



Creating sporting opportunities in every community

# **Linking Facility Planning and Development into the wider local agenda**

**A short guide to the wider performance management agenda**

September 2008



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## Introduction

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The Government's aim, as set out in the Local Government White Paper, is that there should be complete coherence between the Sustainable Communities Strategy (SCS) and all other plans for the area, including the Local Development Framework (LDF).

The aim of this guide is to provide practical suggestions on the steps that sports professionals within local authorities, planners and Local Strategic Partnerships (LSPs) can take to develop a more collaborative approach to achieve this. In particular the links between sport and Sustainable Community Strategies, local area agreements and the planning policy framework.

It addresses the importance of raising the profile of facility planning and linking it into wider agendas and the planning policy framework. It also looks at how facility work can engage in these processes, the benefits and when to make the links

The White Paper describes the role of local authorities as 'place shapers' providing the strategic leadership needed to bring together various local agencies and groups, in order to build a vision of how to respond to and address the challenges facing a locality in a co-ordinated way. They will do this in a variety of ways but critically through partnership, by developing a joint vision, supporting and working with other bodies and commissioning others. The White Paper envisages that the conditions for effective partnership working will be enhanced through:

- Requiring local authorities to prepare the Local Area Agreement (LAA) in consultation with others and placing a duty on the local authority and named partners to co-operate with each other to agree targets in the LAA;
- Making clear that the SCS and other local plans should have regard to each other;
- Streamlining the procedures for involving communities in the creation of SCSs;
- LAAs and LDFs; and
- Improving and integrating strategic planning procedures.\*

Many of the processes involved are complex and can lead sport professionals to assume that collaboration is difficult. The core message is that a positive and productive relationship between



the LSPs and local sport professionals can commence at any stage through relatively easy, practical, and incremental steps. The most important step is to make a start in whatever way is most appropriate for each specific local circumstance.

*\* Planning Together Local Strategic Partnerships (LSPs) and Spatial Planning: a practical guide - January 2007 Department for Communities and Local Government*

## Sustainable Community Strategies

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The role of the Sustainable Community Strategy (SCS) is to set out the strategic vision for a place. It provides a vehicle for considering and deciding how to address difficult cross-cutting issues such as the economic future of an area, social exclusion and climate change. Building these issues into the community's vision in an integrated way is at the heart of creating sustainable development at the local level.

The SCS is prepared by the local authority with Local Strategic Partnership (LSP) partners and in consultation with local people, businesses and community and voluntary groups. Like the LDF, it must also take account of national and regional priorities and integrate with other local plans. The SCS balances and integrates social, environmental and economic needs and goals, based on shared evidence and agreed priorities across the partnership.

Integration between the work of the LSP and the operation of local planning for sport is vital to the community leadership role now envisaged for local authorities. The new system is based on the integration of all local strategies for place-shaping and quality of life. It demands a clear grasp of corporate priorities, and the priorities of other key local delivery agencies and public bodies working through the LSP. It follows that both the responsibilities of the LSP, and those of sports development and planning policy, need to be strategically represented within local authority corporate management arrangements, directly linked into the responsibilities of Cabinet and organised to ensure that elected members play an increasingly active part.

The Government is proposing to strengthen the involvement of elected members in LSPs, with local authority leaders expected to act as or approve the LSP chair, and executive portfolio holders playing a key role on appropriate thematic partnerships. The Local Government White Paper also makes proposals to strengthen collaboration in two-tier areas where local planning authorities are responding to county LSPs and LAAs.



In summary the Sustainable Community Strategy (SCS) is

the 'story of place'

the overall strategic direction for economic, social and environmental well-being

the 10-20 yr vision

developed through LSP

a robust, evidence-based needs informed by community aspirations

including other strategies

delivered through 3-year Local Area Agreements

- **What sport can bring to the Sustainable Community Strategy** - Sport is well placed to bring value to Sustainable Community Strategies. (SCS) The move away from prescriptive Performance Indicators means that there are now broader objectives being set e.g. "Increase opportunities for people to be involved in art and sport based activities" "Increase the opportunities for people, especially the young, to participate in physical activity" (West Wilts Community Strategy 2004 -2014)
- **What the SCS can do for sport** - The Sustainable Community Strategy is a local vehicle for raising the importance of sport in delivering broad outcomes Sport can be a means by which, sometimes vague, community aspirations, can be given substance.
- **The key thing you need to consider** – Whilst it may be written by a Council officer, the SCS is a document produced by the Local Strategic Partnership, (LSP) if you have no connections to this body, your chances of influencing the SCS are that much less.
- **Key pointers to success - do's and don'ts**

Do get to know the work of the LSP, make the connections

Do understand how you can use sport to deliver on the real priorities of those who make the decisions in your authority.

Don't over promise, sport will be one of many ways of achieving your SCS priorities, trying to use it to deliver on them all will lose credibility.

Don't compete with other agendas, join up and deliver.



Taunton Deane Council has, as part of their Community Strategy approach, developed with the Public Health network, a Progress Project. This is aimed at encouraging older people to participate in physical exercise and thereby reduce the number of falls. This meets one of the PCT indicators, but is also a good example of engaging with sport to deliver broad community outcomes around improved quality of life.

## Local Area Agreements

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The Sustainable Community Strategy should establish long-term goals, but also set short-term priorities for action through the Local Area Agreement (LAA) described in the 2006 Local Government White Paper as the SCS delivery plan. LAAs have locally established themes, and the latest round (LAA2) selects 35 indicators from the government's new 'single-set of 198 national indicators' (there were previously 1,200). The LAA is the delivery contract between central government and local government and its partners. The Department of Communities and Local Government have produced a guide "Negotiating New Local Area Agreements which is available at

<http://www.communities.gov.uk/documents/localgovernment/pdf/476151.pdf>

LAAs represent the only measures on which central government will performance manage outcomes delivered by local government (working alone or in partnership) and cover four themes and 7 Priority Outcomes (linked to departmental PSAs)

The themes are;

Children & Young People  
Safer & Stronger Communities  
Healthier Communities and Older People  
Economic Development and the Environment

The Seven Priority Outcomes are

Stronger Communities  
Safer Communities



Children & Young People  
Adult Health & Wellbeing  
Tackling Exclusion & Promoting Equality  
Local Economy  
Environmental Sustainability

It is important that sport is represented as part of the outcome targets for the LAA, both for the benefits that it can uniquely deliver, and through the contribution that it can make to broader community outcomes.

### **What Sport can do for the LAA - Examples of national indicators with direct relevance to sport which may appear in the LAA**

- NI 6 Participation in regular volunteering
- NI 8 Adult participation in sport
- NI 57 Children and young people's participation in high-quality PE and sport
- NI 110 Young people's participation in positive activities
- To date, 75 of the 150 upper tier authorities who have had agreement on their LAA from the secretary of state have included NI 8 – Adult Participation in Sport, in their LAAs.

### **What sport can do for the LAA - Examples of sports potential contribution to achieving typical LAA outcomes**

- **Health & wellbeing** – recreation and sports facilities provision, sport development, sustainable transport, walking and cycling, 3x 30 minutes, 5 hour offer
- **Combating climate change** – sustainable transport, (walking and cycling), energy supply, recycling, facilities design bio-diversity, access to neighbourhood facilities/services
- **Safer communities** – design & landscaping, recreational and sports provision, interventions – positive futures, sport as a diversionary activity, engagement of young people in volunteering in sport, engagement of young people in clubs.



- **Vibrant and sustainable neighbourhoods** – local interventions, access to employment through sport and physical activity, access to sports facilities improving social and community cohesion, sport as a focus for “Sense of Place”
- **Infrastructure** – sustainable transport, (walking and cycling), Green routes, service co-location, (sports / health centres) safe and green environments, joint school provision and design for sport, joint use community infrastructure through Building Schools for the Future programmes
- **Social inclusion** – equal access to sports facilities and services, transport, supporting local economies and access to employment through sport, affordable activities, involving communities in plan making
- **Economic development** – availability of employment and access, transport, social and environmental infrastructure, facilities (location, accessibility, levels and type of tenure), access to local activities/facilities, energy conservation objectives and place shaping

In order to get sport related indicators and outcomes integrated into LAAs, sports professionals must engage with the relevant thematic groups of the Local Strategic Partnership. An example of where this has worked well is in Derby City, where sport has been placed centrally in the LAAs objectives and outcomes.

The Government has produced a report “Creating Strong Safe and Prosperous communities – Statutory Guidance, (July 2008) which sets out the legislative framework for these changes, the report can be found at;

<http://www.communities.gov.uk/documents/localgovernment/pdf/885397.pdf>

**Multi-Area Agreements** - Some areas will be negotiating voluntary Multi-Area Agreements (MAAs) to reflect local priorities that impact across local authority boundaries. These priorities will either be agreed alongside their LAA targets or captured in them, as they choose. It will be for the local partners involved to agree with the Government Office which measures they wish to use to track progress against their MAA priorities. These priorities will normally be broad based but there are opportunities for sport to be seen as a key tool in delivering, for example, improvements to the health of the community.

Walsall Council is one of Sport England’s “Facility Improvement Strategy” – FIS Authorities and the Council’s Unitary Development Plan - Policy LC7 sets direction for enhancing and





expanding existing sports facilities and for the development of new sports facilities on a sequential approach in town and District centres. It also addresses the contribution made to local sports provision by community schools. This policy sets direction for sport within the infrastructure and social inclusion policies for community planning.

[www.walsall.gov.uk](http://www.walsall.gov.uk)

## The Comprehensive Area Assessment (CAA)

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Comprehensive Area Assessment (CAA) will be introduced from 1 April 2009 as part of the new local performance framework, replacing the Comprehensive Performance Assessment (CPA) and Annual Performance Assessments. CAA will focus more on outcomes, on citizens' experiences and perspectives, and on areas rather than individual institutions. Its scope will encompass all outcomes delivered by local authorities working alone or in partnership. The CAA will have four key elements:

- A joint risk assessment undertaken by all local services inspectorates
- A scored direction of travel judgement for every local authority
- A scored use of resources judgement for every local public sector body
- Publication of performance and assessment against a reduced national indicator set

CAA is a performance assessment framework focused on the delivery of outcomes that are the responsibility of councils either alone or working in partnership with others. This means that CAA will consider, for example, health and well-being, community safety, economic development and children's and older people's services in terms of outcomes. Sport will be a means by which Councils will deliver these improvements and sports professionals will be involved in providing evidence of these outcomes, not only in relation to the service that they provide, but also through demonstrating the impact that it has in improving the quality of life for local people. The Audit Commission have published a consultation paper on CAA which can be found at [www.audit-commission.gov.uk/consultation.asp](http://www.audit-commission.gov.uk/consultation.asp)



CAA will have two main elements;

**An area assessment** that looks at how well local public services are delivering better results for local people in local priorities, such as health, economic prospects and community safety, and how likely they are to improve in the future

**An organisational assessment** of the council as a whole. This will combine use of resources and managing performance themes into a combined assessment of organisational effectiveness.

The **area assessment** takes the single tier and county council boundary as the starting point and will focus on the prospects for better outcomes (including health outcomes) for the people living in that area.

Of all the agendas within the Area Assessment to which sport contributes it is likely that sport will play a vital part of the CAA health assessment. For their assessment of this the inspectorates will draw on a range of sources of evidence, including variations in active participation levels, and will carry out additional investigation where analysis shows this is needed.

For the **Organisational Assessment** under CAA, the inspectorates will make maximum use of the performance management capacity of local public services and draw as far as possible on the information providers already use to self-assess and manage those services (including information on the satisfaction of local people with their locality and the public services they experience).

The **National Indicator Set** comprises 198 indicators against which all local areas will report. Within these, over 40 are either specifically badged as 'health' indicators (for example child obesity, healthy life expectancy at 65) or are of direct relevance to health. Thirty-one of the indicators are also in the Department of Health 'Vital Signs' published in January 2008. From these 198, LSPs have agreed with their region's Government Office up to 35 which will form the Local Area Agreement (LAA) and against which improvement targets are being set. (See above)

Under future CAA arrangements sports professionals and their partners will be expected to demonstrate how they are playing a broader role in their communities as they tackle significant challenges, such as improving health, tackling obesity, responding to the needs of the rapidly increasing proportion of older people, improving environmental sustainability, tackling climate change and reducing crime



- **What sport can bring to the CAA** – Delivering sporting opportunities to the community through working in partnership could be a major focus of future CAA inspections, raising the profile and significance of the service at corporate level.
- **What the CAA can do for sport** - Unlike the CPA, the new CAA will not focus on just the performance of individual institutions and local authorities. It will focus on the outcomes for the area as a whole and its people, secured by local authorities working alone or, more often, in partnership. It will take into account the experiences and views of the citizens in the area. Sport currently works within these partnerships, and normally has a good handle on how local citizens view it's importance and performance. Sport can, in that way, be an authority's focus of demonstration of these outcomes
- **The key thing you need to consider** – Are your partnerships working, both for you and for your partners? How are you viewed as a service? Do you make efforts to sell yourself to the community and design your services to meet their needs?

- **Key pointers to success - do's and don'ts**

Do accept that your role is, in part, to help your partners to deliver their aims, just as you expect them to help to deliver yours

Do look beyond sport for sport's sake, and recognize the special role that publically funded sporting activities can play in delivering wider objectives

Don't think that CAA has nothing to do with service delivery, you need to understand that service delivery is a means of delivering CAA outcomes.

Sport can be a powerful means of delivering community cohesion, a key CAA outcome, as demonstrated by the Park Foundation Football Club This was formed through a partnership between the University of Central Lancashire and Edge End High School in Nelson. A tightly focussed initiative, it brought deprived youngsters from white and ethnic communities together to form a football team, which went on to play in the local league. It gave individuals a greater sense of worth and broke down racial stereotypes amongst players and their peers. – Commission on Integration and Cohesion – Integration and Cohesion Case Studies.



# Local Development Framework

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The LDF is not one document (as the former Local Plans were), but a more flexible system often described as a 'folder' of different policies and plans. For the purposes of this guide, the most relevant parts of the LDF are:

The Core Strategy, which sets out the spatial vision for the local area in response to the SCS (taking account of national, regional and other local plans) and the views of citizens and local stakeholders in the planning system. The government is encouraging the integration of LDF Core Strategies with SCSs, although the former must remain clearly identifiable for examination by the Planning Inspectorate as part of the statutory adoption process.

The Statement of Community Involvement (SCI), which sets out the ways in which citizens and stakeholders will be consulted and engaged in developing and delivering local planning policy. At the moment the SCI is subject to independent examination through the Planning Inspectorate for statutory approval, but the Local Government White Paper is proposing to rescind this requirement. The government would prefer to see LSPs develop a comprehensive community engagement strategy which can apply across the requirements of the LDF, the SCS and the LAA (although the SCI must still be a clearly identifiable component within the LDF).

Area Action Plans which provide detailed planning frameworks for particular issues (such as promoting mixed communities or employment areas) or for areas of major change such as housing renewal, regeneration or growth areas, conservation etc.

These various documents within the LDF are prepared, and updated, at different times through a continuous process, the timing of which is set out in an LDF component called the Local Development Scheme.

Recent changes in the guidance on LDFs has changed the relative status of the above documents, with more emphasis now being placed on the core strategy as a delivery plan (rather like the local plan that the LDF replaced), and this has meant that there are more opportunities for sport related strategies to be included in the LDF as Supplementary Planning Documents. There are already examples of Open Space Strategies and Sports Strategies that act as SPDs within many local authorities, and this status is important in terms of setting provision standards and planning for meeting future population needs.



Many Councils are behind on their programme for the publication of the Core Strategy element of their Local Development Frameworks, having taken time to review their position following the dismissal of Litchfield's Core Strategy on the grounds of insufficient evidence of demand for recreation and green space provision. "The core strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution". PPS 12

See <http://www.communities.gov.uk/publications/planningandbuilding/pps12lsp>

- **What Sport can do for the LDF.** The Litchfield case has raised the significance of Sport in the minds of planners from an issue of minor significance, to a position where evidencing need for active recreation is as much a key compliance issue as any of the other requirements under Planning Policy Statement 12. (PPS12, re-published in June 2008, explains what local spatial planning is, and how it benefits communities. It also sets out what the key ingredients of local spatial plans are and the key government policies on how they should be prepared)

The move towards Single Regional Strategies with Regional Development Agencies taking on the role of the new Planning Bodies also provides opportunities for local authorities to work in partnership with other regional bodies, such as the Sport England Regions and County Sport Partnerships, to shape the future planning of sport at a higher strategic planning level.

- **What the LDF can do for sport.** Spatial planning is all about ensuring that the right infrastructure is in place at the right time and in the right locations. Get it right, and sport will be a priority for investment in future, in much the same way as education and roads have been in the past. A robust evidence base showing the need for facilities will provide a way of securing developer contributions towards capital investment in sport.
- **Things you need to consider** – Planning is a process based activity, if you don't take the time to understand how it works, the only loser will be sport. Planners will often be reluctant to include your strategies as adopted planning documents, and will often try to downgrade their importance in favour of other priorities, such as affordable housing and education. It is, therefore, vital that you gain senior management commitment to the integration of planning for sport in the Spatial planning process.
- **Dos and Don'ts for the LDF** –



Do try to understand the planning landscape, otherwise you will have to accept any reason given to you for the non inclusion of sport in the process

Do work with other interests to ensure that sport is provided as part of other developments, for example, in new schools provision

Don't accept that sport needs to come lower in the pecking order than roads or education. The LDF is supposed to ensure all future needs are met, remind them of Litchfield.

Many Councils are now adopting a comprehensive approach to facilities planning in order that their Sports Facilities Strategies can act as a Supplementary Planning Document, with the status that confers on future sports provision as part of the planning process. Plymouth City Council (another Sport England FIS authority) have mapped and are auditing all sports facilities in the City, 90% of which are not managed directly by the Leisure Department. This will help the City Council to develop an SPD delivering a comprehensive approach to future provision across all sectors to meet the growing demand from increased participation and population growth.

[www.plymouth.gov.uk](http://www.plymouth.gov.uk)

## Case study Derby City Council

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Derby City wished to ensure that Sport and Physical Activity were seen as delivering the corporate and community agenda. The City identified that, in the past, the sports services;

- Were internally focused
- Were managing Services not leading services
- Had a "Take" mentality
- Had a weak Partnership approach
- Were on the periphery of corporate functions
- Needed to reposition – internally & externally

As a result the Council determined to embed Physical Activity into Corporate and Community Strategies and Plans. It engaged in partnering with the Council's Policy Unit in the



development of the LAA, ensure that sport was embedding in other plans including the Public Health Strategy and Children and Young People's Plan. Specifically they jointly developed a target based on 7 hours per week of physical activity which could be delivered through;

Walking & Cycling to School – before School – LTP/ Cycle Derby

Physical Education – during school/ PESSCL

After School – OSHL/ Extended School

Weekend physical activity and sport

A Baseline was established in June 2006 for re measure in 2009

The outcomes of this initiative were to establish an LAA Stretched target which was Central to the Children and Young People's City Executive and to the Healthy City – 'Ticking time bombs'. It provided an increased Profile of Cultural City and of Sport & Leisure within the Council.. Other benefits included a greater emphasis on entitlement to sport and the sustainability of the service through increased capacity & funding, hidden and applied. The work of the department became central to the Councils aims and it became more of a partnership service working closely with BSF and Cityscape.

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