two School Sport Partnerships, SBEG, corporate bodies, voluntary sports organisations and other key local players in sport. The present make-up of the Board helps communication, sharing of ideas & expertise, and partnership building amongst the local sports sector. It also helps to monitor the

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Evidence from Sport Action Zone

activities of the SAZ. However both because of numbers and membership composition, it is not best suited to dealing with governance and governance issues.

SAZ Resources: 2008 / 2009 - KPI's and Targets

The funding agreement with SE stipulates the main 'business objectives' of the SAZ and the Key Performance Indicators ('KPIs') and targets by means of which its progress against these objectives will be measured.

The business objectives of the SAZ are -

- To increase participation in sport and active recreation
- To widen access - targeting [Sport England's] priority groups
- To contribute to improving health and well being
- To improving education
- To creating safer and stronger communities.

The KPIs and targets are set out in Table Four.

Table Four
SAZ 2008 / 2009: TARGETS

| KPI | Priority | Baseline (2005 / 2006) | Cumulative (to March 2009) |
|------------------------------|--------------------------------|------------------------|----------------------------|
| Participants | Living in a deprived area | 2,100 | 4,500 |
| Participants | Female | 400 | 800 |
| Sports Qualifications | NGB Coaching Award | 100 | 400 |
| Accreditation | Other recognised accreditation | 100 | 400 |
| Volunteers | Living in a deprived area | 30 | 100 |
| Health Referrals | Living in a deprived area | 300 | 450 |
| Participants | Black or Minority Ethnic Group | 1,500 | 2,300 |
| Young People at Risk | Living in a deprived area | 200 | 350 |
| Funding | Non-Sport England Funding | £ 325,000 | £ 900,000 |

Note: Taken from SAZ's 2006 application to Sport England.

Consideration and assessment of the SAZ's performance against most of these KPIs and targets will be made under the headings of the wider evaluation and impact. In terms of Funding, Table Three (above) estimates that the SAZ is attracting over £300,000 of external revenue funding annually and, as such, is achieving the target set above. Including external capital funding it will have significantly over-achieved that target.

SAZ Resources: 2008 / 2009 - Capacity Issues

As the above summary makes clear, the SAZ delivers, partners and supports a range of programmes and undertakes a wide diversity of other functions. The SAZ and its delivery is dependent on funding from many different funding sources - all of which have their own monitoring and reporting requirements. It does this with a small staffing complement, most of whom are engaged in direct delivery. Its core or 'central' staffing consists, at present, of the Director and Programme Support Officer. There is

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no General Manager / Deputy Director (Operations) post, nor (apart from volunteers or paid support from SBEG) is there any further administrative support.

In my view, the SAZ is significantly under-staffed. The present range of activities and diversity of functions cannot be sustained in the medium or long-term with the present staffing complement.

Both this under-staffing and its present status as an 'unconstituted' organisation will need to be addressed urgently if the SAZ is to be sustainable. These issues are addressed in the Sustainability section below.

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Evidence from Sport Action Zone

Previous Independent Evaluations

'Impact in 3D' Sport England, 2007

This report reviewed the impacts of the Sport Action Zones ('Zones') nationally and the other projects set up by SE and partners and funded through the Active Communities Development Fund. Sub-titled *A Learning Guide for Practitioners in Community Sport and Active Recreation* its aim was to help everyone involved in community sport understand what sport can deliver and what it can do best.

Its 'Final Summary of the Ideal Ingredients' in order to 'drive change, develop partnerships and deliver outcomes' [the 3D's] from the experience of all ten Zones and many more Active Communities projects nationally are -

- "Appoint a highly motivated, charismatic leader who can quickly establish local credibility and respect;
 - Establish clear strategic direction supported by a systematic needs assessment;
 - Create a focussed team to deliver the strategic vision on the ground [...] ;
 - Build strong partnerships, to include sport and non-sport. The more partnerships and the more diverse the partnerships the better [...] ;
 - Empower local people through a bottom up approach [...] ; •
- Create local capacity [...] ;
- Invest in facilities to provide the opportunities for participation, but focus on people as the keys to success. Take a whole environment approach to include parks and informal open spaces;
 - Provide small grants [... to help] build goodwill with local communities and stakeholders, and generate a climate of trust;
 - Ensure marketing and communications are tailored to target groups [...] ;
 - Run low cost taster sessions to see what works: expect some initiatives to fail, but ensure progression routes to sustain participation for those that succeed;
 - Offer a wide diversity of sport and recreational activities tailored to what works for different groups of people;
 - Make the sense of 'local identity' and 'community' work for you: be part of 'us' and not part of 'them', and finally,
 - Make it last: build the culture of sustainability and self-help."
(Impact in 3D, pages 105 - 106, Sport England, 2007)

All, or nearly all, of these elements of good practice are evidenced in practice by the SAZ.

StreetGames pilot, 2003, Leisure Futures

The SAZ was one of two pilot StreetGames projects (the other was held in Newcastle and the North East) funded through the Neighbourhood Renewal Unit and partners and designed to provide free, regular, structured sporting activities (weekly or twice-weekly football sessions, including coaching, leading to a SAZ-wide tournament) in housing estates and deprived communities over summer 2003. The sessions were provided by local voluntary sports groups (including the Waterloo Sports & Football Club and PELO). The programme aimed to increase these groups' capacity, engage children and young people in deprived areas and impact positively in terms of

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Evidence from Sport Action Zone

community cohesion and community safety.

In total, 250 hours of sessions were run with more than 500 participants from 17 estates. The evaluation found that the project was particularly successful in engaging boys and had high participation from ethnic minorities (mainly Black African, Afro- Caribbean and Black British). In addition, both sports and 'sportsmanship' skills (e.g. time-keeping, discipline, team working, working with adults) were monitored across the duration of the project and found to improve over time. Challenges included the need to increase participation from girls and to involve parents and residents.

The evaluation report recommended that additional funding be found to allow the project to continue long-term.

North Lambeth and North Southwark SAZ Evaluation, November 2003

This study evaluated the SAZ's progress to the end of 2003 against the aims and objectives set out in the 2002 NAAP. It listed the number of programmes by theme (i.e. Increasing participation, Community Safety, Health, Education and Skills, Regeneration and Employment, and Social Inclusion) in the Year One workplan compared to the number in the NAAP. In total, 28 programmes had been proposed of which 19 had been delivered or were underway, with programmes delivered within each theme.

Programmes identified included work with Kickstart (aim: reducing crime and anti- social behaviour amongst young people), the Karrot Scheme (diversionary activities), StreetGames (see above), Aylesbury Estate Healthy Living Network (see below), and Lambeth Healthy Living Club (working with Lambeth Primary Care Trust ('PCT') in five Lambeth primary schools).

It found that "the SAZ is working quite evenly between delivering projects to increase participation, and action to influence the local infrastructure". It further noted that the motivation and dedication of the SAZ Director, staff and host agency line manager were "unquestioned locally" and that "partners were highly supportive". It concluded that -

"The main tasks for the future are to take advantage of the strategic influence the SAZ has developed, and the activity programmes in operation, to build capacity within the community and empower residents to take control of the sports activities and to make changes in their own lives through sport and physical activity."

Aylesbury NDC Evaluation of Healthy Living Network, 2005 and 2007

The SAZ was one of ten partner organisations in the Aylesbury NDC's Healthy Living Network, initially part-funding a Physical Activity and Sport Co-ordinator post from its 'Magnet Fund'. This four year post has subsequently been extended and now works across the Walworth Ward. The evaluation (by Catherine Flynn, Keri Lewis and Elizabeth Rawson for ANDC) of all the activities focussed on (1) the extent to which partners' workplans were met, (2) any variance from budget, and, particularly, (3) the health outcomes of projects. The SAZ's target participants are older participants, normally retired. Comments of participants from the 2005 evaluation include -

"This is my first day here but it doesn't feel like that because everyone is very friendly. I feel very comfortable here."

"Philip is very good, very patient. He is very motivated. He has a good manner and makes it a happy thing to be doing exercise ..."

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Evidence from Sport Action Zone

The Health Survey covered all ten projects, although the main connection for slightly over half of respondents (18 out of 33) was with the SAZ's physical activity programme. Although two-thirds of respondents reported that they had a long-standing illness, disability or infirmity - much greater than compared with the 19% response to the NDC Household Survey, and is probably due in the main to the older average age of respondents. Nevertheless, 27 out of 33 described their health as the same or better than one year before. This positive response was backed up by equally positive responses to questions on mental wellbeing, eating Five-A-Day (portions of fruit and vegetables), quality of life, etc.

In the 2007 Re-Appraisal, it was noted that compared with a projected maximum of 730 'clients', the SAZ project had attracted 892 clients (a variance of +162, +22%), achieved with increased external funding from The Big Lottery and SE). The 'Project Unit Cost' in the initial Business Plan was put at £18.76; the actual Unit Cost, in Year 3, was £16.95 (-10%). In terms of additionality, the re-appraisal commented -

"Strong partnership working; responsiveness to both identified needs and also resident demand / interest. Sessions targeting the less fit elderly and those with mental health issues are tailored to ability. Excellent links with local schools and other providers."

Over all years of the programme, the number of Aylesbury Estate beneficiaries was estimated at 2,807 (though there is an element of double counting), or 95.4%.

Understanding participation in South Central London

As part of its mapping, review and assessment of sport participation in South Central London for Pro-Active Central in 2008, consultants Quadrant & Hall-Aitken undertook a specific study of the SAZ. They found that the SAZ's delivery against its objectives was positive "with distinctive programmes addressing one or several objectives" and that "many of the SAZ initiatives have been successful in developing programmes addressing the barriers and needs of the community". They flagged up as "bespoke and locally tailored forms of service delivery" Street Athletics, Streetdance, the Programme of Academic and Sporting Excellence ('PASE') and the MEND programme.

The report found that, although the projects aligned with the NAAP objectives, they were focussed on the under 16 and 50+ age groups, with relatively few programmes focussing on the 17 to 24 age group and only LBOS providing programmes across all age groups. It notes -

"While the London SAZ certainly has to be given credit for the excellent work done with the young people and senior adults, the same is not evident for adults in general."

The report also analysed local adult participation (16+) for the SAZ area as found by SE's Active People (2006) survey. This found high participation for adults on the western side but very low participation on the eastern side. (Actually, in East Walworth and Faraday Wards and part of Newington Ward, but not in Cathedrals or Chaucer Wards.) It commented that "though only 20% of the SAZ programmes are focussed on the adult population, we found that some of the programmes, currently targeted at school children, could lead to new ideas for influencing adult participation in the Central London."

It concludes -

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“Overall there is plentiful evidence of a positive impact ... There is strong evidence that the initiative has encouraged sports participation among young people in deprived areas, through local co-operation and partnerships ... There is strong potential, and demand, for London SAZ to establish a legacy of

- Partnered revenues
- Community engagement
- Proven toolkit”
-

Streetdance Evaluation

The Streetdance evaluation (by Leisure Futures for the Waterloo Arts & Events Network, SAZ, Nike and partners, in 2008) noted that the Streetdance programme (which had initially developed as an action research programme in 2006) was unusual - and effective - in the model it used to reach and engage its target groups. First, it held a series of ‘Engagement Days’ for Year Nine girls in local secondary schools with taster sessions of different streetdance forms, physical activity sessions, trust sessions mixed with sessions on the history of streetdance, an examination of the role of women in sport and presentations from leading sports women including national and international figures in women’s rugby, basketball, boxing and streetdance. These engaged, empowered and increased the aspirations of the participants. Second it used these Engagement Days to signpost participants to existing local weekly dance sessions (usually free) in schools (in after-school sessions) and in the community. Third, it developed a series of sharings, showcases and public events in order to provide built-in opportunities for competitive and public involvement and the motivation that these bring. Finally, in a parallel development and with partners such as dance agencies The Laban Centre and Sadlers Wells, it developed an accreditation programme in Levels 1 and 11 with the Open College Network to help develop the professionalism and credibility of the sector and combat negative preconceptions of streetdance.

The evaluation found that -

- There was robust evidence that it reached and engaged its target audience - girls and young women, mainly from BME communities and mainly from deprived areas (100% female; over 90% from BME communities, around three-quarters from areas of deprivation)
- There was robust evidence that, particularly its Engagement Days, was attractive to its target audience and answered their needs
- There was significant evidence that the model works and that it does lead to a significant minority of participants subsequently taking part regularly in dance sessions
- To a lesser extent there was evidence that it led to some additional interest in sport activities amongst participants, that it increased participants’ aspirations, that it may have contributed (amongst a host of other factors) to increases in education attainment, that it may marginally have helped to develop new social networks (by bringing girls from different schools together) and increased the capacity of the sector in furthering the professional development of dance-teachers and in helping them develop networks.

Physical Activity (including Sports) Needs Assessment

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Evidence from Sport Action Zone

Vaga Associates undertook a detailed Physical Activity Needs Assessment of Lambeth for LBL in 2008. Under 'Trail Blazing Projects' it listed the SAZ and noted that "Evidence from: interviews with partners, workshops in both Lambeth and Southwark and research commissioned by Sport England and Pro-Active Central London demonstrate that the team of the North Lambeth and Southwark Sport Action Zone has gained much respect and mutual support."

It noted that -

- "SAZ outcomes are in close alignment with the approved NAAP objectives
- There is good evidence ... that the SAZ has encouraged sports among young people through local partnerships
- ... [The] SAZ has successfully launched innovative programmes such as street games, street dance and more
- [The] SAZ has created solutions in familiar, informal venues, close to areas of need and reducing the obstacles in self-esteem / motivation"

In terms of its Recommendations under 'Actions for Addressing Needs', the report recommended that -

- "Extend the operations of the North Lambeth and Southwark Sport Action Zone by moving its 'geographic' front southwards and / or establishing 'outposts' in targeted areas ...
- Encourage other providers to adopt the SAZ principles and ways of working."

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Evidence from Sport Action Zone

IMPACTS ASSESSED AGAINST OBJECTIVES

Introduction

The objectives of the SAZ, as set out in its Needs Assessment and Action Plan ('NAAP'), can be summarised as follows -

- To increase participation in sport and physical activity in the SAZ area, particularly amongst its target groups (children, young people, deprived communities, 'hard to reach' groups)
- To use sport to address (a) issues of community safety, (b) priority health issues, (c) issues of education and skills, (d) issues of regeneration and employment and (e) issues of social inclusion. [To use sport to address wider 'social' issues]
- To increase the capacity of sports clubs and the voluntary sector
- To advocate the benefits of sport

These objectives have developed over time, in particular the final objective which has gained a strategic and national dimension in addition to advocacy to local partners.

This section, the heart of the Impact Study, assesses the impacts of the SAZ against these objectives. Two methods of assessment are used -

- *Qualitative*: assessing the views and perceptions of the SAZ Board, partners, funders, deliverers, staff and volunteers on the impacts of the SAZ and the differences it has made. These are the views from those 'on the ground', those with the most knowledge and experience of the SAZ, those with expertise in 'community sport' and the local authority, health, education and youth sectors. As such, though there will be gaps in any single individual's knowledge and biases in some reporting, these views give a considered assessment 'in the round' of the SAZ and, where the opinions from the wide variety of view-points amount to a consensus, provide strong evidence of the impacts of the SAZ. Qualitative evidence also includes my observation of a variety of different sessions (different sports and physical activity sessions; sessions delivered by the SAZ and sessions delivered by partners). These observations helped to confirm whether or not the sessions were being conducted according to professional understanding of good practice. They also helped to substantiate the demographic profile and numbers of participants and offered an opportunity to discuss informally with participants (and spectators e.g. parents, teachers) their perceptions.
- *Quantitative*: where appropriate, identifying, or estimating, the numbers of sessions, attendances and participants; the demographic characteristics of participants (e.g. age, male/female, ethnicity, living in a deprived area) and the primary and secondary catchment areas of the SAZ's (and its partners') activities. It should be noted that there were a number of methodological difficulties with the quantitative data: data was collected on a number of different electronic databases (e.g. the 'Substance' database for most of the SAZ's activities) and paper-based monitoring systems (e.g. data for the sessions of the Southwark Physical Activity programme). In some cases, these were not directly comparable; in other cases there were gaps in the records. As a generalisation, data for numbers of sessions are accurate, data for numbers of attendances (i.e. visits) involve some estimates but can be viewed as reasonably accurate, while the data for numbers of participants (i.e. individuals) should be viewed as estimates only.

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Evidence from Sport Action Zone

A Note on Outputs and Outcomes / Impacts

The 'outputs' of a sport programme include the number of sessions delivered, the number of attendances at these sessions and the number of individuals who participate at these sessions. The SAZ, and where appropriate, its partners can point to these outputs and claim these as 'theirs', as the outputs from their activities and programmes.

Where - as for instance at LBOS - the SAZ works very closely with partners, e.g. where partners have an administrative base at LBOS at a peppercorn rent and have free timetabled use of sports facilities, where the SAZ has worked with partners in developing programmes or helped the partner in getting grant-aid or provided equipment or provided expertise or contacts, there is a sense in which *indirectly* the SAZ impacts on the outputs of partners. Thus it could be said that, but for the SAZ, the partners would not have achieved those outputs or, at least, would have achieved them only partially or not have so fully engaged participants or not delivered to quite

the same standard. Where, in my view, the SAZ's work and influence is integral to the achievement of partners' activities, I have included these outputs (under 'Partner Delivered Sessions') in the assessments on impacts below.

'Outcomes' (or 'impacts') are the differences that those outputs helped to make. They fall into two categories - 'sporting outcomes' (for instance, that individuals take part regularly in sport on a long-term if not life-time basis) and 'social outcomes' (by which is meant a range of outcomes including health outcomes, educational achievement outcomes, community safety outcomes, etc.)

By their nature, outcomes are harder to define and track. There is usually no direct cause and effect relationship between any single activity and the desired outcome. Instead outcomes tend to be 'over-determined': there are a number of positive factors which will help to achieve the outcome but there are also a number of negative factors which will act as barriers to that outcome happening. For instance, positive factors affecting health include regular participation in sport and physical activity; but they

also include good diet and other lifestyle factors, good primary health services (including a range of health professionals from GPs and midwives to health visitors). Negative factors include lack of accessible, good quality facilities, poor air quality and sanitation, transport 'black spots', etc. Plus, there is often a significant distance in time between initial outputs and desired outcomes - the positive health impacts of physical activity programmes take time to come through. As do the positive community safety or educational achievement impacts of regular, structured sports programmes.

(Basically, the longer the 'intervention' in terms of its duration over weeks and months, the better.)

For these reasons, assessments of the outcomes, or impacts, of the SAZ need to be tempered with realism and an understanding, and recognition, of the work being undertaken by partners in the health, education, youth and community safety sectors.

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Evidence from Sport Action Zone

Objective One: To Increase Participation in Sport and Physical Activity in the SAZ area, particularly amongst its target groups

Qualitative Evidence

Almost 50 individuals (including SAZ Board members, partners, funders, deliverers, sports clubs, staff) were interviewed in the course of this study. Where appropriate, individuals were invited to rate the SAZ's performance against each of the four objectives set out above on a scale of one to five where one equalled very poor, three equalled neither poor nor good and five equalled very good. (Interviewees could also record zero where they did not know or could not say.) The interviewees were also asked for their reasons for their ratings.

Table Five (below) sets out the average rating given by interviewees for all four objectives.

Table Five

SAZ: INTERVIEWEES' RATINGS ON OBJECTIVES

| | Objective 1 Increasing Sport & P Opportunities | Objective 2: Positive social impact | Objective 3: Increase local capacity | Objective 4: Advocacy at strategic & national levels |
|-----------------------|---|---|--|---|
| Average rating | 4.5 | 4.0 | 4.3 | 4.2 |
| Numbers rating | 31 | 25 | 25 | 25 |

Ratings: Minimum = 1; Maximum = 5

Ratings by SAZ Board members, partners, funders, deliverers, sports clubs, staff

As the table shows, interviewees rated the SAZ's achievements in terms of Objective One (Increasing Sport & P.A. Opportunities) the highest of all their ratings at an average of 4.5 out of a maximum of 5. In other words, the *average* rating was half-way between 'good' and 'very good'. The lowest rating (given by one interviewee) was 3.5. The number of individuals rating this objective was 31 - higher than on any of the other objectives.

While all ratings are high, the average rating on Objective One is very high indeed - significantly higher than in most surveys of this kind. The very high average rating, and the large number of interviewees rating on this objective, shows that there is a consensus amongst individuals from a wide range of organisations, sectors and interests about the achievements of the SAZ in terms of this objective. And, it should be noted, these are individuals who are knowledgeable about the SAZ and its work, have an understanding of the local area and, in many cases, have expertise in sport development and / or community development: which makes their consensus view considerably more authoritative.

Personal observation of a number of sessions and tournaments (delivered by the SAZ or by partners) confirmed this local consensus. All activities observed were conducted in a positive way; they were carried out professionally and appropriately structured; they were focussed on the needs of participants and included elements on enhancing skills and on developing personal qualities (e.g. working as a team, working with adults in positions of authority, etc.). Sessions were well attended and tournaments busy, with good support from parents, teachers and friends particularly at the Tag Rugby Tournament in Burgess Park.

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Evidence from Sport Action Zone

Quantitative Evidence:

A: Numbers of Attendances and Participants

Monitoring information provided by the SAZ and covering (a) activities and programmes of the SAZ in both Lambeth and Southwark; (b) activities and programmes of partners of the SAZ at LBOS; and (c) activities and programmes of partners of the SAZ at other venues where there is a close working partnership between the SAZ and partner and where the SAZ's input was instrumental in the achievements of the partner's activities. These outputs are set out in Table Six.

Table Six

SAZ 2008 - 2009

Estimated Attendances, Participants, etc. (2008 - 2009)

Summary

| Sessions | Number of Sessions | Estimated m Total | Estimated Attendances in Year | No. involved in Training | No. gained |
|---------------------------------------|--------------------|-------------------|-------------------------------|--------------------------|------------|
| SAZ Delivered Sessions | | | | | |
| Lambeth | | | | | |
| Lilian Baylis | 28 | 2,319 | 25,592 | 24 | 7 |
| Sessions Larkhall | 3 | 172 | 4,960 | 5 | 5 |
| Park Sessions | 0 | 25 | 250 | 0 | 0 |
| Other: One-off Event | 31 | 2,516 | 30,802 | 29 | 12 |
| Sub-Total Lambeth Sessions | 67 | 1,398 | 59,480 | 0 | 0 |
| Southwark | 14 | 296 | 9,088 | 0 | 0 |
| TOTALS: SAZ DELIVERED SESSIONS | 112 | 4,21 | 99,37 | 29 | 12 |
| Partner Delivered Sessions | | | | | |
| Lambeth | | | | | |
| Lilian Baylis Sessions | 50 | 1,916 | 44,81 | 32 | 26 |
| Other | 21 | 1,192 | 0 | 72 | 72 |
| Sub-Total Lambeth | 71 | 3,108 | 2,781 | 104 | 98 |
| Southwark | 25 | 376 | 47,59 | 0 | 0 |
| TOTALS: PARTNER DELIVERED | 96 | 3,48 | 61,99 | 10 | 98 |
| Totals: Lilian Baylis | 101 | 4,23 | 70,40 | 56 | 33 |
| Totals: Lambeth | 131 | 5,62 | 78,39 | 13 | 110 |
| Totals: Southwark | 108 | 2,07 | 82,96 | 0 | 0 |
| TOTALS: ALL SESSIONS | 239 | 7,694 | 161,361 | 133 | 110 |

This excludes a number of activities of partners. For instance, though the SAZ has helped (through small grants, help in gaining other grant-aid, brokerage and negotiation with the local authorities, etc.) voluntary sports clubs such as the SouthWark Tigers and the Southwark City Tennis Club, their outputs are *not* included in Table Eight. Neither are any of the outputs of Waterloo Sport and Football Club ("WSFC") and other groups based at LBOS counted except for those at LBOS itself. Similarly, the outputs of schools' activities are only included either because the school is visiting LBOS or because the SAZ is funding and organising the activity (e.g. with Reach and Teach, the basketball programme in Southwark schools). Activities which have been 'mainstreamed' by the school, e.g. streetdance sessions, are not included.

The table shows the impact the SAZ has had on sport and physical activity participation in its catchment areas. In total, across Lambeth and Southwark, in 2008 / 2009, there was an estimated 99,370 attendances at SAZ activities and a further 61,991 attendances at partner activities where the SAZ was closely involved, giving a grand total of 161,361 estimated attendances.

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Evidence from Sport Action Zone

There was an estimated total of 78,393 attendances in Lambeth - the great majority of these, 70,402 at LBOS - and 82,968 attendances in Southwark.

While these are estimates, they are based in the main on good monitoring information. As a guide, I consider that the total number of attendances in 2008 / 2009 was between 150,000 and 170,000. These attendances took place in some 239 weekly sessions (during term-time), plus holiday sessions and one-off events.

The estimates for individual participants involve a number of assumptions. First, while there are reasonable estimates for the average number of participants at sessions and classes, the total number of participants will be *higher* because some participants come to some, not all, classes, while other participants drop out after a few sessions and yet others. Second, there will be some individuals who participate in two or more programmes (perhaps a basketball session on a Tuesday and a football session on a Thursday), but records will double-count these participants and therefore the total number of participants will be *lower*. The estimates for participants in Table Eight assume that these two factors will balance each other out and they are 'netted off' against each other. Third, it is assumed that participants to holiday sessions include participants to term-time sessions for the same activity in the same location. Fourth, it is assumed that most attendances at one-off events (80%) are by participants to one or other regular session. The appropriate adjustments have been made.

In total, Table Six estimates that there are 5,624 individual participants at Lambeth activities, with some 4,235 participants at LBOS alone, and 2,070 participants at Southwark activities. The higher number of participants at Lambeth activities compared to participants at Southwark for approximately the same number of attendances can be accounted for (a) by the greater number of one-off events, particularly large-scale events, in Lambeth, (b) the swimming at LBOS where participants participated fewer times than average, (c) long-term programmes in Southwark schools where participants participated more times than average, and (d) the much greater number of attendances per participant at activities organised by the Aylesbury Physical Activity Co-ordinator.

In total, to SAZ and partner activities, it is estimated that 7,694 individuals participated in activities during 2008 / 2009. Given the assumptions outlined, as I guide, I consider that the total number of participants in 2008 / 2009 was between 6,000 and 8,000.

These are very significant numbers. However, some participants will have participated in activities elsewhere before the SAZ and been *displaced* to the SAZ activities because these are more convenient, of higher quality, of better value, etc. For instance, some participants will have participated at the Stockwell HLC before it moved to LBOS, and members of the WSFC will have participated with it elsewhere before it moved to LBOS. Similarly, other individuals may have participated in other activities (e.g. some basketball participants in Southwark schools may have participated in other sport activities offered by their school. Nevertheless, there will still be a great number of attendances which would not have happened without the SAZ and a large number of participants who would not be participating now, or not participating so frequently, without the SAZ.

It is difficult to put any kind of estimate to the net impact, in terms of sport and physical activity participation, that the SAZ has made. However, even if it is assumed that 80% of partner activities would have gone ahead, and that 50% of participants to SAZ activities would have participated elsewhere, this would still leave a net increase of around 65,000 attendances and 2,800 participants.

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Case Study:

Lilian Baylis Old School ('LBOS')

In 2004 the Lilian Baylis School moves and its old site in Lollard Street becomes vacant. The London Borough of Lambeth ('LBL') invites plans to develop the site for private and social housing. These do not meet with the approval of the community. Parts of the old school get listed building status. The LBOS Partnership is formed and the SAZ, local MP Kate Hoey (who is also co-Chair of the SAZ) and others campaign for use of the former school as a community resource. The SAZ instigate discussions with LBL in November 2004 about taking on a short term lease. The sports facilities at the school are opened for use in August 2005 with SAZ initiated programmes in football, basketball, tennis, boxing, dance, cricket and a football Level 1 Coaching course.

The programme is extended in February 2006 using the external sports area with athletics, flag football and rugby joining the mix of sports offered. By this stage, the partnership includes Kickstart, All Nations Church, Waterloo Football Club, Lambeth Tennis Partnership, Five Bridges, the Redfern Centre, Midnight Madness Basketball, Herne Hill Harriers, Lambeth Sports Development Team, the North Lambeth Neighbourhood Renewal Team, Fitzroy Lodge Boxing Club, UK Athletics, Nike and others. In September 2006 the SAZ are liaising with Lambeth Parks and Sport and the Director of Culture to develop a core programme of Sport, Physical Activity, Arts, Music and vocational training at LBOS with a three year lease. There are also discussions about developing a replica of the SAZ in South Lambeth.

By September 2007, LBOS is attracting hundreds of visits per week, predominantly by local children and young people. Capoeira group, Lutaxe, begins workshops of the Afro-Brazilian martial arts / dance for. The Stockwell Healthy Living Network's base in Stockwell closes; they are invited to LBOS and form the North Lambeth Healthy Living Network. After consultation with local young people, the school is renamed the Kennington Community Project and organisations such as Touch One Mentoring and Lambeth Youth Offending set up programmes to help youngsters at risk of offending access quality education, training, employment and recreation opportunities. The Personal Attainment and Community Training (PACT) programme is established and within a year has had around 120 students participating in the programme and recruited 10 internees. Many of these internees / volunteers will subsequently go on to full-time education or paid employment.

By Summer 2008, London Active Communities are running the ASDAN (Award Scheme Development and Accreditation Network) - the boxing equivalent of grade B GCSE and LBOS itself is a recognised centre for Open College Network courses including Street Dance Levels 1 and 2. In Autumn 2008, LBL's Children and Young People's Service move on to the site. In November, Nike bring Kelly Rowland (ex Destiny's Child) to LBOS. Kelly talks to girls from Harris Girls Academy, the Peckham Academy and Lilian Baylis Technology School about the importance of girls and young women being actively involved in sport.

Early in 2009, LBOS hosts the pilot of the Amateur Swimming Association's 'Temporary Pools' initiative - to place temporary pools in areas without existing swimming pools. Over two months there are some 5,000 visits from over 700 individuals - thus proving the demand for the initiative. Another example of the SAZ as a 'test-bed' for new ideas!

As well as this host of activity and development, and despite only having a temporary 'rolling' lease, the SAZ has been able - with partners Nike, the Football Foundation

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and others - to fund and build a series of improvements to the sports facilities including the Michael Jordan Basketball Court, a dance studio and small fitness area. A potential £1.5 million capital funding for sports facilities is in the pipeline. The LBL have dropped plans for redevelopment of the site as housing and are actively negotiating with All Nations Church, the SAZ and partners about a 'Community Asset Transfer' of the site on a very long lease (125 years) basis.

In total for the 2008 / 2009 year it is estimated that over 4,000 individuals have attended one or more of the 100 sessions per week and/or one-off events at LBOS. Some 15 schools, primary and secondary from across Lambeth and Southwark, are attending regular sessions at the site. Total annual attendances are estimated at around 70,000.

LBOS is now the leading example of a Community Sports Hub. The SAZ and some dozen sports, youth, arts, health and other partners are engaging local people, mainly from deprived communities, in a range of sport, physical activity and recreation, both at LBOS itself and through outreach work and sessions in nearby community venues while individual participants with talent are being introduced to nearby sports clubs. Its impact in term of sports participation and, more notably, in terms of educational achievement, community safety and public health is recognised throughout and beyond the community sport sector. And its deeply-embedded partnership way of working, its ethos of working *with* rather than *for* the community, is seen as the way forward in engaging communities.

B: Profile of Participants - Living in Deprived Areas

A sample of 345 postcodes of participants at a range of SAZ sessions was analysed to identify the percentage of participants who live in deprived areas - see Table Seven, below. Because of the diversity of SAZ activities and their intended audiences, and because there was a weighting of postcodes to Lambeth postcodes, this gives a *guide* to the percentage of SAZ participants living in deprived area².

² Deprived areas are as identified in the Index of Multiple Deprivation 2004 (IMD2004). The index is a composite measure of indicators that look at deprivation in terms of income; employment; health and disability; education, skills and training; barriers to housing and services; living environment; and crime

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Table Seven

SAZ: PARTICIPANTS LIVING IN DEPRIVED AREAS

| | % Living in Deprived Area (by Post Code Area) | % Living in Deprived Area (by Post Code including first digit of second part of code) | Area |
|----------------------|---|---|--|
| SE11 | 58% | | Lambeth, Kennington |
| SE11 4 | | 33% | East of Kennington Road |
| SE11 5 | | 50% | Oval, south of Black Prince Road |
| SE11 6 | | 63% | Lambeth, west of Kennington Road |
| SW9 | 96% | | Brixton north, Stockwell |
| SW9 6 | | 100% | Vassall Road (east of Brixton Road) |
| SW9 7 | | 100% | Loughborough Estate |
| SW9 9 | | 80% | Stockwell, east of Clapham Road |
| SW4 | 86% | | Clapham |
| SW4 6 | | 90% | North Clapham, west Stockwell |
| SW8 | 85% | | Battersea |
| SW8 1 | | 100% | South Lambeth (south of the Oval) |
| SW8 2 | | 80% | Larkhall Park |
| SE5 | 90% | | Camberwell |
| SE5 0 | | 100% | West of Burgess Park |
| SE5 9 | | 100% | East of Loughborough Junction |
| SE15 | 89% | | Peckham |
| SW2 | 64% | | Brixton south |
| SE17 | 92% | | Walworth |
| SE1 | 40% | | Waterloo, London Bridge, Bermondsey |
| ALL POSTCODES | 68% | | |

Sample: 345 postcodes

Overall, this indicates that 68% of participants to SAZ activities (of those sampled) live in deprived areas. This is a little less than postcode analysis of participants to Streetdance activities which showed that, overall, 74% of participants lived in deprived areas.

Nevertheless, it is clear from this evidence that the SAZ does target people from deprived communities and, therefore, that it is indeed achieving Objective One, not only in increasing participation in sport, but in increasing participation amongst its target group. This marks it out from most other sport projects whether nationally or locally.

SE's Active People Survey (2006) analyses participation by socio-economic groups. The Survey shows that in Lambeth participation amongst individuals from Socio-economic Groups C2DE (broadly speaking, skilled, semi-skilled and unskilled manual workers, casual workers, pensioners, individuals dependent on the welfare state and comprising around 50% of the total population) is 17.6% of the population compared to participation amongst individuals from Socio-economic Group A of 31.3%. The contrast in Southwark is even more stark: a participation rate of only 11.1% amongst C2DE's compared to 27.6% amongst A's.

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Further research, conducted by Professor Peter Taylor (of Sheffield Universities' Sports Industry Research Centre) for SE's National Benchmarking Service showed that across participating sports centres nationally the average local authority sports centre (whether managed in-house, by a trust or a private contractor) attracted participation by individuals from social groups DE of only one third of what would have been expected if the participation profile of the centres were the same as the demographic profile of their catchment areas. This average performance compares very unfavourably to that of the SAZ where participation by social groups DE (and by those living in the 20% most deprived areas) is greater than the demographic profile of the SAZ area.

These comparator statistics emphasise the extent of the SAZ's achievement in engaging participation from individuals living in deprived areas.

Extrapolating from the data above to all programmes and using the lower estimate of 6,000 participants, around 4,080 participants live in a deprived area. This is a little less than the SE target (see Table Four) of 4,500. However, the estimate of participants living in a deprived area increases to 5,440 if the higher estimate of total participants (8,000) is used. It is likely that the SAZ is achieving this target.

C: Profile of Participants - Demographic Characteristics

Because of the variety of programmes and activities, each targeted at different groups (and because also of the lack of records), it is not possible to give an accurate demographic profile of SAZ participants.

Table Eight (overleaf) gives the gender, age and ethnicity profile for participants on the SAZ's 'Substance' database. Broadly, this covers 'Positive Futures' programmes, i.e. programmes targeting children and young people, partly with the aim of providing diversionary activities, partly with the aim of building a longer-term relationship with them.

As such, the primary age range of participants is from around nine to 17 years old; over 85% of participants are male; and almost 80% of participants are from BME groups (with around two-thirds from Black groups). While this profile - in terms of age- range and ethnicity - appears broadly to hold true for SAZ and partner activities held in Lambeth and Southwark schools (both in curricular and extra-curricular time), it is clearly not the case for those activities, particularly health-related programmes both at the HLC now based at LBOS and in venues in Aylesbury in Southwark. Here, the age range is wider and older and in Southwark focussed very mainly on the over 60s. There is also far more participation by women, particularly in the Southwark programmes.

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Table Eight
SAZ: PROFILE OF PARTICIPANTS ON
'SUBSTANCE' DATABASE

| | Numbers | %age |
|------------------|---------|------|
| <u>By gender</u> | | |
| Males | 531 | 86% |
| Females | 85 | 14% |
| <u>By age</u> | | |
| Under 12 | 222 | 43% |
| 12 to 15 | 183 | 36% |
| 16 to 24 | 102 | 20% |
| 25 and Over | 7 | 1% |
| <u>Ethnicity</u> | | |
| Black African | 143 | 28% |
| Black Caribbean | 130 | 26% |
| Black British | 65 | 13% |
| White British | 97 | 19% |
| Asian | 14 | 3% |
| White Other | 53 | 10% |
| Other | 5 | 1% |

'Substance' Database covers Positive Futures activities

Nevertheless, it is clear that the SAZ is successfully targeting - in the main - its target groups in the NAAP, particularly children and young people, and in the case of its Physical Activity work some hard to reach groups. From these figures, and from observation of a range of other activities, is also successful in targeting BME communities. Extrapolating from the profile gathered by the Substance database, it appears that - assuming the lower estimate of participants at 6,000 - that there are over 5,000 participants from BME communities. This is significantly more than the SE target (see Table Four) of 2,300.

Again extrapolating from the Substance database and based on the lower estimate of participants, it appears that, with an estimate of 828, the SAZ has met its SE target of 800 Female Participants. This is likely to be an under-estimate because a much higher proportion of women participate in the SAZ's health-related programmes than at programmes covered by the Substance database (which focus on children and young people). In all likelihood well over 1,000 girls and women (and perhaps as many as 2,000) participate in SAZ programmes.

Nevertheless, despite the SAZ's increasing attention on delivering programmes for girls and young women and on their increasing health-related programmes, more focus is required for this target group to be fully included in participation.

Similarly, while some of the SAZ's physical activity programmes (particularly that on and around the Aylesbury Estate in Southwark), reaches individuals with disabilities, more focus is required for this group to be fully included in participation.

D: Profile of Participants - Geographical Catchment Areas

Table Six, although weighted towards Lambeth postcodes, gives some indication of the geographical catchment areas for SAZ activities. Further research was undertaken mapping school and community venues for SAZ activities, particularly in Southwark.

Appendix Six maps out the Primary and Secondary Catchment Areas of SAZ participants.

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Together these show that the *primary catchment area* for SAZ activities broadly coincides with its 'official' boundary and includes the Lambeth wards of Bishops, Princes, Oval and (part of) Vassall, and the Southwark wards of Chaucer, East Walworth, Newington and Faraday (though with some variations between wards and, perhaps, a weighting towards the Lambeth and central Southwark wards).

However, there is also a significant *secondary catchment area* to the south of the official SAZ area in both Lambeth and Southwark. The southern limit of the secondary catchment area coincides with the suburban railway line from Victoria to London Bridge which runs through Wandsworth Road, north Clapham, Brixton, Loughborough Junction, Denmark Hill, Peckham Rye, Queen's Road Peckham and South Bermondsey.

In the main, this appears to be because of a geographical expansion of activities over the years to facilities south of the SAZ 'border', notably Larkhall Park (off the Wandsworth Road, between Stockwell and Clapham), but also schools and community venues in and around Peckham (including the Peckham Academy and, south in Peckham Rye, the Harris Girls Academy, both of which have excellent sports facilities).

These areas also include neighbourhoods with high deprivation, particularly in Lambeth, while analysis of SE Active People data (2006 survey) indicates that the central band of Southwark, running through Camberwell and Peckham, is the area of least sports participation in the borough.

Assessment

There is robust evidence, both quantitative and qualitative, to show that the SAZ is successfully achieving Objective One both in terms of significantly increasing participation in sport and physical activity generally and, in the main, in terms of increasing participation amongst its target groups.

Case Study: Larkhall Park

In 2006 and as part of a major improvement programme for the park as a whole, the SAZ with funding from Nike and the Football Foundation, and with partners the London Borough of Lambeth, Genesis Housing Association and Family Mosaic, opens a new football pitch at Larkhall Park in Stockwell. The pitch is the first Nike 'Grind' pitch in the UK; it's a synthetic turf pitch made out of recycled athletic and training shoes.

The area is home to Lambeth's burgeoning Portuguese community and the pitch is located next to the Portuguese café in the park. While this helps to prevent the facility from being vandalised, the partners including the local housing associations (joined later by London Quadrant Housing Association) recognise that regular structured sports sessions will not only provide diversionary activities but also help children and young people in the community gain ownership of the facility.

Over the past two and a half years, regular free weekly football sessions, for different age ranges and for girls, have been extended by the development of a local league and complemented by extra sessions (including multi-sport sessions) during school

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holidays and half-terms and by vocational training and volunteer opportunities for the 16+ age range. In 2008 / 2009, the programmes at Larkhall attract around 5,000 attendances by around 150 to 200 young participants. In addition, local youngsters participate in tournaments and other activities at other venues, e.g. a Street Athletics Community Coaching Day at Tooting Athletics track. As well as SAZ sessions, local teams have regular slots and there are times for casual play.

In September 2008, the National Basketball Association ('NBA') agrees via its 'NBA Cares' programme to refurbish the existing basketball court. The funding is shared by all the local Housing Associations which recognise the benefits to all residents of the SAZ's regular structured sports activities. Partnership working also includes the Portuguese community and other local groups.

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Objective Two: Positive non-sporting impacts locally in terms of health, social inclusion, community safety and educational achievement

Qualitative Evidence

Interviewees were asked to rate the SAZ in terms of their knowledge of its impacts on the wider social issues facing the resident communities, most notably health, social inclusion and community safety, and educational achievement. Some respondents had sufficient knowledge of the range of the SAZ's activities to comment on, and rate, the SAZ's impact across all these social issues. Most, however, restricted their assessment to those SAZ activities that they knew best; as such, their ratings usually reflected only one of the above dimensions. All responses have been aggregated.

Table Five shows that the average rating by partners, deliverers, staff and others for this objective - defined broadly as 'positive social impact' - was 4.0. This, although considerably lower than the 4.5 rating for Objective One (Increasing Sport and Physical Activities Opportunities) equates to a 'good' rating. 25 ratings were given for this Objective - a number of interviewees not knowing or not being able to assess the SAZ's impact. While a few interviewees felt able to assess the SAZ under all three of the above social impacts, most restricted their assessment to those activities of the SAZ that they knew best and often their ratings reflected only one of the above social objectives. Individual ratings were wider, ranging from 3.0 to 5. Thus, while there is a shared view that the SAZ has indeed made a positive impact on a range of social issues, there is less of a consensus than there is with Objective One.

Quantitative Evidence

There is much less independent evaluation or evidence for the positive non-sporting impacts of the SAZ. Partly that is because these 'outcomes' are more difficult to evaluate in the first place compared to the sporting 'outputs' (e.g. numbers of sessions, attendances, participants). Partly that's because the operation of the SAZ's activities relating, say, to educational achievement are unlikely to be picked up in macro-surveys (because the SAZ's activities impact on relatively few numbers, while large-scale surveys usually cover a much larger geographical area). Partly it's because there is no simple causal relationship between one activity or input - whether that be a sports session or a class in school - and the desired outcome. Instead, outcomes are 'over-determined': there is a range of positive factors (to do with the individual, his/her family, their peer group, the community they live in and the school they attend) which will help an individual, to a greater or lesser extent, achieve the positive outcome; but there is also a range of negative factors which will act as barriers to the positive outcome. And partly it can take years before we can be certain whether the desired outcomes have been achieved or not.

However, while there is no single assessment of the impact of the SAZ as a whole, there are independent evaluations of a number of the SAZ's programmes which present good evidence of the SAZ's social impacts.

Health

The Appraisal of the **Aylesbury Healthy Living Network (AHLN)** was particularly positive about the SAZ's impact on its participants -

"In the SAZ group, all participants considered themselves reasonably fit, although several talked about their arthritis (knee, ankle, back). One person had had a knee replacement; one woman had osteoporosis and another referred to her high cholesterol levels. Another mentioned during the course

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of the discussion that she had 'breathing problems' and back pain. All but two participants referred to specific benefits of exercise on their physical or mental wellbeing. Many, though, had stories to relate of remarkable improvements to their physical health as a result of participation in activity programmes through the AHLN." *Evaluation of the Aylesbury Healthy Living Network*, July 2005, C Flynn, K Lewis and E Rawson.

As part of this evaluation, the consultants conducted a Health Survey (the Aylesbury Health Survey). Almost three-quarters of respondents were aged over 50, and around two-thirds were from a minority ethnic community. Over half of the respondents' main connection with the AHLN was through the SAZ's physical activity programme which they took part in on a regular basis. Two-thirds of respondents reported that they had a long-standing illness, disability or infirmity. This is a very high proportion - it compares with 19% for the 2004 Household Survey of the ANDC - and is probably due in the main to their older average age.

Despite the much higher proportion of people in the AHLN sample experiencing long-standing illness, disability or infirmity, AHLN respondents reported good health on the whole *and greater improvements in health in the previous year than the NDC sample.* (My italics.) The two surveys cannot be directly compared. However, there is a strong inference that regular participation in the AHLN, particularly the SAZ's activities, was a factor in their improved health.

All the other relevant evidence points the same way: AHLN participants were closer to achieving the 5-a-Day targets (for vegetables and fruit) than the general Estate population. In terms of their mental wellbeing, AHLN participants reported at least as good, and sometimes higher, levels of wellbeing compared to the general Estate population. (For instance, some 52% of AHLN participants reported that they had been 'a happy person most of the time in the previous four weeks' compared to 41% on the Estate in general.)

They were also more satisfied with the Aylesbury Estate than the general population of the Estate (73% compared to 62%); felt much more a part of the local community (64% compared to 37%); while 87% rated their quality of life 'fairly good' to 'very good' compared with three-quarters of the general population. They even felt they had more influence over local decision-making (52% compared to 28%)!

Case Study: Understanding Community Needs

Philip Bobia works for the SAZ as its Healthy Living Fitness Coordinator working mainly in Walworth in Southwark. He delivers classes to all age groups - he takes a 'Stress Release for Teachers' class on Friday afternoons after school at the Michael Faraday Primary School - but mainly he focuses on classes for the over 60s.

This is a 'Chair-Based Exercise' class based in Darwin Court, a modern sheltered housing unit run by the Peabody Trust which includes a café, swimming pool and studio open to all the community. The room is packed with around 40 senior citizens - Asian, Chinese, Afro-Caribbean, White British, all nationalities - mainly women, only a few men. They're clearly a regular group, nodding and saying 'hullo' to each other, helping each other with chairs, grousing about the weather.

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Philip appears to know them all by name, urging on the more sprightly, going easier with the more infirm. There's a warmth and ease about his relationship with the group. The session is almost as much about the social interaction as it is about individual fitness: the joking and back-chat rises to a crescendo when Philip mistakenly counts to 11 on an exercise stretching the left upper body. "Now, we got to compensate on the other side," participants call out. "Only nine times for the left side." "No, no. You'll end up over-balanced!" he retorts. Amidst much mock-grumbling, the class execute 11 stretches to the left.

Afterwards, some of the participants stay on for lunch. The plates at Darwin Court's café are hot; Philip takes one old lady's plate back to her table for her, takes her money to the cashier.

None of this is rocket-science. It's about nurturing relationships - the relationships of group members to Philip and the relationships between different members of the group. It's about tolerance, mutual respect and an easy-going fondness for each other.

The **Stockwell Healthy Living Centre (SHLC)**, which was previously based at the YMCA in Stockwell, but was invited to LBOS when that venue closed, also has a strong track record. When at Stockwell, 73% of exercise referrals completed 20 sessions (an accepted health sector KPI and one that acts as an outcome because research has shown that if referrals complete this number of sessions it is likely that their health has improved and that they will continue with an exercise programme). This is much higher than the figure for Lambeth as a whole (25%) and nationally (21%). The underlying reasons for the HLC's excellent performance were complex - staffing ratios, qualified staff, flexibility, responsiveness to local needs, good engagement of the local community, good internal communication, etc.

Many of the key individuals have transferred with the HLC to LBOS and, with them, the attitudes of flexibility, responsiveness and engagement, and the good practice generally. Thus, there are sound reasons to consider that the HLC's current and future practice will be equally as successful.

More generally, the Government, DoH and SE have agreed that **3 sessions of 30 minutes moderate participation per week** is an indicator of public health. Thus, the higher the percentage of individuals achieving this standard, the better. KPI 1 of SE's Active People measures the percentage of the population (nationally, regionally, by local authority) who achieve this standard. The Government and SE have a target of increasing participation generally, and for target groups, by 1% per year for the foreseeable future. Is the SAZ helping in achieving that target for its local area?

Table Six (page 32) estimated attendances at SAZ and close partners' activities at 161,361 in 2008 / 2009. Individual participants were estimated at 7,694. On average, each participants would have attended 21 times - or, approximately, once a fortnight. However, some participants will have participated more often, perhaps much more often. Others will have participated much less - some will only have attended once, perhaps at one of the SAZ's large-scale events, or one-off sessions, or holiday programmes.

We know that at most sport and leisure centres the vast majority of attendances are made by individuals who participate three or more times per week. Indeed, often 80%

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of visits are by such 'sporty' individuals. On the same basis, some 800 to 900 individuals at SAZ and partners' sessions, participate *at these sessions alone* 3 times per week. (Some participants are likely to participate elsewhere on other occasions. Even after having accounted for the impact of *displacement* (where participants would, anyway, have participated elsewhere), some 300 to 400 *new* individuals are achieving the Government, DoH and SE standard in 2008 / 2009.

The former figure represents almost the complete target of a 1% annual increase in the SAZ area for 2008 / 2009; the latter represents around 0.3%. Remember, this is the increase for which the SAZ is directly responsible. Other local community sports providers (local authority sports and leisure facilities, voluntary sports clubs and other third sector providers), private gyms and (less directly) the School Sports Partnerships in Lambeth and Southwark will also, hopefully, have helped to increase sport participation and, therefore, impacted positively on public health.

In terms of the SE target (see Table Four) of 450 health referrals living in a deprived area, an examination of the records of those attending the AHLN and the SHLC (and based on 68% of these living in deprived areas in line with the data set out on deprived areas in Table Seven) indicates that around 1,000 of these participants live in deprived areas. While not all of these will have been directly referred or recommended by GPs and others in the NHS, it is probable that the SAZ is meeting or exceeding its SE target.

Community Safety and Community Cohesion

Government guidance (from the Youth Justice Board, Home Office and the (then) Office of the Deputy Prime Minister)³ notes that, while there are a number of risk factors (personal, family, peer-group, school and community) which predispose some young people to commit crime, there are also a number of protective factors which bolster young people from committing crime.

Sport activities can reduce certain risk factors (e.g. community disorganisation and neglect; alienation and lack of social commitment; attitudes that condone offending) and strengthen some protective factors (e.g. leaders and coaches leading by example, giving opportunities for involvement, social and reasoning skills and recognition and due praise). Sport has a particular impact by targeting *not* those who are most likely to offend, but the wider surrounding group who are at risk of offending. Targeting this group - which is what a number of SAZ activities for young people do (including, early on, the Karrot scheme and, more recently, the Positive Futures programme) - and providing regular, structured activities particularly in after-school hours and holidays is recognised by the Police and other agencies involved in community safety / safer neighbourhoods as positively impacting on youth offending. A number of individual case studies of Positive Futures projects, and of diversionary youth activities, have shown a decrease locally in youth offending when these activities are on offer. The efficacy of the programmes is increased by following recognised good practice and by developing the activities as a regular, long-term programme.

Based on the above analysis of the factors impacting on youth offending, and from my experience of evaluation of a number of similar programmes and observation of SAZ,

³ *Risk and protective factors associated with youth crime and effective interventions to prevent it*, Anderson B and others, for the Youth Justice Board, November 2001. See also, *Sport activities and Youth offending*, Sandy Craig, Leisure Futures for Neighbourhood Renewal Unit, 2004 on www.renewal.net

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and partners', programmes, I believe that certain of the SAZ's activities are having positive impacts in terms of youth offending and, therefore, community safety.

There is a larger, though similar, argument specifically about the impact of LBOS. With its range of partner organisations, delivering diverse programmes (including, in 2008 / 2009, most notably the temporary swimming pool and the HLC's activities) and attracting a range of users, the LBOS has become a 'community hub'. As such, it helps to combat the disadvantage of the local neighbourhood and is a very visible and working symbol of the community (and Council) organising to overcome the previous neglect. It is becoming both the heart of the local community and giving heart to the community. (Larkhall Park on a smaller scale is having the same impact.) As such, it is helping to bolster community cohesion. In discussion, the local police agreed with this view.

While it is impossible precisely to quantify precisely the impact of the SAZ on community safety and community cohesion, we can say with confidence that it is having a positive impact. This view is backed up using data from the Substance database. This shows that over 18% of participants (children and young people) to the programmes covered by this monitoring tool are 'formal referrals' - usually schools, youth clubs or the Youth Offending Service. Over 100 young people to these programmes were formal referrals of whom (based on the analysis of participants from deprived areas, see Table Seven) around 80 would be from deprived areas. This compares with the target set by SE (see Table Four) of 350. However, the Substance data refers to a limited number of programmes and to 2008 / 2009 only. Extrapolated over the three years of SE funding from 2006, and including other similar programmes (including programmes by partners at LBOS) not covered by the Substance database, it could well be the case that the SE target has been achieved.⁴

Case Study: Understanding Community Needs

Sport can be much more than sport but to fully realise its wider impacts often means coaches and leaders appreciating the need to think in terms wider than just sport and to build relationships with their participants extending beyond the normal sports coach / participant relationship. It helps to understand that coaches are often role models. It also helps when coaches 'go that extra mile'. But a deeper understanding of the community and individuals and their needs is also essential.

Karim Habibi is the SAZ's Activities Co-ordinator. As part of his duties he organises and helps coach football activities at Larkhall Park, including in February 2009 organising the participation of some of Larkhall Park's children's and young people's football teams at a tournament at Kennington Park. A number of the teams did well, winning or coming second in their age group.

The next week the local newspaper, the South London Press, featured a double page spread of photographs of the winners and runners-up at the tournament. Karim gave a copy of the paper to every participant involved. Some days later the mother of a participant, a Nigerian boy, phoned to thank him and say that she had sent a copy of his photograph back to their relatives in Nigeria. Everyone was over-joyed; family links

⁴ Using the multiple assumptions of (a) the lower total of 6,000 participants, (b) 70% of these being children and young people, (c) 68% living in deprived areas and (d) 18% being referrals, indicates that there are over 500 young people at risk who live in a deprived area.

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were bolstered locally and across the continents; the boy basked in the respect of his family with potential knock-on impacts in terms of his self-confidence and improved relations with adults and those in authority.

“It’s not about the success of the SAZ,” says Karim. “It’s about the success of the participants, of the individual boys and girls.”

Educational achievement

There is growing evidence that increasing participation in sport and physical activity does impact positively in terms of educational achievement.

The University of Strathclyde and the Prince’s Trust National Evaluation - which tracked 10,000 Key Stage 3 and 4 pupils in 53 inner city schools over three years - showed that pupils participating in a varied menu of study support activities out-of- hours (including sport), compared with similar pupils who did not participate, attained, as an average improvement, three and a half grades more across all their GCSE results or one better A* - C grade in their best 5 results.⁵

The research underlying this evaluation noted, “More individual focus on Maths, for example, could increase attainment but it was less obvious at first sight why joining a chess club or starting a rock group could also raise Maths attainment. The answer is that what pupils achieve in school is powerfully mediated by engagement and attitude. Where there are opportunities to develop new interests, to become good at something, to connect socially with peers and adults, self efficacy, hope and aspiration are enhanced ... Those forms of Study Support that prove most successful pay attention to the physical, social and task environments to produce congenial and stimulating places in which to learn with friends. So in a climate where learning takes precedence over teaching and pressures of discipline are replaced, the rewards of collegiality and new modes of relating to teachers and other staff are formed.”⁶

A large-scale study on the impact of the Sports College Network found that, “over half of pupils (54%) were successful in gaining 5 good GCSEs (5 or more grades A* - C) in 2006. This has been on a positive upward trend and in the last year alone has risen by 5 percentage points. This rate of this improvement has been higher in specialist sports colleges when compared to other specialisms and the rise seen in the national average.”⁷

For instance, the evaluation of The Big Lottery funded *New Opportunities for PE and Sport Activities* (‘NOPES’) programme found not only that young people participating had increased their participation rates, but also that there was ‘substantial evidence’ that young people benefited from outcomes such as improved self-esteem, better relationships with adults and the development of wider social skills. There was some evidence that this led to improved behaviour in school and that some programmes helped to improve young people’s attendance at school.⁸

⁵ *The Impact of Study Support*, DfES, 2001.

⁶ *Study Support Makes a Difference*, Professor John MacBeath, in *Study Support, a National Framework for Extending Learning Opportunities*, DfES, 2006

⁷ *Know the Score - A Collection of Evidence to Support the Impact of the Sports College Network*, for the Youth Sports Trust, 2006

⁸ *Evaluation of the New Opportunities for PE and Sport programme (NOPES)*, Institute of Youth Sport, Loughborough University, 2008, for The Big Lottery

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Thus, the regular long-term school-based programmes of SAZ and its partners is likely to be achieving the same outcomes. This will particularly be the case with successful and popular long-term programmes such as basketball (with Reach and Teach), boxing (with London Active Communities) and dance (with Waterloo Arts and Events Network).

There is also specific, direct evidence of increasing educational attainment linked to sport and physical activity programmes. The Aylesbury New Deal for Communities (ANDC) has tracked the performance of pupils from the Aylesbury Estate from 1999 to date in terms of their attainment at Key Stage 2 (for English, Maths and Science at level 4 and above) and for 5 or more GCSEs at Grades A* - C. The comparative figures for the latter are set out in Table Nine below.

Table Nine
Educational Achievement: 5 or more GCSEs at Grades A* - C

| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 |
|--------------------------|------|------|------|------|------|------|------|
| Aylesbury Estate average | 31% | 31% | 40% | 35% | 55% | 49% | 64% |
| LEA (LBS) average | 36% | 40% | 30% | 47% | 49% | 53% | 56% |
| England average | 52% | 53% | 54% | 57% | 54% | 62% | 65% |

Source: Aylesbury New Deal for Communities

The table shows the remarkable increase in educational attainment at GCSE level amongst Aylesbury young people from 31% achieving 5 or more at A* - C in 2002 and 2003 to 64% in 2008 (i.e. +33%). This compares with increases in the LEA from 36% in 2002 to 56% in 2008 (+20%), and nationally from 52% in 2002 to 65% in 2008 (+13%).

From 2004, the SAZ have developed and delivered a number of sports, dance and physical activity programmes for Aylesbury children and young people, in schools and in the community during out-of-school hours. The SAZ also helped the ANDC achieve funding from The FA for their 'Hat-Trick' football programme. Officers at the ANDC believe that the SAZ's intervention helped to change a mind-set where education was perceived in a narrow sense and that part of the significant additional improvement in the numbers of Aylesbury pupils achieving 5 or more A* - C GCSEs is due to the proliferation of community sport activities available to them, on their doorstep, either free or at low cost. (Some of this improvement will, of course, be due to a variety of other school and community positive factors.)

The SAZ is also involved in helping the educational achievement of young people not at school. Its programmes, such as the Personal Attainment / Community Training (PACT) - developed with London Active Communities and funded by The Football Foundation and Rio Ferdinand's Live The Dream Foundation - help those Not in Education Employment or Training ('NEETs') to achieve accredited and non-accredited training and qualifications as a step back into education or onto employment. Table Six shows that, in the PACT and other programmes delivered with partners, the SAZ involved 104 individuals in training and that, of these, 98 achieved accredited qualifications.

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The PACT and its predecessor programme, the PASE programme, and other training interventions across the year have resulted in a number of those young people achieving accreditations and qualifications and going on to work as volunteers both with the SAZ and with partners and, for some, to become employed as paid sessional workers and then on a full-time basis. This trajectory is being replicated across the SAZ and partners, with participants becoming volunteers, gaining coaching and leadership qualifications, going on to college, then returning to LBOS, the SAZ and partners as paid coaches.

The SE and the SAZ set a target for the numbers of Sports Qualifications (100 per year) and Other Recognised Accreditations (100 per year). From the data received and assessed, it appears that there were 104 individuals involved in training in 2008 / 2009 of whom some 98 achieved qualifications. It appears that most of these were Other Recognised Accreditations rather than Sports Qualification. For 2008 / 2009, the SAZ appears not to have achieved these targets, particularly the target for Sports Qualifications.

Assessment

There is reasonable quantitative, as well as qualitative, evidence which shows that the SAZ is having a positive impact in terms of health, community safety and community cohesion, and educational achievement. By their very nature, the quantitative evidence for the SAZ's impacts on these social agendas tends to be focussed on specific programmes and at a very local level. Nevertheless, the positive health and educational impacts of the SAZ's programmes on the Aylesbury estate, and the replicability of those programmes elsewhere, strongly argues that these positive impacts are being replicated elsewhere, e.g. at the HLC at LBOS and with sports programmes delivered by the SAZ and partners at LBOS, Larkhall Park and elsewhere.

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Objective Three: Influencing at a local level ways of working, helping to capacity build local organisations and strengthening local networks

Evidence

This objective is, broadly, about improving the health of the voluntary and community sectors involved in the development and delivery of sport and physical activity opportunities. As such, it comprises a multiplicity of elements.

Physical Infrastructure

First and most obviously, it is about improvements to the physical infrastructure, in terms of sports facilities, parks, open spaces and informal activity areas (in, for instance, housing estates), youth facilities (e.g. youth clubs and centres) and other community facilities which can be used for sport and physical activity. Increases in, and improvements to, the *supply* of the physical infrastructure will, all other things being equal, make it easier and more convenient for existing to voluntary and community organisations to develop their activities, and may encourage the development of new groups.

It is clear that there have been a number of new and/or improved facilities in, or neighbouring to, the SAZ area, most notably, LBOS, Larkhall Park and facilities at Burgess Park. 'Supply' in its fullest sense also means (a) access and (b) the provision of regular, structured activity. There is good evidence that the SAZ has helped in both (a) and (b). In terms of (a), for instance, at Geraldine Mary Harmsworth park, the SAZ negotiated with the facility operators, Fusion, and the LBS to ensure better community access. (This is also an example of 'influencing at a local level ways of working', while the access given to, amongst others, Southwark City Tennis Club has helped to build their capacity.) And, at Burgess Park, it funded the Southwark Tigers' rugby posts and tags, so that the pitches could be better used. (An example of 'helping to capacity build local organisations' while the funding of tags is key to the development of tag rugby (for primary school children) and schools' tag rugby tournaments thus helping to 'strengthen local networks). In terms of (b), the SAZ ensured that there were regular structured at Larkhall Park - ensuring better sports provision for young people in the locality. The development of a partnership with the local Housing Associations and the Portuguese community, including small amounts of funding from the Housing Associations, has helped to strengthen those local networks.

Number of Sport Clubs and Voluntary Organisations

Second, it is about developing the voluntary and community sectors simply in increasing the numbers of clubs and organisations (the more the better). The initial NAAP, in 2002, identified around 25 sports clubs and organisations in 2002. Most of these continue in 2009, while a trawl of clubs and LBS and LBL's websites indicates that in all there are now around 30 clubs. But there are difficulties in terms of the available evidence, and the figures are only for the known clubs. As the LBS's new *Sport and Physical Activity Strategy* (February 2009) states "It is not known how many sports clubs there in the Southwark Borough." (Appendix 3, para 1.31) Its database comprises 70 clubs but the Football Association's figures suggest that there are 100 football clubs alone.

Nevertheless, there appear to be more sports clubs in the SAZ area than there were seven years, and these clubs cover a wider range of sports than previously - including rugby, cheerleading and netball. Equally importantly has been the increase of sporting activity at schools over the past seven years as a result of the development of School Sports Partnerships (and the improved sport facilities at some schools) and the work of their Partnership Development Managers.

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It appears that, as a generalisation, the work of a number of agencies, including the SSPs and local authorities, as well as the SAZ has been helpful - considered purely in terms of numbers of clubs - in encouraging some development in the voluntary and community sport sector.

There is, of course, still a long way to go. Thus, SE's Active People survey shows that only 21.8% of adults in Southwark were members of sports clubs - putting Southwark in the bottom 25% of local authority areas in England. The Active People figure for Lambeth was 25.3% - putting Lambeth in the middle 50%.

Increasing the Capacity of the Sector

But the *quantitative* impact in terms of numbers of sports clubs, tells only a part of the story. Has the capacity of those sports clubs been increased? Are they more secure financially and better equipped now than before? Have they better skills (coaching, administration, marketing, fund-raising)? Are they able to work more effectively because of increased knowledge, confidence, resilience and networks? Is the sector still fragmented or, through better networking and partnership working, is it now more cohesive and sustainable?

The *qualitative* evidence, in terms of the views of partners, deliverers (including clubs) and others is persuasive. Interviewees rated the SAZ's achievements in terms of Objective Three (influencing ways of working, building capacity and strengthening local networks) at an average of 4.3 out of a maximum of 5. In other words, the *average* rating was significantly higher than 'good' and almost as high as the average rating for Objective One (increasing sport & physical activity opportunities). However, only 25 interviewees rated on this objective (compared to Objective One) and there was not such a clear consensus with one interviewee giving a rating of 2.

Interviewees (from other organisations) were also asked whether, in their view, the SAZ had influenced their organisation (a) in terms of the activities and agenda of their organisation, and (b) in terms of their ways of working. The findings are summarised in Table Ten below.

Table Ten
Views of SAZ's Influence

| | Influenced Activities of Organisation | | Influenced Ways of Working of Organisation | |
|-------------------|---------------------------------------|------------|--|------------|
| | YES | NO | YES | NO |
| Numbers | 18 | 4 | 12 | 8 |
| Percentage | 82% | 18% | 60% | 40% |

A remarkable 82% (18 out of 22) of respondents to this question considered that the SAZ had influenced what their organisation did in terms of the activities it delivered and/or the functions it carried out. Most of the respondents to this question were members of sports clubs or voluntary sector organisations (though individuals from local authorities, funding agencies and the corporate sector also responded). In terms of whether the SAZ had influenced the ways in which their organisation worked, 60% (12 out of 20) considered that it had.

For a number of organisations, the SAZ's positive impact on other agencies (from small sports groups to local authorities), its ability and perseverance in getting different organisations to work in partnership and, through this, to build the capacity of

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individual organisations, is its single greatest achievement. The SAZ's ability to work in partnership, and to instil partnership working in other organisations (or, at least, persuade other organisations down the path to partnership working), is one of its greatest strengths. And, through its leadership and dedication to partnership working, the SAZ has helped to increase the capacity of the sector.

Some comments from voluntary and third sector organisations -

"The SAZ has been particularly instrumental in forging community partnerships, in linking disparate little groups which previously worked in silos. Through its support and through being the focal point, the SAZ is building networks and forging alliances. Without the support of the SAZ we would still be trying to keep ourselves afloat."

"Without the SAZ, we wouldn't be here."

"The SAZ has helped us develop our company."

"We definitely would have muddled along, but the SAZ has helped us with funding applications, with negotiating and facilitating ... I can treat them like a helpline if I need advice."

"The SAZ has been massively effective. Without the SAZ this area of London wouldn't have the sport environment it has now."

Capacity Building: Individuals

The SAZ has also directly increased the capacity in other ways. As noted under Objective Two, in 2008 / 2009 alone it trained 104 individuals, of whom 98, achieved accredited qualifications in a range of sporting, leadership, community and youth disciplines. This has helped to underpin some organisations while developing a pool of skilled coaches, community leaders and others across the sector as a whole.

The SAZ was also instrumental in ensuring that the joint bid with LBL and LBS for community coaches across both boroughs was successful. This, together with increased joint working - for instance the development of a tennis strategy across both boroughs - has also increased the capacity of the sector.

Finally, under this heading, the SAZ has built up a track record in developing volunteers from participants at activities and from the local community generally. The typical 'trajectory' of a volunteer will comprise a number of steps -

- 'helping out' informally at activities
- being offered a place at a coaching or leadership training programme and gaining a qualification
- formal volunteering at activities, including assisting in coaching and leading sessions
- further training and qualifications; return to education and / or college occasional paid
- work on a sessional basis either for the SAZ or for partners employment, on a fixed-term or permanent, part-time or full-time basis, within the sector either locally or further afield.

Throughout this process, the volunteer is helped and guided by a number of role- models within the SAZ and partners; by the ability of a network of partners to offer more opportunities than would be the case with just one organisation; and by the

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concern for the needs of the community and the individual which is a hall-mark of the SAZ.

In terms of the SE target for the SAZ (see Table Four), there was insufficient data to estimate whether or not the SAZ had achieved its target of 100 volunteers over the three years from 2006.

Case Study:

Standing on the Shoulders ...

A major plus of the SAZ's partnership with Nike is Nike's ability to bring world-class stars - Michael Jordan, Kelly Rowland - to events at the Zone. These make a direct connection between the young people who participate in SAZ programmes and the stars who often come from similarly deprived backgrounds. This is a powerful engagement tool, raising the aspirations of participants, as well as adding street-credibility to the SAZ.

But there are other, less obvious advantages to the SAZ and its communities. Just as Michael Jordan acts as a role-model and praises the SAZ's basketball coach, Junior Williams, so too does Junior Williams with Nataniel Lucas who won an award for Mentoring in Basketball at last year's Youth Achievements Awards. Similarly, Reach and Teach's basketball coach, Sterling Muschett, (who - almost single-handedly - has brought basketball and basketball leagues to Southwark schools) is acting as a role-model and mentor to the coaches working for him.

The partnership with Nike has also helped the SAZ realise the value of high-profile, large-scale events in engaging young people, raising their aspirations and jolting them out of their preconceptions of sport, dance, the adult world ... The SAZ's partnership with world-class athletes Linford Christie and Darren Campbell and their Street Athletics programme is reviving interest in grass-roots athletics amongst inner-city youngsters and, with England Athletics, the National Governing Body for athletics, helping to develop routes for talented young people to achieve excellence in the sport.

The SAZ's access to world-class athletes and sports-people, its ability with the likes of Nike, to stage 'cool' high-profile events, is an important and unique tool in its developing relationship with its community and in motivating and retaining its participants.

Lilian Baylis Old School

However, the single greatest positive impact of the SAZ (and not only in terms of increasing capacity and developing partnership working) has been the transformation of the Lilian Baylis Old School ('LBOS') from an ex-school site - with proposals for housing development - to what is arguably the best example in the country of a 'community sports hub'. Over the past three years (and in addition to All Nations Church ('ANC') and Ethelred Nursery with whom the SAZ is negotiating with LBL for a long-term lease of the site), LBOS has become the base for around a dozen voluntary and community organisations - including sport, arts, dance, youth, training, health and mentoring organisations. This has enabled those organisations to develop and deliver activities and programmes not only at LBOS itself but in other venues across the SAZ area and wider afield. A stable base has also helped these organisations to expand, and/or to broaden their activities (for instance, to include more training, education and mentoring activities in addition to sport) and to network with the other groups based there.

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LBOS represents a 'step change' in the ability of the SAZ to help capacity build the voluntary sector and to be responsive to the needs of the community. It has enabled the programming of many different activities - in sport alone: football, basketball, boxing, tennis, swimming, athletics. It has been accessible for participants: on their doorstep, free or mostly free and projecting the right 'style' and credibility. It has enabled it to programme activities throughout the year and develop spin-offs (to other activities, not only sport), opportunities for volunteering and potential future employment, and pathways to sporting excellence (via stronger clubs, better coaches and blossoming relationships with NGBs). It has engaged and empowered individuals and the community.

Being responsive and flexible, the SAZ also championed the Stockwell HLC when its previous premises closed down. It championed the HLC's cause, helped the HLC establish itself at LBOS and actively sought funding in order to help develop a dance studio and small gym for the HLC at LBOS as well as funding for healthy living programmes across North Lambeth. As a consequence of the move of the HLC's move to LBOS, the profile of participants and users is changing: while still predominantly children and young people, the presence of the HLC (plus programmes like the temporary swimming pool) have helped LBOS broaden its user profile and increase its reach into the community.

Partnership with the London Borough of Lambeth

LBOS has helped the SAZ develop two very different and innovative partnerships with organisations outside the voluntary sport sector. The first of these is with the London Borough of Lambeth ('LBL').

While initially the SAZ's links with LBS were stronger than with LBL (aided perhaps by more and better community facilities in Southwark), the partnership with LBL has developed over the years, particularly after initial agreement was reached with the local authority for the SAZ to programme the sports facilities at LBOS from August 2005 and the extension of both the SAZ's programme and its voluntary sector partners from February 2006. Officers and Members at LBL began to recognise that the SAZ was doing 'a lot of work under the radar' and that its work at LBOS was impacting positively on community cohesion, access and engagement. LBL officers began to develop pilot projects in partnership with the SAZ and core funding followed. Increasingly, the value of LBOS as a community hub was recognised both by the community and by the local authority. With a 'rolling' license at LBOS and funding covering the overheads of the site, the LBL began to help core fund the SAZ and discussions followed about establishing other hubs in other parts of Lambeth, e.g. Tulse Hill.

By this time, partly due to a change in authority's leadership, the LBL set about undertaking a fundamental change in policy direction - one in which the local authority helped determine the needs and priorities for the services it would fund, the specifications for these services and the outcomes from these services and the performance management systems needed. But the local authority would no longer deliver the services (except where there was a pressing reason for doing so). Instead, it would commission services to private and voluntary sector organisations.

Over the past 20 years, many departments in many local authorities have developed commissioning policies and practices, but LBL's commissioning strategy is more thorough-going and radical. In sport, many local authority sports and leisure facilities are now run under contract by private leisure management companies or leisure trusts. But nearly all local authorities have resisted a commissioning approach to

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sports development on the grounds that the private sector did not have the skills, interest or ethos in these services and that the voluntary sector did not have sufficient capacity.

There are, of course, many advantages in voluntary sector organisations delivering development services commissioned and specified by local authorities: voluntary organisations, by their nature, are more responsive, fleet of foot, and flexible. And, as the SAZ has shown, more driven by community needs rather than by internal organisational structures and processes. Organisations like the SAZ are, also, less risk-averse and willing to try out new ideas. They are also better able to tap into sources of external funding compared to local authorities. Thus, for the local authorities, the services will be more effective and delivered at less cost to the authority. For the SAZ, commissioning will help establish a more sustainable long-term future. And, most importantly, the community will get services which address their needs and which engage and empower them.

While it is still relatively early days, the LBL and the SAZ are discussing the detail of which sports development services, and the geographical extent of those services, the LBL wishes to commission from the SAZ. This is a radical and innovative development. If successful, it could transform the sporting environment in Lambeth and the SAZ area - a step-change in sport participation, huge knock-on impacts in terms of educational achievement, community cohesion and public health, and further increases in the capacity and sustainability of the voluntary sport sector. As such, it would act as a model for other local authorities throughout London and beyond.

Partnership with Nike

The SAZ and Nike have developed a partnership over some four years. Like its partnership with the LBL this is developing rapidly.

Nike rarely funds or sponsors voluntary organisations directly. Instead it prefers to work with voluntary organisations, developing ideas with them, ensuring that any programmes or events with which it is involved support its brand as well its partner, and then using its marketing power and credibility with the aim of ensuring the success of the venture. What engages Nike is that the SAZ are flexible, adaptive and are there to answer the needs of the community. They engage and empower the community with programmes developed *with* the community rather than (the usual) *for* the community. "People and the community come first, not the SAZ." It makes it cool, not worthy, for Nike to be partnering programmes in the community.

As part of its partnership with the SAZ, Nike has brought stars like Michael Jordan and Kelly Rowland (ex Destiny's Child) to LBOS. The impact on the SAZ's (and partners') young participants, volunteers and coaches is huge: at a stroke these visits collapse the distance between world-stars and (potentially disaffected) young South Londoners living in deprived communities. The stars not only act as role-models. They also endow the SAZ and its programmes with a powerful street credibility and help the SAZ in engaging the community.

But Nike's and the SAZ's partnership stretches much further. Michael Jordan endorses Junior Williams, the basketball coach at LBOS. Junior, in turn, inspires Nataniel Lucas, who was awarded for his Mentoring in Basketball at the SAZ's Youth Achievement Awards last year and has now gained a basketball scholarship to the Southern Nazarene University in the USA. And, with their links, Nike have introduced the National Basketball Association ('NBA') to the SAZ, and the NBA in turn have helped to fund capital developments at Larkhall Park. (The NBA are considering developing a league in the UK; to do this they would need a base in London.)

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Nike and SAZ are now discussing taking their partnership to another level and Nike are actively considering core funding the SAZ as part of their 'Social Change Network' where the SAZ will act as a test-bed for new community sport ideas and help to drive up sport participation rates, particularly in inner city areas.

Assessment

There is strong evidence that the SAZ has positively impacted on local community capacity. With the LBL, LBS and partners, it has played a part in helping to improve the physical infrastructure. It has helped to ensure that these new and improved sport facilities are accessible to local sports groups. It has helped ensure the survival of some groups and aided and supported others - through help with funding, its own funding, negotiation and brokerage with local authorities and others, support and advice, and help with networking - to increase their capacity. It has helped developed capacity through training individuals (including almost 100 attaining qualifications), through helping to attract funding for Community Coaches across Lambeth and Southwark (and then ensuring that the coaches are responsive to community sport needs). It is developing partnership working between the voluntary, statutory and private sectors to ensure more effective working. Through LBOS it has developed a community sports hub which is helping the development of sports, arts, youth and other voluntary and third sector organisations. Its developing partnership with the LBL is poised to enter a new phase in which the SAZ will deliver sports development services on behalf of the local authority. The SAZ is also entering a new phase in its partnership with Nike in which Nike will fund the SAZ as one of its 'Social Change Network'.

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Objective Four: Influencing at the strategic and national level the policies, agenda and practice of Government, national funding and development agencies

Introduction

While 'Objective Four' was not formally an objective set out in the NAAP, it was one of the underlying intentions of SE's national Sport Action Zones initiative that the Zones - and their new ways of working - would be used to advocate to Government and other key agencies, the value of sport in addressing the range of key social issues, with the aim of influencing their policies and practice.

Thus, one of the SAZ's objectives as set out in the NAAP was the development of a Communications and Marketing Strategy. Although focussed on the work of the SAZ and local partners and agencies, its aspirations included advocacy to 'partners, potential partners and other agencies'. This profile raising and wider strategic work took on more importance as the SAZ attracted visits from national agencies and Government (with visits in 2003 from Sir Patrick Carter (then SE Chairman), Lord Norman Warner (then Chairman of the London Sports Board), Roger Draper (then CE of SE) and officials from the ODPM and DCMS. By 2006, and written into its agreement for continuation funding from SE, the SAZ would "act as a community sport development and physical activity agency to support the implementation of the 5 [Pro-Active London Sub-Regional Sport & PA] partnership strategies with particular focus in the central area". The SAZ's work was also linked to a range of other national and pan-London strategies, including The Mayors London Plan and 2012 Olympic delivery plans.

Influencing Government policy is a 'big ask', particularly for a small organisation such as the SAZ. How has the SAZ fared on this task?

Quantitative Evidence

There is some supporting evidence that - at the least - the SAZ has been able to keep a national profile and, to a lesser extent, present its views and experience to national and regional agencies. The SAZ, and LBOS in particular, is visited by a range of national and regional politicians, international sports-people, celebrities and others. In 2008 / 2009 they included Boris Johnson, Kelly Rowland and Sam Ramsamy (see above, *SAZ 2008 - 2009: Activities, Finance Staffing*, for full list).

Both Kate Hoey MP and Brian Dickens sit on regional and national committees - notably, Kate Hoey as Commissioner for Sport for London, and Brian Dickens as a Member of the Football Foundation's ('FF') Community & Education Panel and of the FF's Social Inclusion Focus Group and the Respect Task Force Advisory Group. There is little doubt that, within these circles, their views carry weight and authority. Little doubt, too, that much of that authority stems from their work at the SAZ and the success of the SAZ in increasing participation (particularly amongst deprived communities), in its impacts on the wider social agenda, and in building capacity and developing real partnerships.

Perhaps the most telling indicator of the SAZ's strategic reach is shown in *A Sporting Future for London*, the Mayor's Legacy Plan, published in April 2009. The aim of this Plan is -

"To deliver a grass-roots sporting legacy for Londoners from the 2012 Olympic and Paralympic Games by:

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- securing a sustained increase in participation in sport and physical activity amongst Londoners
- using sport to assist in tackling social problems including ill health, crime, academic underachievement and lack of community cohesion.” (page 10)

To support this aim, “the Mayor directed the London Development Agency to ring- fence £15.5 million over the next three years for investment in programmes associated with this plan” with recipients being required to provide match funding. The plan also strengthened the link between sport and physical activity and called for partnership working. The four Goals of the strategy are to -

- get more people active
- transform the sporting infrastructure
- build capacity and skills
- maximise the benefits of sport to our society

The policies in the Mayor’s Legacy Plan are closely aligned with, if not actually modelled on, the objectives and ways of working of the SAZ and in the light of the success of the SAZ.

The SAZ’s influence at a policy level is also marked in the Football Foundation’s (‘FF’) policies on community and education funding generally and, specifically, on their policies on social inclusion funding. This is recognised by officers at the FF.

The SAZ’s influence is less clearly shown with Sport England (‘SE’) and the Youth Sport Trust (‘YST’). SE’s continuing aim to increase participation was a motivating factor behind their setting up of the Zones in 2000, while their shift to increased funding for the National Governing Bodies (NGBs) of sport (£120 million per year) to help this increase, including sustaining the increase by tackling the post-16 drop-off in sport can be viewed as a step away from the previous funding of community sport via the ‘Single System for Sport’ of Regional Sports Boards, County Sports Partnerships (in London, the five Pro-Actives) and Community Sport Networks / Community Sport and Physical Activity Networks. Nevertheless, SE and NGBs will need the practical experience of the SAZ and others to make this new funding regime work, while SE’s other funding (£55 million per year) including small grants, innovation, facilities, etc. may show the impact of the SAZ.

Similarly, the successful partnerships between the SAZ and the two School Sport Partnerships (‘SSP’) in its area may influence how the YST develop their thinking on delivering the ‘Five Hour Offer’ - delivering five hours per week of sport and physical activity to all school pupils (two hours within curriculum time, three hours outside school hours) and their five ‘key themes’ of coaching, competition, school/club links, young people leading the way, and innovation.

Qualitative Evidence

Interviewees rated the SAZ’s achievements in terms of this Objective (see Table Five) at an average of 4.2 out of a maximum of 5. In other words, the *average* rating was somewhat better than a ‘good’ rating. The lowest rating (given by one interviewee) was 1; the next lowest rating was 3. The number of individuals rating this objective was 25. While not being as robust a consensus as for Objective One (increasing participation), this still represents a strong view amongst interviewees (partners, deliverers, funding agencies, staff, etc.) that the SAZ is making an impact on the

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policies of Government and national and regional agencies. This was supported in interviews with national development agencies where interviewees commented that the SAZ was influencing their views at least on how they engaged with the community sector.

Nevertheless, while there are good grounds for the perception that the Director and/or co-Chair 'has the ear' of those in high places, there is also a perception amongst some that there is often a gap between rhetoric and delivery -

"It's not the SAZ's fault that it's not [a rating of] 5 [for this objective]. It's others agreeing and then not following through."

There is also the view that, despite the Mayor's Legacy Plan, "the wind is blowing against community sport - there has been a decline in local authority leisure and the NGBs are distant [from the community]."

Assessment

The evidence for the SAZ's achievement on this objective is mixed and is largely a matter of judgement. My view is that there has been little impact on central Government policy which is dominated by the 2012 agenda. But this is counter-balanced by a definite impact at the regional level, with national development agencies (though less substantiated), with Nike (and their thinking about their Corporate Social Responsibility agenda) and, at a more local level, with both local authorities.

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SUCCESS FACTORS

Introduction

The success of the SAZ has come about because of a range of factors. Some of these factors are external to the SAZ, e.g. its location, the policy environment, willing partners. Other factors are internal to the SAZ, e.g. its Director and staff, leadership at Board level, its values and ways of working.

These are considered below but it should be noted that, while some factors are more central to the SAZ's success and others more peripheral, many if not all, external and internal, overlap or reinforce each other. Thus, when looking to replicate the success of the SAZ below, the factors should be viewed in the round - not as a 'pick and mix' selection but in the round.

There are also external factors which are unfavourable to the development of the SAZ and internal factors, weaknesses of the SAZ, which may slow or prevent the SAZ achieving its full success. The weaknesses of the SAZ, and how to address these, are dealt with in the next section on how the SAZ can best ensure its long-term sustainability.

External factors which have been unfavourable to the SAZ's development. In my view, these include -

- The decision to base the SAZ across two boroughs not taken by SAZ itself nor by the two local authorities actively wishing to work together. Arguably, this has acted as a drag and complicating factor on the SAZ's development
- The complex, crowded and changing structural, policy and organisational environment in sport and physical activity (e.g. the changing policies, focus and structure within Sport England; the changing funding of the London Pro- Actives; the complexities of setting up 'the single system for sport'; the separation of responsibility for sport between SE, UK Sport and the Youth Sport Trust) has taken time to work though, led to some instability, and consumed focus and resources
- Despite its benefits, 2012 has led to the Government focusing on a narrow view of sport (sport as sport, rather than the utility value of sport e.g. in terms of health), potentially diverted resources away from 'community sport'
- At a local level, LBS's development of Community Games and subsequent taking delivery of the initiative in-house has led to tensions with the voluntary sector. While these tensions may be easing, trust has yet to be fully restored - a process which is likely to take some time and involve continuing management and relationship-building on LBS's part
- A perception that mainstream sport delivers (Fusion in Southwark; GLL in Lambeth), local parks departments and other local authority departments are not flexible nor responsive to community needs

Favourable External Factors

A number of external factors have been favourable to the success of the SAZ.

Location in Central London The SAZ's location in Central London, literally across the Thames from the Houses of Parliament and Whitehall, and with good rail and public

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transport links, makes it easy and convenient to visit. Lilian Baylis Old School, set in one of the most deprived communities in the UK, contrasts starkly with the nearby affluence of much of Central London north of the Thames, while the range of activities and partners, enhances its 'appeal'. Its location has undoubtedly helped to increase its profile. Perhaps paradoxically its proximity to Government and national policy-makers has also acted as a spur to the SAZ - being so clearly in the public eye has meant that the SAZ has had to ensure that it is delivering on the substance of its objectives as well as on the style. Plus, it's helped to hone the advocacy and presentational skills of all involved.

Early developments in terms of capital funding already underway The physical sporting infrastructure of the area was in a parlous state before the arrival of the SAZ, but a number of improvements to facilities had already been agreed, and funding being put in place, prior to the SAZ becoming fully operational in 2002. More capital improvements followed quickly with the SAZ's help. This meant that the physical sporting landscape changed quickly, pointing to better sporting opportunities. These new and improved facilities gave the SAZ opportunities to present a range of activities, presenting it with the responsibility (which, with partners, it has grasped) of ensuring they are well-used by the community through active and structured programming.

Relatively benign funding environment Throughout the life-span of the SAZ there has been a relatively benign funding environment with early years funding from Regeneration and Neighbourhood Renewal sources being replaced to a large extent by funding from the Football Foundation, Premier League and other sources, and Lottery funding (though in varying amounts and through different schemes) continuing throughout. This has enabled the SAZ to address community needs by responding quickly and flexibly to the opportunities of the different funding streams.

Profile of sport The 2012 Olympics and Paralympics have heightened the profile of sport, certainly in London and while this has been a mixed blessing - the focus has moved from community sport, mass participation and sport as a social utility to elite sport, medals and sport as a good in itself - this has ensured that sport has remained near the front of the Government and London Government agendas.

Sports Action Zones set up as 'test-beds' The Zones were established by Sport England ('SE') specifically to work in different ways of working. They were encouraged to experiment and encouraged to forge links with the larger cross-cutting social agendas and make partnerships with a range of statutory agencies and voluntary organisations. In the risk-averse world of community sport, they were encouraged to try out new ideas and new practices while there was no blame if some initiatives did not deliver on their promise. To its credit, SE continued to back the vision behind the Zones (even though the number of Zones was not expanded). The SAZ has also benefited from a professional and supportive relationship with its SE officers.

An uncrowded environment The fact that there were few other projects competing to make the same impacts locally (or, indeed, throughout London) gave the SAZ and its partners more space to develop its programmes and made it easier to publicise and advocate their benefits.

Lack of 'competition' Hand in hand with the previous favourable factor was a relative lack of competition locally in terms of either competition for resources or of organisations 'protecting their turf'. This lack of 'competition' was complemented by the developing School Sport Partnerships and the growing recognition of the need to

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link - and the practical difficulties in linking - school sport to clubs and NGBs and ensuring pathways between the sectors.

Unsatisfied local sporting and community needs The lack of a sporting infrastructure - in terms of physical facilities and the 'soft' infrastructure of networked clubs, coaches, and volunteers - meant that there was a huge need in the sport and community sector for the services and leadership that the SAZ could deliver and almost immediate buy-in from many groups when the SAZ did deliver. This was complemented by an increasing buy-in from, and developing partnership with, the LBL over the past few years. Within the needs of the sector was the previous lack of a suitable 'interface' between the voluntary sector and the local authorities, an 'honest broker' with sufficient authority to help negotiations between the two sectors.

Closure of Lilian Baylis School The final external opportunity was the closure of the 'Old' Lilian Baylis School in 2005 (with the transfer of students to the New Lilian Baylis Technology School). Together with the nature of the site and the listing of parts of the School this gave an opportunity for the community and the SAZ to resist moves to commercial development of the site and opened the way for its development as a community sport hub.

Internal Factors: Strengths of SAZ

Though there have been external factors that have helped in the success of the SAZ, much of that success has been due to the many strengths and qualities of the SAZ itself.

As part of the qualitative evaluation of the SAZ's impacts, SAZ Board members and staff, partners and deliverers were asked what they considered to be the main strengths of the SAZ. Respondents' views on the strengths of the SAZ were unprompted, that is, they were not presented with a 'checklist' of potential strengths. In part, therefore, the responses given reflect the interviewee's knowledge of the SAZ and are based on their interactions with the SAZ. Plus, in general, unprompted questions elicit lower numbers of positive responses than prompted questions. (Of the type, "Do you consider that 'flexibility and responsiveness' is a strength of the SAZ?")

Table Eleven
Views of Strengths of the SAZ

| Strength | Numbers | Percentage |
|--|---------|------------|
| Director | 34 | 81% |
| Partnership Working | 26 | 62% |
| Putting Community Needs First / Engagement | 19 | 45% |
| Flexibility & responsiveness | 15 | 36% |
| Staff Leadership | 15 | 36% |
| Hosting at SBEG | 12 | 29% |
| | 5 | 12% |

Total no. of respondents = 42. Unprompted question.

These comments need to be kept in mind when considering the findings set out in Table Eleven. This sets out strengths that were mentioned unprompted by at least five interviewees.

The Director of the SAZ The table shows that 81% of those interviewees - a very strong consensus - viewed the Director, Brian Dickens, as one of the main strengths

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of the SAZ. Typical comments include “Brian is a community champion”, “Brian is very important; very few have his skills and qualities, and he learned and changed as he grew into the SAZ” and “Brian’s skills in bringing people together, in advocacy and in his years of networking on the patch.”

The Director’s skills span the operational and the strategic; they include leadership and mentoring qualities in addition to the political, brokering, negotiating, communication and advocacy skills ; and they are accompanied by his many years of community sport work in the local area, his local knowledge and contacts and the maturity of his experience. Perhaps more exceptional is that the Director embodies the values of the SAZ: he puts the needs of the community first and works from

‘bottom up’ rather than ‘top down’ principles. And he works from a deep understanding of partnership, how it works, its benefits and difficulties and the long- term nature of partnership working (ten years or more) for it to be successful. In the current jargon, the SAZ is ‘outward facing’ (‘It’s about the community not the organisation.’) and ‘non-territorial’ (it doesn’t defend its organisational territory).

Partnership Working There was also a consensus that developing partnership working and embedding it in its work was a strength of the SAZ: 62% of interviewees noted this as a strength, with a number considering this the core strength of the SAZ. Typical comments include “The SAZ provides partnership with leadership”, “The SAZ is our best partner”, “Partnership, including learning from partners, is at the core of what the SAZ does”. The range of partners and the ability of the SAZ to “mix elite sport, the celebrity world and the grass roots” were also mentioned.

This is, indeed, particularly striking. The SAZ’s deep-rooted and long-term approach to partnership is matched by its wide range of partners - including community and voluntary sector groups in the sport, youth, health and arts sectors; public sector agencies including the local authorities and the Aylesbury NDC; national funding and development agencies including The Football Foundation and Sport England; and private sector business like Nike.

Relationship with the Community and Engagement of Individuals The third major strength, in the view of interviewees, focuses on the SAZ’s relationship with the community, including its participants. For 45% of interviewees a major strength of the SAZ is its deeply held belief in putting community needs first, in engaging the community, in working *with* not *for* the community. “It’s the philosophy of their approach. They are rooted in community development and that drives it forward”, “They are anchored in the community,” are typical comments. Its approach is bottom- up; not top-down.

Its ability to engage differing sections of the community is another key factor in its success. Again, it has a deep understanding of its participants, whether young or old, disaffected or not. The SAZ, and the SAZ’s staff, understand where participants are in life’s journey, empathises and respects them, and where necessary act as mentors and role models.

Flexibility & responsiveness; staff team; leadership Other strengths mentioned unprompted by around a third of interviewees were the flexibility & responsiveness of the SAZ (36%), the quality of its staff (36%) and the leadership provided by the Director but also, crucially, by the co-Chairs, Kate Hoey MP and Simon Hughes MP. The SAZ has a “can-do mentality”, their “importance to the voluntary sector is second to none”. ‘Flexibility’ means not only that it is fleet-of-foot and non-bureaucratic; it also means that it is not risk-averse: it knows what works and puts this above what may be ‘politically’ acceptable.

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Staff are “motivated and engaged” and, importantly, they “come from the community and are role models”. One of the most telling characteristics of my observations of sessions and tournaments was the quality of staff’s interactions with participants: they listened to the individual participant’s needs and gave careful consideration about the best way of responding to them (positive, optimistic but not unrealistic and never fobbing them off). In the metaphor used by one worker, they always tried to offer participants more and better, the full ‘silver service dinner’ rather than the self-service canteen meal.

The importance of Kate Hoey and Simon Hughes “give leadership and have protected the SAZ”. They were praised for their “tenacity and resilience”. Voluntary groups found their political clout an added benefit at the local level in resolving practical ‘nitty-gritty’ difficulties, while there was wide-spread agreement that they were instrumental in the SAZ operating at a strategic level, in increasing the profile of the SAZ and in helping the SAZ ‘punch above its weight’.

These strengths are all factors in the success of the SAZ.

Case Study:

The Pilot that Got Away

One of the founding principles behind Sport Action Zones was that they should be test-beds for new initiatives; organisations which would try out new ideas and new ways of working and not be frightened of failure.

One of the recommendations of the evaluation of the successful piloting of StreetGames in Summer 2003 was that more sports, including athletics, should be offered using the StreetGames model. In Summer 2004, the SAZ, in partnership with London Athletics, piloted StreetAthletics in youth clubs, adventure playgrounds and other venues using Indoor Athletics’ equipment and games.

Despite being led by highly-qualified athletics coaches (track and field) and with good co-operation from the venues, the pilot wasn’t a success. Partly this may have been because of the venues’ lack of knowledge of athletics and what was required; partly it may have been because the Indoor Athletics’ model, with its focus on field, as well as track, events wasn’t attractive enough to participants.

Later that year, the SAZ Director, Brian Dickens, was talking with Linford Christie and Darren Campbell about the need to encourage athletics, particularly in the inner-city and deprived neighbourhoods in which they had grown up. Independently, Linford had had an idea for Street Athletics, but his idea was simpler and more immediate: a temporary running-track would be marked out and the athletics would happen in the street. (Later, Linford has his agency Nuff Respect developed the idea further and developed their own running track which could be quickly laid out on streets and playgrounds.)

From 2006, the SAZ and Nuff Respect have held successful Street Athletics events at LBOS while Nuff Respect has developed it into a national initiative.

Summary of Success Factors

Sport England’s major evaluation of the Sport Action Zones throughout England,

Impact in 3D, and the success factors they identified was quoted above. Table Twelve

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(overleaf) sets out these factors, evaluates whether, or to what extent, these are included in the SAZ's strengths, and then assesses whether these factors are replicable.

Of the 13 success factors identified in *Impact in 3D*, in my view the SAZ fully embodies nine and partly, or is in the process of, embodying the remaining four factors.

In terms of replicability, in my view, five of the 13 success factors are fairly easily replicable. Another three are replicable but require long-term timescales, while a further three require not only long-term timescales but are complex and/or difficult undertakings. Of the remaining two factors, one - sustainability - is dependent to a significant extent on external factors. The replicability of the final factor - "a highly motivated, charismatic leader" - is problematic: there are, by its very nature, limited stocks of individuals who fit, or can grow into, that job description. And the likelihood of there being any individuals fitting the job description at the time, and in the place, when the job becomes available reduces the replicability further.

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Table Twelve
Success Factors, Strengths of the SAZ and their Replicability

| Success Factors | Strength of the SAZ? | Replicable? |
|--|---|--|
| Appoint a highly motivated, charismatic leader who can quickly establish local credibility and respect | Yes | ? |
| Establish clear strategic direction supported by a systematic needs assessment | Yes: initial Needs Assessment and Action Plan | Yes |
| Create a focused team to deliver the strategic vision on the ground | Yes; but needs augmenting. | Yes |
| Build strong partnerships, to include sport and non-sport. The more partnerships and the more diverse the partnerships the better | Yes | Yes - but long-term, complex undertaking. |
| Empower local people through a bottom up approach | Yes | Yes - but long-term. |
| Create local capacity | Yes | Yes - but long-term. |
| Invest in facilities to provide the opportunities for participation, but focus on people as the keys to success. Take a whole environment approach to include parks and informal open spaces | Yes | Yes |
| Provide small grants [... to help] build goodwill with local communities and stakeholders, and generate a climate of trust | Yes | Yes |
| Ensure marketing and communications are tailored to target groups | Yes: through outreach, engagement and word-of-mouth | Yes - but engagement crucial. |
| Run low cost taster sessions to see what works: expect some initiatives to fail, but ensure progression routes to sustain participation for those that succeed | Yes: sessions are free. Some programmes not worked. Progression routes being built. | Yes - but progression routes long-term. |
| Offer a wide diversity of sport and recreational activities tailored to what works for different groups of people | Yes | Yes |
| Make the sense of 'local identity' and 'community' work for you: be part of 'us' and not part of 'them' | Yes - on-going. | Yes - but long-term, complex undertaking. |
| Make it last: build the culture of sustainability and self-help | Some evidence but requires longer time-scales. Some 'mainstreaming' to other voluntary sector organisations, e.g. StreetGames, MEND. Potential with commissioning from LBL. Need for SAZ to address its weaknesses. | Yes - but long-term, complex undertaking. Dependent to a significant extent on external political environment. |

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SUSTAINABILITY

Introduction

There are different ways in which the SAZ has helped to develop the sustainability of the community sport sector in Lambeth and Southwark.

1. Pilot projects of the SAZ have been developed by other organisations. For instance, StreetGames (also piloted in Newcastle and the North West) is now a national network of structured sports programmes in deprived areas co-ordinated and developed by the national StreetGames charity. (While, in Southwark, LBS deliver a similar initiative, Community Games.) Likewise, the 'Schools Healthy Living Clubs - Weight Management Programme for school children' piloted in Lambeth in 2003, and expanded into Southwark in 2004, are now part of MEND's national programme.
2. The SAZ has helped to increase the sustainability of local sports clubs through access to funding, small-scale grants, negotiation / brokerage on their behalf, and general support. Sports clubs like Southwark Tigers and Southwark City Tennis Club and sports organisations like London Active Communities are now in a much better position to continue with or without the SAZ. Similarly, voluntary sector organisations based at LBOS, whether sports organisations like the Waterloo Sport & Football Club or Reach and Teach, health-based organisations like the North Lambeth Healthy Living Network, youth and community organisations like Your Story, or participatory video project Insight, are more sustainable.
3. The SAZ has helped to ensure that capital infrastructure projects have the appropriate management arrangements in place (and partnerships arrangements where possible) to ensure community usage, e.g. at Geraldine Mary Harmswoth Park, Larkhall Park, thereby increasing their sustainability.
4. Generally, throughout the local area, the SAZ has been instrumental in developing better networks, skills, contacts and knowledge within the community sport sector, in decreasing the fragmentation of the sector and in increasing confidence and trust. This will have helped to sustain the sector as a whole. This sector-sustainability will, hopefully, be deepened and enhanced by the development of the CSPANs in Lambeth and Southwark and the work of the Central London Pro-Active.

This study shows that there is robust evidence that the SAZ has been instrumental, and in several cases key, in developing, deepening and enhancing sustainability in all the categories above.

Sustainability of the SAZ

But what of the SAZ itself? How sustainable is it, particularly given that its core funding from Sport England (as continuation funding of its initial Lottery funding) will cease later in 2009?

While there are a number of issues that need to be addressed, both at strategic and operation levels, the track record of the SAZ and the strengths of its partnerships put it in a strong position to continue, and continue developing, over the medium-term.

First, its maturing partnership with LBL and LBL's radical commissioning policy - in particular, the commissioning of sports development services, make it a prime candidate to fulfil some or all of LBL's needs in this area.

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Case Study: StreetGames

In Summer 2003, the SAZ piloted StreetGames - free, regular, structured football sessions with coaching in estates throughout Lambeth and Southwark culminating in a tournament. (Newcastle and the North West also piloted their versions of StreetGames.) The SAZ pilot used established voluntary sector sports organisations including the Waterloo Sport and Football Club, Kickstart, Millwall Community Football and PELO in order to help build their capacity.

The initiative was a huge success and, as a result, in 2004, with funding from the Neighbourhood Renewal Fund and other sources, the pilot was extended to over 20 disadvantaged communities in towns and cities across the country with programmes delivered by a network of organisations including voluntary sports organisations, local authority sports development teams and other agencies. As a result of this nation-wide success, a national charity, the StreetGames charity, was formed to develop the initiative and to help with training, quality, marketing and funding.

Over 100 organisations are now part of the network. The programme includes sports such as handball, basketball, cheerleading, kwik cricket as well as football, and while some initiatives focus on holiday activities, others operate across the year. StreetGames emphasises that its aim is to deliver sport to young people where they want it, when they want it and how they want it. There's no 'one size fits all' - there will be different solutions for different communities. The initiative also focuses on developing young people as coaches and leaders and has a successful volunteering arm.

After the success of the initial 2003 pilot, the London Borough of Southwark ('LBS') developed its own 'Community Games' covering a greater range of sports and providing sports activities in housing estates across the borough. Although initially this was delivered by a range of voluntary sector groups, the LBS later decided to bring it 'in-house' and deliver it as part of its mainstream services.

Second, Nike's developing thinking in terms of its Corporate Social Responsibility (CSR) policies and responsibilities has resulted in it developing a world-wide Social Change Network. Because of its close and creative partnership with the SAZ, Nike is actively considering establishing the SAZ as its first London partner in its Social Change Network.

Both these partnerships are radical and innovative. They both underline that the SAZ, and its partners, are fundamentally re-visioning community sport and its impacts. For local authorities, sport is a discretionary service, i.e. local authorities do not legally have to provide or fund sports services. The partnership work with the LBL acknowledges the instrumental value of sport in terms of its positive impacts on public health, educational achievement and community development services (where local authorities do have statutory duties). The partnership work with Nike emphasises the radical shift in Nike's thinking on CSR. Nike gives street-credibility to the SAZ's work - but the corollary is also true: SAZ's work supports Nike's brand by changing work in the community from 'worthy' to 'cool'. And it does this by working *with* the community not *for* the community. For the LBL, the SAZ's community sports work is 'cross-cutting'; for Nike it is 'at the cutting edge'.

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Third, these innovative partnerships are attractive to Sport England. They re-frame the thinking around community sport and bring other serious revenue funders and development agencies into sport. (The SAZ's burgeoning relationships and partnerships with a number of NGBs and their programmes to develop routes and pathways from deprived communities to excellence is yet another example of the SAZ's innovation and a sign of potential future success.) Properly supported and advocated, the innovation of the SAZ could be replicated elsewhere and make it an attractive proposition for funding from Sport England's new 'Innovation' funding stream.

Fourth, the community funding streams announced in the Mayor's Legacy Plan also offer opportunities for the SAZ, particularly with the increasing pan-London strategic role that is being asked of the Director and co-Chair.

Fifth, the SAZ has a strong track-record in achieving both capital funding (with another £1.5 million of capital funding for LBOS in the pipeline) and for revenue funding of projects (e.g. PACT, Positive Futures projects, volunteering projects, Healthy Living Clubs / Networks) from a range of government, non-government and charitable funding streams. While there continues to be some resistance, there is a growing recognition from funding agencies that voluntary organisations - in order to ensure their sustainability and provide the monitoring and other information required - need to charge at least some, if not all, of their central and overhead costs incurred by their projects.

Given this context and the SAZ's track-record, I am optimistic about its sustainability provided that it addresses the strategic and operational issues facing it.

Strategic Issues

There are two major strategic issues facing the SAZ -

- *Roles of the SAZ* The SAZ is unusual in that it has both strategic and delivery / operational roles, while its strategic remit has extended from a purely local strategic role to a wider, pan-London strategic and advocacy role. This is a wide - perhaps, too wide - brief while the knowledge, contacts, skills and qualities required for strategic and advocacy work are substantially different from, though informed by, the knowledge, contacts, skills and qualities required for delivery and operational work. Much, if not all, the pan-London strategic work and the larger advocacy work was not part of the original brief of the SAZ but has developed over the years. (As such, it could be accused of 'mission creep'.) Would the SAZ be more sustainable if its focussed either on its local strategic, advocacy, piloting and partnership working *or* on its increasingly extensive delivery activities? How helpful is it for the SAZ to have a pan-London role?
- *The Future of LBOS* LBOS has developed into the best example of a community sports hub in the country. With a long lease, it would give added sustainability to the SAZ. Nevertheless, there are concerns that it could be a millstone around the SAZ's neck: there are concerns over the dilapidations and liabilities of the site and buildings, for the need for large-scale capital developments and the finances and other resources needed to meet these. Regardless of these practical concerns, being key to the project management (as client) of a development of the scale and complexity of LBOS and its ongoing management could easily change the culture, ethos and values of the SAZ.

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There are no easy or simple answers to either of these strategic issues. On the first, my own view is that part of what makes the SAZ the success it is has been its ability to develop both strategically and operationally, both locally and pan-London. This has extended and developed both the organisation and its Director and it enables the SAZ to keep its options open. But it does have substantial organisational and operational implications.

Similarly, I believe that the opportunity provided by LBOS is simply too good to be turned down. Yes, there are dangers and it is wildly ambitious for the SAZ, at its present size and as it is presently constituted, to take on such a development. Again, there are substantial and operational implications.

Operational Issues and Tasks

Should the SAZ wish to continue with its present range of roles and functions, or continue to be involved in the development of LBOS, then it will need to address its present weaknesses. Indeed, even if it draws its horns in and refocuses on its original local strategic and piloting role, it still needs to address these its weaknesses.

Lack of Administrative Capacity The major weakness identified by partners, staff and deliverers was the SAZ's lack of administrative capacity. The organisation was considered organisationally "light" - it was "over-trading and desperately under- resourced for what it does", it was "very stretched" and it needed a much larger administrative capacity behind the deliverers; relationships and partnerships tended to be "informal", it lacked systems and procedures, it needed to be "more policy-based, not personality-based" and there was a "lack of forward planning"; monitoring, although better than before, was weak and it was "hard to keep track" of the SAZ's programmes and outputs; it was "over-dependent on the Director", and "If Brian goes, what's left behind.?"

Constitution and Board There were also concerns about the legal status of the SAZ (it is an unconstituted organisation), about the Board (widely perceived as being too large and not sufficiently focussed on governance and strategic issues), about the perceived lack of strategic planning and about the value of the present hosting arrangements with the South Bank Employers' Group ('SBEG').

My view is that there are a number of practical steps that the SAZ can, and should, take (in addition to its continuing discussions with LBL, SE, Nike and others over commissioning and funding).

1. It should constitute itself as a Charity and as a Company Limited by Guarantee.
2. It should consider forming a 'shadow' or 'interim' Board of Trustees to ensure the appropriate governance of the organisation on a strictly temporary basis and on the understanding that they would step down when the long-term Board of Trustees was formed.
3. It should open a bank account.
4. It should consider what part it should take in the separate 'Community Trust' formed to take responsibility for operations at LBOS. This will be more complex because of the benefits, and need, to involve partners and the community in this organisation.
5. In the early days of the SAZ, the hosting arrangement at SBEG was valuable and there is considerable merit in continuing a formal relationship with SBEG. However, I consider that it would be better for the SAZ to take full charge of its

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Evidence from Sport Action Zone

- affairs once the present continuation funding from SE ceases and, as such, no longer be hosted by SBEG.
6. It should prepare a draft strategy and business plan.
 7. Dependent on these, it should appoint, at a minimum, (1) a General Manager / Operations Manager responsible for all operational, financial, HR and legal functions of the SAZ and acting when needed as Deputy for the Director, (2) an Administrative & Monitoring Officer / Assistant. (Given the varying needs of funders for good quality monitoring information, there may be the need for further administrative and monitoring capacity.) Consideration should also be given to re-appointing to the post formerly occupied by Helen Clayton and delegating some of the Director's responsibilities to that post.
 8. Consideration should also be given to strengthening the administrative and operational capacity of the SAZ's operation at LBOS and, should the LBOS be developed, to appointing appropriate skilled staff to be responsible for all matters concerned with the project management of the site.
 9. Should the present negotiations for the asset transfer of LBOS to a community trust, led by the All Nations Church, Ethelred Nursery and the SAZ, fall through, that the SAZ seek a 25 year lease on LBOS (those parts which it and partners currently use) from LBL in order to secure future capital and revenue funding.
 10. It should appoint long-term Trustees to the Board based on the draft strategy, with Trustees invited on the basis of the skills, knowledge, expertise and qualities required.

Sandy Craig
May 2009