

APPENDIX 3 - NATIONAL

Table 1 summarises the key National, Regional and Local Strategies that have been reviewed as part of this study, due to their influence and impact on the future provision of sport and leisure provision within the City of Wakefield Metropolitan District.

Table 1: Key National, Regional and Local Strategic Influences

	National	Regional	Local
Key Documents, Initiatives and Agencies	<ul style="list-style-type: none"> • Game Plan • The Framework for Sport: A Vision for 2020 (2003) • Everyday Sport Campaign • The Single System for Sport • County Sports Partnerships • UK Action Plan For Coaching • Physical Education School Sport and Club Links Strategy (PESSCL) • Step into Sport • A Sporting Future for All • Sport Playing its Part • Every Child Matters: Change for Children • Youth Matters • At Least Five a Week: A report from the Chief Medical Officer (2003) • Choosing Health: Making Healthy Choices Easier: Department of Health White Paper Executive Summary (2004) • Towards a Level Playing Field • Equity Standard • Local Public Service Agreements • Towards an Excellent Service (TaES) 	<ul style="list-style-type: none"> • Regional Sports Boards • Yorkshire Regional Plan for Sport (2004-2008) • Regional Action Plan – Six point plan for Sport in Yorkshire (2006) • Yorkshire & Humber Assembly – Advancing Together (2005) • Yorkshire County Sports Partnership (CSP) • West Yorkshire Sports Partnership Strategy 2006 - 2009 	<ul style="list-style-type: none"> • Fast Forward – Community Strategy (CWMDC) • Corporate Strategy – CWMDC, AND Strategic Priorities • Community Safety Strategy 2005 - 2006-05-11 Children’s Action Plan and Links to Sport and Leisure • The Freedom to Be – CWMDC Cultural Strategy (under review) • Promoting Racial Equality through Sport • Single Regeneration Budget (SRB) Strategy • Urban Renaissance 2001 • Wakefield Waterfront • Westgate Key Development Area • 5 Towns’ Regeneration • Primary and Intensive Care in Eastern Wakefield • Wakefield Local Development Framework (LDF) • Wakefield Playing Pitch Strategy • Wakefield Green Space Strategy • Wakefield District Physical Activity Strategy 2006 - 2008 • Local Area Agreement – which sets out stretch targets for

	National	Regional	Local
	<ul style="list-style-type: none"> • Comprehensive Performance Assessment (CPA) • Realising the Potential of Cultural Services • Tackling Social Exclusion • Audit Commission (June 2006) 'Public Sports and Recreation Services': Making them Fit for the Future 		<p>participation in sport and physical activity, in relation to health and education</p> <p>Developing local cultural strategy for the District</p>

National Context

Game Plan

In 2002 the Cabinet Office Strategy Unit and DCMS carried out a major review of Sport in England. It concluded that: " In spite of major sports development and major financial investment in facilities , participation has not increased, inequalities have not been tackled and England's international success in the major sports is not good enough. "The review stated that "Sport is underachieving "and that it demonstrates "market failure" in terms of the significant lack of disadvantaged groups taking part in sport. The plan goes on to identify that there needs to be a complete behavioural change in attitude and approach to sport and physical activity in England.

Game Plan's two broad targets relate to activity and success:

- Increase significantly levels of sport and physical activity with the target of achieving 70% of the population as BEING reasonably active defined as participating in 30 minutes of moderate activity five times a week by 2020 (currently about 30% of the population achieves this) .
- British and English teams and individuals to sustain rankings within the top five, particularly in the more popular sports".

Game plan also set out priorities for change, focusing on improvements to the delivery systems. These include:

- Reducing paperwork
- Passing down decisions to the local level
- Improving the organisation of sport
- Building more effective partnerships between organisations delivering sport
- Increasing the ability of organisations at all levels to deliver

Game Plan called for the cross – government Activity Co ordination Team (ACT) to be set up to join up policy – making an investment at a national level. ACT is responsible for co –coordinating activity through nine regional government departments and national agencies.

The Framework for Sport in England – Making England an Active and Successful Sporting Nation: A Vision for 2020

The Framework for Sport in England (2004) sets out Sport England's approach and priorities. The report highlights the belief that sport embraces more than traditional team games and competition:

"Sport means all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and mental wellbeing, forming social relationships or obtaining results in competition at all levels"
Council of Europe European Sports Charter 1993

The 'Framework' is seen as an ongoing process representing a new way of working through partnership to deliver a shared vision for sport. Following wide-ranging consultation the vision for sport in England is:

'...To be the most active and most successful sporting nation in the world.'

Sport England sets out the commitment to:

- Provide a clear and simple focus helping people to **Start, Stay and Succeed** in sport at every level, with priorities based on evidence built-up in partnership
- Invest in innovation through Active England (£100m over 18 months) and the New Opportunities Fund (NOF)
- Develop a new operating model, reducing 75 programmes to just two funding streams-a national stream working in partnership

Sport in England will take a balanced approach focused on three strands of:

- ***Making England Active:*** help people to start and stay in sport, providing the solutions to increase and widen the base of participation for everyone regardless of age, gender, ethnic origin or disability; developing a dynamic network of clubs, coaches, and volunteers, to create a sustainable infrastructure for retaining people in sport.
- ***Making England Successful:*** help people with talent to excel at the highest level.
- ***Backing the bid to host the 2012 Olympic and Paralympic Games:*** to enhance the national sporting infrastructure, create a sustainable legacy for sport, and deliver impact on economic and social issues within London.

Single System for Sport

The development of a clear and focussed delivery pathway to ensure delivery of opportunities for participation in sport and physical activity at all levels – community and elite. The pathway sets out the identified responsibility areas and roles of each of the delivery partners,

County Sports Partnerships

Established by Sport England, CSPs provide the focus at county level for the development and co-ordination of sport and physical opportunities and provision, including workforce development.

Operating at a sub-regional level, the West Yorkshire Sports Partnership (WYSP) is influenced by a wide range of strategies and plans at National, Regional and District level. The major direct influencers are: the National framework for Sport in England, the Yorkshire Plan for Sport, National Governing Body of Sport Plans, Sub Regional Investment and Regeneration Plans and the District Sports Strategies.

The Core Purpose of WYSP is to meet the needs of all potential partners:

"To enhance individual's lives through increased quality participation, opportunities and improvements in sport"

The Vision for the WYSP is to create:

"A network of quality partnerships with key agencies committed to providing a single system for all people to benefit from sport and active recreation in West Yorkshire."

Everyday Sport Campaign

Sport England is issuing a rallying call to the nation with the launch of a major new campaign designed to get people active.

The Everyday Sport campaign – which is backed by politicians, sports stars, and organisations across the country – encourages people to build physical activity and sport into their everyday lives. The campaign is set to get England moving in the battle against obesity and in the countdown to London 2012.

Everyday Sport goes live on the back of ongoing evidence from the Department of Health, which reveals that 76% of women and 63% of men in England are not doing the recommended amount of activity for a healthy life (30 minutes five times a week).

Sport England has been set a target by the Government of increasing participation in sport and physical activity by 3% in the next three years. Everyday Sport is the first major initiative in this long-term plan.

UK ACTION PLAN FOR COACHING

Executive Summary

Arising from discussions with its key funding partners and the Home Country Sports Councils, *sports coach UK* was charged with the task of developing a *UK Action Plan for Coaching* across the UK. The Action Plan has the following objectives:

- *Clearly map the key goals; structures, resources and outcomes for a UK Action Plan for Coaching over three main phases: 2006-2008 (3 years); 2009-2012 (7 years) 2013-2016 (11 years). The 3-7-11 phases should run concurrently and should be driven by clear targets*
- Identify and agree the optimal working arrangements among key partners in coaching within the UK and in each of the home nations, recognising the central role of Governing Bodies of Sport
- Identify and agree the specific roles to be played by sports coach UK as the government-designated support/technical agency for coaching
- Identify and agree the processes and procedures required in order for sports coach UK to provide relevant, cutting edge services, products and systems which support the coaching process at all levels

Preparation for 2012 also demands that the immediate coaching requirements for the Olympic and Paralympic Games are addressed. Coaching will play a significant role in contributing to a lasting and UK-wide legacy from 2012 and potentially from 2015 if the Glasgow Commonwealth Games bid is successful.

The UK Action Plan for Coaching will deliver the following key outcomes for sport in the UK:

- Enhance the quality and quantity of coaching
- Increase the number of qualified coaches leading to;
- Sustained and increased participation in sport
- Improved performances in sport, underpinned by;
- The establishment of coaching as a profession

The Plan sets out three main phases of development over a 3 -7-11 year timescale:

- Building the Foundations (2006-2008 – 3 years)
- Delivering the Goals (2006-2012 – 7 years)
- Transforming the system (2010-2016 – 11 years)

The 3 -7-11 phases will run concurrently and be driven by clear targets.

Five Key Actions (A, B, C, D, E) have been identified that will make a difference and help achieve the outcomes by 2016.

- The UK Coaching model
 - Action 1: The UK Coaching model – **Set out and implement the UK Coaching model**
 - Action 2: Participant pathways – **Set out and implement a clear and inclusive model of participant development to underpin coaching practice**
 - Action 3: Coach pathways – **Set out and implement a clear and inclusive model of coach development**
 - Action 4: Coaching strategies – **Set out and implement sport specific coaching strategies across national, regional and local levels**

- Front line coaching
 - Action 5: Increase in coaches coaching – **Recruit and retain coaches with the skills to coach at each phase of the player pathway**
 - Action 6: Coaching in education – **Maximise the role of coaching in the Education sector**
- Support for coaches
 - Action 7: Coaching support and system delivery – **Establish effective delivery, support and education for coaches, tutors, assessors, verifiers and others**
 - Action 8: High performance coaching – **Establish a co-ordinated system for the identification, training and support of high performance coaches**
 - Action 9: Profile and recognition of coaching – **Conduct a sustained campaign to maximise the profile and recognition of coaching**
- Licensing, registration and specialist qualifications
 - Action 10: Licensing and Registration – **Set out and implement the steps needed to establish coaching as a valued profession, recognising volunteer, part-time and full time roles, implement the licensing of paid coaches by 2008, lead voluntary coaches by 2010; and the registration of volunteer coaches; tutors, assessors and verifiers by 2010**
 - Action 11: Specialist qualifications and CPD – **Develop specialist qualifications in coaching, linked to pathway phase/target group and commencing with the coaching of primary age children as a first step**
- Research and development
 - Action 12: Research and development – **Implement an on-going research and development programme into athlete and coach pathways and coaching interventions.**

The four key resource 'pillars' required to underpin the UK Coaching System include:

- The deployment and employment of coaches
- The capacity of Governing Bodies of Sport to design, deliver and quality assure coaching and coach education systems on a local, regional, national and UK-wide basis
- The education and continuous development (CPD) of coaches
- The capacity and alignment of the complementary support agencies.

The UK Action Plan for Coaching will deliver a UK framework for the development of coaching, recognising the central role of Governing Bodies of Sport, the Home Country Sports Councils and UK Sport in determining their coaching needs. The key features of the framework include the establishment of policy, management and implementation systems to further develop and enhance player and coach pathways in the UK. Enhanced and streamlined arrangements for coach education, qualifications and endorsement will form an essential feature of this framework.

The Plan will deliver the following results for sport in the UK:

- Enhance the quality and quantity of coaching, measurable at all levels of the participant pathway
 - ***Measured by improved outcomes for participants and observable coaching behaviours appropriate to each pathway phase; increase in the availability of coaching hours at all stages of the participant pathway.***
- Increase the number of quality coaches and available coaching hours; all coaches to be appropriately qualified by 2016
 - ***Increase and sustain the supply of appropriately qualified coaches to meet the demand for coaching from children, athletes, players and coach managers; increase the number of coaching hours available.***

- Leading to sustained and increased participation in sport
 - *Measured by recruitment, participation and retention rates within target groups and sports for coaching and on a regional, home country and UK-wide basis.*
- Improved performances
 - *Measured by internationally bench-marked performances within the target groups and sports for coaching and on a regional; home country and UK-wide basis; more UK coaches capable of coaching and delivering results at the highest level.*
- Underpinned by: A cohesive and World-leading Coaching System
 - *Bench-marked against international best practice using the World Class Coaching System Maturity Matrix and other measures. Fifteen of the participating sports to be within the top 6 in the world, with 8 in the top 3 for their respective sports.*
- Coaching established as a profession, recognising volunteer, part-time and full-time roles
 - *Underpinned by and measured against a clear model of Long-term Coach Development and taking account of the elements as set out in the Vision for Coaching: professional and ethical values and inclusive practice; agreed national standards as a bench-mark at all levels; a regulated and licensed structure; recognition, value and appropriate funding and reward; a culture and structure of innovation, constant renewal and continuous professional development.*

PESSCL: Physical Education, School Sport and Club Links Strategy October 2002

The PESSCL Strategy published by the Department of Education and Skills (DfES) in October 2002. The strategy is being delivered by the DfES and the Department for Culture, Media and Sport (DCMS) through eight programmes including:

- Specialist Sports Colleges
- School Sports Co-ordinators
- Gifted and Talented
- QCA PE & School Sport Investigation
- Step Into Sport
- Professional Development
- School/Club Links
- Swimming

Linked work on coaching will also support the delivery of the strategy.

PE, School Sport & Club Links is a joint DCMS/DfES initiative to implement a national strategy for PE and School Sport. The Government is investing £459 million between 2003/04 and 2005/06 in support of the project.

The DCMS/DfES shared Public Service Agreement target has been extended to 2008. The target is now to enhance the take-up of sporting opportunities by 5 to 16 year olds so that the percentage of school children in England who spend a minimum of two hours each week on high quality PE and school sport within and beyond the curriculum increases from 25% in 2002 to 75% by 2006 and to 85% by 2008, and to at least 75% in each School Sport Partnership by 2008.

PE and School Sport

Much of the implementation of the strategy is built on the developing national school sport infrastructure driven by Sports Colleges (291 by September 2004) and the School Sport Partnerships (313 partnerships in operation by September 2004). The network now includes at least 50% of schools in England. The target is for all schools to be within a partnership by 2006 and discussions are currently underway about Independent Schools becoming involved in the partnerships.

One of the national targets is that by 2006 every school will be involved in a school Sport Partnership and these will be able to offer sporting activities across a cluster of schools.

Figure A3.1 shows the preferred model for the School Sport Partnerships with families of schools receiving additional funding, of around £270k per year, largely to employ staff, to enhance and increase sports opportunities for all.

Figure A3.1 – School Sport Partnerships Model



(Source: the Teachernet website)
www.teachernet.gov.uk/teachingandlearning/subjects/pe/ssco/sscopartnermodel/

This School Sport Infrastructure will be supported by the County Sports Partnerships and will also play a large part in the delivery of national governing body whole sport plans (WSPs).

Gifted and Talented

The gifted and talented strand of PESSCL is managed by the Youth Sport Trust (YST). It aims to improve the range and quality of teaching, coaching and learning for talented sports people in order to raise their aspirations and improve their performance, motivation and self-esteem.

Current activities include:

- **Talent Support Programme** – run through sports colleges. Each will set up a talent support programme as part of their School Sport Partnership. Colleagues will co-ordinate and help local clusters of primary, secondary and special schools to nurture pupils with sporting talent.
- **Multi-Skill Academies** – build upon Multi-skill Clubs set up under other parts of the programme at primary level. They provide additional activities specifically designed for children identified as potentially talented. Multi-skill Academies take place during school holidays, rather than after hours. Academies are provided by PE teachers and, where appropriate, local coaches.
- **National Performance Camps** – organised and run by selected sports national governing bodies for elite level age-group athletes.

Draft quality standards for G & T PE and sport for schools and LEAs, are currently under consultation. They are intended to become a useful tool to aid the in the aim for exemplary practice in Talent Development.

Step into Sport

The Step into Sport leadership and volunteering project provides a simple framework of co-ordinated opportunities at a local level, to enable young people and adults to begin and sustain an involvement in leadership and volunteering through sport.

The aims of the project include training and supporting young people as leaders and volunteers, training adult volunteers as mentors, leaders, officials and coaches and assisting NGBs to produce volunteer support strategies and to provide support to volunteer co-ordinators.

The nine steps of the project are:

- Sport Education
- Junior Sports Leader Award (JSLA)
- TOP Link
- Community Sports Leader Awards (CSLA), Higher Sports Leader Awards (HSLA) and Sports Specific leadership training.
- Active volunteering
- Training and deployment opportunities
- County Sports Partnerships (CSPs) developing volunteer support programmes
- NGBs supported by Sport England to develop volunteer support strategies
- Locally based volunteer co-ordinators

The project should help provide a number of benefits to sports clubs and community organisations, CSPs and NGBs by providing:

- Access to a new network of volunteers,
- Training and resources,
- Potential of new members,
- Support for the delivery of existing club development objectives
- Develop and improve sustainable links between partnerships
- Support the development of a network of volunteer co-ordinators

School/Club Links

The strategy seeks to increase the proportion of children guided into clubs from School Sport Partnerships. Young people will be guided from schools to NGB affiliated or otherwise accredited clubs linked to those partnerships. Cricket was identified as one of seven major sports to be targeted alongside a broad range of sports and physical activity.

Higher Education

A Sporting Future for All – The Role of Future & Higher Education in Delivering the Government’s Plan for Sport – DfES/DCMS

A Sporting Future for All, published by the department for education and skills (DfES) and the department for culture, media and sport (DCMS), highlights the potential Further and Higher Education has to build on the foundations of the Government’s school sport strategy by:

- Sustaining participation and supporting talent development for young people beyond school
- Maximising the contribution of their facilities and human capital to sport in schools and the wider community
- Playing a crucial part in the development and quality assurance of a new coaching, leadership and volunteer workforce.

The report also acknowledges the fact that the transition between school and HE is one of the points at which many talented performers stop participating in sport.

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The piloting of the Youth Sport Trust Gifted & Talented programme is highlighted in the report as is the hope that the programme will be extended to include Further and Higher Education. It is hoped that the improved links between the support given to talented sportspeople in schools and that provided by FE and HE will provide a seamless pathway of support for our most talented young sportsmen and women.

Sport Playing its Part

A series of reports published by Sport England, the Department of Culture, Media and Sport's local government board and the Local Government Association which draws together, in one place, the growing evidence of the impact of sport and covers the following:

- The contribution of sport to healthier communities
- The contribution of sport to safe, strong and sustainable communities
- The contribution of sport to economic vitality and workforce development
- The contribution of sport to meeting the needs of children and young people
- The contribution of sport to healthier communities
- Improving the health of the nation and tackling health inequalities are high priorities at the current time for both the public and the government.

The Chief Medical Officer (CMO) report 2004 confirms that regular participation in sport can:

- Reduce the likelihood of ill health and illnesses and reduce the mortality risk
- Help to tackle obesity
- Support healthy growth in young people and encourage the adoption of a healthy lifestyle
- Contribute to older people leading more independent lives
- Reduce healthcare costs and workplace absence

An active lifestyle can reduce the risk of coronary heart disease and other potentially fatal conditions. "*Gameplan*" estimated the cost to the nation of inactivity at £2 billion per year.

The contribution of sport to safe, strong and sustainable communities

Safe and sustainable communities are communities in which people want to live and work without fear of crime. Creating safe and sustainable communities is at the heart of what local and central government believe to be important.

Research studies at a local and national level provide evidence that sport contributes to:

- Strengthening community cohesion, engagement and capacity building
- Reducing youth crime and anti-social behaviour
- Reducing accidents and fear of crime
- Improving the quality of the built and natural environment and creating a sense of place
- Encouraging sustainable travel

Emerging evidence is highlighting the impact of sport in relation to creating stronger communities and addressing issues of community safety, including reductions in anti-social behaviour, reductions in the propensity to commit crime and reductions in the fear of crime amongst the wider community. Sports facilities can make an important contribution to the physical infrastructure of communities, providing a social focus for a community and affecting people's perceptions of their neighbourhood.

The contribution of sport to economic vitality and workforce development

Ensuring that there is a strong and diverse local economy that provides jobs and generates wealth is one of the key building blocks in the creation of a sustainable community where people want to live and work. Creating a prosperous local economy requires a number of different elements to be in place and sport has an important contribution to make. The sports and leisure sector and its supporting industries are significant employers and contributors to the economy.

Evidence has demonstrated that sport can:

- Provide direct employment and contribute to economic output
- Act as catalyst for investment and regeneration
- Assist in developing a positive image and improving the attractiveness of an area for business investment, and as a place to live, work and visit

- Improve the skills and qualifications of the workforce, both for employment in the sport and cultural sector and in other industries
- Reduce the cost to the economy of workplace absence due to ill health
- Participation in sport can help the local economy. Nationally, employment in the sport sector accounts for almost 2% of the workforce. Households in England spent almost £11.5million (year 2000) on sport-related goods and activities.

The contribution of sport to meeting the needs of children and young people

Children and young people outcomes are a feature of many community and strategic plans and are included in local public service agreements and the pilot local area agreements of local authorities, health, education and care providers, and other partners. Central government has been working with local government to undertake a significant national programme of change to the way government works with children, young people and their families to improve their lives, and in the quality, accessibility and coherence of services provided to them. Recent legislation 'The Children Act 2004' sets out new statutory duties and accountabilities for children's services on local government and other service providers. This is supported by a new national framework Every Child Matters: Change for Children.

The framework is based on five key outcomes that children and young people say are important to their well-being now and in later life:

- Being healthy
- Staying safe
- Enjoying and achieving
- Making a positive contribution
- Achieving economic well-being

Research evidence demonstrates that sport can make a significant contribution to meeting the Every Child Matters outcomes.

Evidence also suggests that people who exercise regularly in their youth are more likely to continue to do so in later years. There is also evidence to suggest that sports participation can help achieve better results in academic performance and that learning within a sporting environment tends to be more comfortable and less threatening to those who have not participated in learning for some time.

Every Child Matters: Change for Children

Child and Young People's Plan Regulations

The Children and Young People's Plan (CYPP) Regulations 2005 came into force on 1st September 2005. they are an important element of the reforms underpinned by the Children's Act 2004, implementing a new statutory duty and following best local planning practice, local areas must produce a single, strategic, overarching plan for all services affecting children and young people.

The CYPP should support more integrated and effective services to secure the outcomes for children, as set out in the ten year Child Care Strategy, the National Service Framework for children and set out in 'Every Child Matters'.

The CYPP will identify where children and young people need outcomes to be improved, and how and when these improvements will be achieved. Improvement must be based on an accurate and comprehensive assessment of the current position.

The CYPP and the process of joint planning should support the local authorities and their partners as they work together. The local authority will take the lead to:

- Agree clear targets and priorities for all services affecting children and young people.
- Identify actions and activities needed to achieve them, and ensure delivery.

Youth Matters

Building on the outcomes of Every Child Matters, the intention is to re-shape services for young people with the aim of highlighting opportunities and contributions that sport can make to the challenges and outcomes raised through consultation.

The proposal addresses four key challenges:

1. Encourage and empower more young people in positive activities
2. Encourage more young people to become involved in their communities
3. Provision of better information, advice and guidance to young people
4. Provision of better and more personalised support for each young person



Choosing Health: Making Healthy Choices Easier: Department of Health White Paper Executive Summary 2004

The paper sets out the governments' new approach to public health. At its core it seeks to enable everyone to "Choose Health". It aspires to offer support and assistance to people who wish to improve their health. It sets out details of areas of important change, including key changes regarding Physical Activity. Action will be targeted under the areas of:

- Health in the Consumer Society
- Children and young people – starting on the right path
- Work and Health
- Health promoting NHS

Sport England 'Towards a Level Playing Field & A Sporting Future for the Playing Fields of England'

Sport England is the National Agency for the protection and development of sport. Local authorities have a statutory planning requirement to consult with Sport England. Sport England's 'A Sporting Future' sets out policies to oppose the loss of playing fields through development unless one of the following five exceptions apply:

- A quantified documented assessment of current and future needs has demonstrated to the satisfaction of the Sport England that there is an excess of playing field provision in the catchment and the site has no special significance to sport
- The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quality or quantity of pitches or adversely affect their use.
- The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any part of the playing pitch)(including the maintenance of adequate safety margins), a reduction in the size of the playing area of any playing pitch or the loss of any other sporting /ancillary facilities on the site
- The playing field or playing fields which would be lost as a result of the proposed development would be replaced by a playing field of equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development
- The proposed development is for an indoor or outdoor sports facility, the provision of which would be sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing fields

Summary of Local Government National Report June 2006

“Public sports and recreation services: making them fit for the future”

The Audit Commission in association with Sport England undertook a study aimed examining how local authorities in England are managing their approach to providing their public sports and recreation facilities and their attempts to improve access and value for money.

Strategic Planning

The strategic planning of local sport and recreation services is underdeveloped and performance management is weak, restricting the ability of councils to assess the impact of services on local and national priorities. Few councils work in partnership in the procurement of their sports and recreation services and successful strategic engagement between sports and recreation services and the health education sectors is rare. Partnership working with education providers has been encouraged but the large and increasing investment in school sports facilities is not being used as effectively as it could be to provide fit-for-purpose community sports and recreation facilities.

Operational management

No single management option delivers the best overall value for money, or consistently results in more investment or higher levels of participation, however in-house services tend to be significantly more expensive than the other options. The transfer of facilities to trusts potentially releases funds for much needed local investment but where taxation savings are re-invested they have tended to support maintenance budgets rather than assist significant and often needed rationalisation and improvement of provision.

Options appraisals

There has been a marked increase in the number of councils that review the management of their sports and recreation facilities. Where market testing had taken place, it was often poorly managed and focussed on financial criteria rather than outcomes for the community. Councils are not helped in making secure, long-term decisions by complicated taxation laws and regulations.

Inconsistencies mean that many councils' are missing both significant cost savings and efficiency opportunities and as a result they are failing to reconfigure current provision to be able to meet future participation targets and community needs.

Recommendations

- Councils should improve the strategic planning of sports and recreation provision and increase overall efficiency by: assessing current and future sports and recreation needs; forming partnerships to aid the planning, procurement and delivery of services; appraise the options for delivery and test the market to ensure that the best value option is identified; and improve the collection, analysis and use of performance information.
- Government should ensure greater coherence of funding streams and initiatives across government departments; ensure that schools seek specialist advice, at an early planning stage, on the design and management of school community sports facilities; develop concise guidance and advocate the use of standard contract documentation for procurement of contracts; promote opportunities for councils to work together in strategic partnerships; and use Centres of Excellence and their partners as regional advocates of those procurement standards and guidance and capacity building, advice and training.
- The Audit Commission will consider the extent to which councils have appraised the options for delivering sport and recreation services and develop a planning guide to assist and assess councils' planning procurement of sport and recreation services.

The Equity Standard - A Framework for Sport

The Equity Standard, launched in 2004, is a framework to guide sports and community organisations towards achieving equality drawing on lessons from *Achieving Racial Equity: A Standard for Sport*, published by Sporting Equals in December 2000.

The rationale for the Standard is based on research showing that many sports have low participation levels by women and girls, ethnic minority groups, disabled people and, in some cases, young people. The Standard is based on two broad

areas of activity and four levels of attainment each with a range of outcomes, suggested key tasks and suggested evidence. The two areas are:

- Developing Your Organisation
- Developing Your Services

The levels of attainment are:

- Foundation
- Preliminary
- Intermediate
- Advanced

The Standard acknowledges that different sports are currently at different starting points and as such different equity area needs will depend on the sport, the role and the environment.

Suggested Key Tasks include carrying out impact assessments and reviews of all policies, providing schemes that include guidance and support for clubs to target and engage under-represented groups in all capacities: participants, coaches, administrators and officials and providing guidance and information on funding streams that target local club development and/or social inclusion.

One of the outcomes under Developing Your Service at Advances level is to show an increase in the number of athletes from under-represented groups at performance and excellence levels of sport. One of the suggested key tasks is to:

'Analyse current performance pathways and develop specific programmes to ensure equitable investment and provision. This might include:

- Education and training for coaches, managers and selectors.
- Information and training for parents and carers.
- Revised strategic and competition planning, including investment strategies.
- Youth development programmes that target under-represented group.
- Revised training camp structures.'

Some of the agencies using sport and physical activity as a tool for addressing wider issues include Primary Care Trusts (PCTs), The Princes Trust, United Kingdom Anti-Drugs Co-ordination Unit, The Youth Justice Board and Youth Offending Teams (YOT).

A report by The Prince's Trust, 'No Ball Games? – Getting young people into education, employment and training' (August 2004) highlighted the fact that 87% of respondents believe that sport is a good way of keeping young people out of trouble and that 47% of disadvantaged young people believe there are not enough activities for young people to do in their communities.

With this realisation of the value of sport to the wider agendas has come the need to ensure a high standard of provision for sport and recreation. Changes are being made as to the way provision and performance in sport and recreation services are to be assessed in terms of quality standards.

Local Public Service Agreements

The second generation (2G) of Local Public Service Agreements (LPSA) challenges local authorities to improve public services and find innovative, sustainable ways of working with local partnerships. Recently published guidance notes, (November 2004), highlight local authorities can use sport and physical activity to develop their LPSA strategy.

The guide provides advice on issues that need to be considered and some examples of possible outcome indicators. All 2G LPSAs must:

- Address the priorities for improvement locally
- Demonstrate value for money
- Deliver outcomes that people value and recognise

Whatever objectives Local Authorities agree with their partners they then have to agree specific outcomes and measures of improvement in performance (the 'Stretch'). The choice of indicator is determined entirely by the outcome identified the priority for improvement, but all indicators must be robust i.e. are conceptually valid, well-defined, verifiable, timely, free from perverse incentives, reliable, unambiguous and statistically valid. A possible example would be:

'Young people participating in at least 60 minutes of moderate intensity sport (including moderate intensity recreational walking) on 3 or more days each week.'

Towards an Excellent Service (TAES) – a performance management framework for sport and recreation services

This new framework is being actively promoted by: Sport England, DCMS, CCPR, CLOA, Audit Commission, ISRM, NASD, IDeA and ILAM. It is based around self assessment and has the potential of being linked to local government performance reviews. It has eight themes that are relevant to CSPs and the YCB alike:

- Leadership
- Policy and strategy
- Community engagement
- Partnership working
- Use of resources
- People management
- Standards of service
- Performance measurement and learning

Comprehensive Performance Assessment (CPA)

The Commission assesses the performance of councils and the services that they provide for local people. These assessments help councils to focus on improvement. The assessments comprise evidence from other inspectorates plus the Commission's judgements.

The City of Wakefield Council is now recognised as a 'fast improving' Council. Following a poor CPA review in 2002, the Council responded to the findings of the review by developing an improvement plan to tackle the organisational and delivery issues identified. The Council was re-assessed as 'Fair' in 2004, and in 2006 won the Local Government Award for the Most Improved Council.

Realising the Potential of Cultural Services – The Case for Sport

Sport has a key role to play in the cross cutting agenda, with a valuable contribution to improving health, reducing crime, improving educational attainment and learning new skills, community development and enhancing the environment.

Playing Pitches and Outdoor sports provision, are key elements to sporting provision within communities. The research findings reported in the *Realising the Potential of Cultural Services* include the following conclusions:

- 'Sports facilities can make an important contribution to the physical infrastructure of communities, providing a social focus for a community and positively impacting on people's perception of their neighbourhood.'
- '...the maintenance of otherwise under-used community facilities and wider environmental recreation-related improvements (parks, playing fields, pathways) have a significant role to play in the development of the quality of life in communities'

Tackling Social Exclusion

Tackling social exclusion is one of the Government's highest priorities, evidenced by the establishment of the Social Exclusion Unit.

National programmes to encourage social inclusion include New Deal for Communities, Sure Start Employment, Sport, Education and Health Action Zones. Policy Action Team (PAT) 10 on Arts and Sport collated best practice in using arts, sport and leisure to engage people in deprived communities. The PAT 10 report highlighted one vital role that sport can play in tackling social exclusion and concluded the following:

- Sport has a beneficial social impact and builds confidence
- Sport contributes to neighbourhood renewal
- Benefits should be widely spread
- Sport and regeneration can work together and are fundamental to community involvement
- Sporting bodies acknowledge social inclusion
- Sporting excellence should be a priority.

There is clearly a growing vision on how sport and leisure can be used to address social inclusion, contribute to improved health indicators and help a culture of lifelong learning and support.