

Report to LED Monitoring Forum:

Date of Meeting 23rd November 2021

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A



East Devon DC Leisure & Built Facilities Strategy workscope

Report summary:

East Devon DC has recently developed a Strategic Outcomes Planning Guidance (SOPG) Diagnostic report to identify the Council's current position on a journey to improving the physical and mental health and wellbeing of its residents.

East Devon DC recognises the need for a strategic and sustainable approach to planning for future physical activity provision, based on local insight and locality evidence. The development of a Leisure Strategy will follow the SOPG approach i.e. use shared outcomes and insight to identify the actions needed to address local priorities for physical activity. It will include the development of a clear Vision for the future of physical activity facilities and services in East Devon, objectives to be achieved and an action plan setting out the Strategy implementation.

Is the proposed decision in accordance with:

Budget Yes No

Policy Framework Yes No

Recommendation:

Recommend to Cabinet to approve the Scope of Work for producing the Leisure Strategy & Built Facilities Evidence Base as detailed in the report.

Reason for recommendation:

To enable East Devon District Council to commence the preparation of its Leisure and Built Facilities Strategy in accordance with Sport England's guidance.

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Portfolio(s) (check which apply):

- Climate Action and Emergency response
- Coast, Country and Environment
- Council and Corporate Co-ordination
- Tourism, Sport, Leisure & Culture
- Democracy, Transparency and Communications
- Economy and Assets
- Finance
- Strategic Planning
- Sustainable Homes and Communities

Equalities impact Low Impact

Climate change Low Impact

Risk: Low Risk;

Links to background information

Link to [Council Plan](#)

Priorities (check which apply)

- Better homes and communities for all
 - A greener East Devon
 - A resilient economy
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Purpose of report

East Devon Leisure Strategy

SOPG – Scope of Work

Background Context

Based on the finding of the SOPG Diagnostic, there is a need to:

(a) Produce the following reports, to provide the evidence base for physical activity provision:

- Leisure Strategy (drafted using the SOPG approach)
- Built Facility Evidence Base
- Playing Pitch Strategy (PPS) N.B. this is being undertaken as a separate element of work by East Devon DC's Planning Policy team.
- Soft Market Testing Exercise for the leisure contract

(b) Undertake the following to inform the above reports:

- Undertake a residents' survey to provide evidence and insight of current needs, behaviours, interests and influences in relation to physical activity in East Devon.
- Undertake additional focussed community engagement with stakeholders who can represent hard to reach groups, and/or hard to reach groups direct.
- Undertake further detailed consultation with East Devon DC officers from other departments/service areas to discuss the role that the leisure service and/or facility stock could play in supporting the delivery of council-wide objectives and outcomes.
- Consult with Active Devon to understand the changing role of Active Partnerships and how this may impact on the work that LED currently undertakes.
- Commission national Facility Planning Modelling for Swimming and Sports Halls once the Local Plan Review is completed and outcomes for housing are known.
- Contribute to the review of all existing dual use arrangements to ensure that they are fulfilling the needs of residents and are financially sustainable for East Devon DC, and make recommendations for their future operational management and delivery.
- Review the financial arrangements between East Devon DC and LED with consideration given to introducing a business plan through to the end of the contract period, replacing the Service Fee with a baseline Management Fee increased by RPI annually, a revised Profit and Loss reporting format to be agreed with East Devon DC, clearly showing the management fee payment allocated to each site Profit and Loss account.
- Confirm all financial, timescale and policy elements of East Devon DC's commitment to inform and guide implementation of the Interventions.
- Undertake a headline appraisal of East Devon DC's operational management options

The Scope of the East Devon DC SOPG

- Develop the district's physical activity context to reflect its natural assets, built and outdoor resources to link into the Playing Pitch Strategy (PPS) and Open Space work
- Development of a vision for physical activity in East Devon through the development of a leisure strategy
- Establishing the role of physical activity in contributing to East Devon communities' health and wellbeing and East Devon's Statement of Intent and new Council Plan 2021 - 23
- The role of leisure in contributing to East Devon's Public Health Strategy's aims to (1) help more people be and stay healthy, (2) to enhance self-care and community resilience, and (3) to integrate and improve support for people in their homes
- The rationale for East Devon DC's provision and how this is targeted in the future
- Contribute to a review of all existing dual use arrangements to ensure that they are fulfilling the needs of residents and are financially sustainable for East Devon DC, and make recommendations for their future operational management and delivery.
- A review of national relevant strategies and policies, including Moving Communities' trends
- A review of local relevant strategies and policies, including Moving Communities' data
- A review of leisure industry best practice
- A review of other comparable local authority leisure services and sharing of lessons learned
- Impacts of Demographic and Socio-Economic specific to East Devon
- Review of each facility in relation to key strategic factors: meeting local need; community capacity; adjacency to/competition with other provision; financial (cost, investment, income generation); building condition; catchment areas; unmet demand; key users e.g. schools for curriculum delivery
- The process for developing the Built Facility Evidence Base will follow ANOG (Assessing Needs and Opportunities Guide for Indoor and Outdoor Sports) guidance from Sport England
- Identification of communities not currently served by existing facilities
- Review the financial arrangements between East Devon DC and LED with consideration given to introducing a business plan through to the end of the contract period
- Identification and assessment of operational options for future delivery and indicative financial implications (this will include other potential sources of funding where identified)
- A soft market testing exercise for the leisure contract
- A review of LED, East Devon DC and Active Devon community outreach services
- Consider the options for future operational delivery of East Devon DC services and facilities, in line with the Sport England Leisure Services Design Guidance (LSDG)

Development of a Leisure Strategy reflecting the SOPG approach, and setting out:

- Existing provision – facilities and services
- Stakeholder engagement, including a residents' survey
- Development of national and local strategic context and policy
- Assessment of the East Devon demographic
- A Needs Analysis for East Devon (facilities and services, supply and demand)
- A new Vision and Strategic Framework for Physical Activity provision in East Devon - why, what, where, and how this links to and reflects shared priorities for East Devon
- Identification and Assessment of operational models, including financial implications for East Devon (how and who?)
- Delivering the Vision (this will reflect review and assessment of all other aspects of the brief), and what this means in terms of facilities, finance, timescales, resources (Interventions and Commitment)
- Headline operational options analysis

Methodology

To deliver the above, Strategic Leisure will:

- Undertake site visits to all East Devon leisure facilities and other main providers and undertake quantitative and qualitative site audits
- Commission national Facility Planning Model (FPM) runs for swimming pools and sports halls across the district once the Local Plan Review is completed and outcomes for housing are known
- Map all facilities and catchment areas
- Undertake a residents' survey to provide evidence and insight of current needs, behaviours, interests and influences in relation to physical activity in East Devon
- Undertake stakeholder engagement (clubs, schools, parish and town councils, NGBs and identified stakeholders)
- Undertake consultation with key East Devon DC contacts from other departments/service areas
- Review East Devon DC facility performance and usage
- Development of national and local strategic context and policy
- Assessment of East Devon DC demographic
- Review LED, East Devon DC and Active Devon community outreach services
- Identify communities not currently served by existing facilities and services
- Review of each facility (LED plus other providers) in relation to key strategic factors: meeting local need; community capacity; adjacency to/competition with other provision; financial (cost, investment, income generation); building condition; catchment areas; unmet demand; key users e.g. schools for curriculum delivery
- Develop a Needs Analysis for East Devon DC (facilities and services, supply and demand) Identification and assessment of operational options for future delivery and indicative financial implications (this will include other potential sources of funding where identified)
- The process for developing the Built Facility Evidence Base will follow ANOG (Assessing Needs and Opportunities Guide for Indoor and Outdoor Sports) guidance from Sport England
- Development of a Strategic Outcomes Planning Guidance (SOPG) report as above following the following SOPG key elements as a minimum:

Outcomes
Insight
Interventions
Commitment

Given the amount of work already undertaken as part of the SOPG Diagnostic, we do not envisage significant new work for SOPG Stages 1 and 2. The focus of this work overall would be Stages 3 and 4 to develop a Leisure Strategy and way forward for provision in the District:

SOPG	Methodology	Outcomes
Introduction	An SOPG report sets out the strategic direction for a LA and its future approach to physical activity provision – services and built infrastructure (formal and informal) and the active environment. To do this there is a need to understand the location and current position of the local authority i.e., what it is currently providing, why, where, and how and the impact of this within a local community, plus any other local factors relevant to future sport and physical activity provision e.g., existing outreach programmes.	Local context

SOPG	Methodology	Outcomes
Stage 1 – Develop Shared Local Strategic Outcomes for your Place		
Develop an understanding of the wider shared local outcomes for you place	SLL has already undertaken a review of existing policy and strategy e.g., Corporate Strategies, the Local Plan, Public Health Strategy to understand EDDC's priorities for health and wellbeing, community development, housing growth and S106/CIL, economic development and physical activity. We will also review FPM runs, Active Lives data, and the approach the LA is taking to active travel and the wider active environment. It is also important from the outset to be clear about a LA's carbon neutral commitments, and its priorities for social value.	Identification of shared local priorities. Development of local physical activity outcomes which reflect the contribution to be made to identified local cross-sector priorities
Using a cross-sector approach identify local community needs and priorities	We will review any other cross-sector policy and strategy to understand wider priorities for health, education, infrastructure planning proposals, local authority re-organisation, opportunities for external funding, and private sector investment. The Local Plan is integral to all of the above and we recognise the need to engage further with EDDC planners over the emerging Local Plan in developing the full SOPG.	
Establish the contribution sport and physical activity can make	Understanding the above enables a clear understanding as to where sport and physical activity can make a contribution to addressing local priorities e.g., in EDDC it's about ensuring access to appropriate physical activity opportunities across the district; this needs to be considered given the significant growth in population over the next 10 years due to residential development (e.g. Cranbrook), and the opportunity to develop interventions which encourage the inactive to integrate more movement into their daily lives and therefore a positive impact on the all other aspects of life.	
Secure Buy-In to the shared local Strategic outcomes	There is currently no shared vision and outcomes supporting healthier lifestyles, physical and mental health and wellbeing and increased levels of physical activity. Stakeholders will be the key partners for future provision so it is critical that everyone signs up to a shared vision and local outcomes; these will drive the development of later interventions.	Agreed vision and shared local outcomes
Stage 2 - Understand Your Community and Your Place		
Gather Insight from the local community and stakeholders to identify barriers and opportunities for behaviour change	SLL has already undertaken significant consultation in EDDC. For the SOPG Diagnostic however, as highlighted in that report, there is a need to extend this. It is suggested that the following are consulted with as a minimum: <ul style="list-style-type: none"> - CCG's - Public Health - Local Sports Clubs - Parish and town Councils - The Education Sector - The Tourism Sector - Marginalised groups - Organisations representing older people, younger people, those in social care, those on low incomes, those with a disability etc. - All providers of physical activity facilities - Transport 	In depth understanding of a local community, how it functions and differs across an area, why the barriers to taking part are as they are, emerging ideas how these can be addressed, and appreciation of how life inequalities really impact on health and well-being.

SOPG	Methodology	Outcomes
	<p>- Arts/Cultural Sector</p> <p>SLL will lead on the community consultation on behalf of EDDC. This will be delivered through an online survey and focus groups.</p> <p>To determine whether EDDC is receiving value for money from the current leisure management arrangement, a market testing exercise (SMT) should be undertaken to inform future decision making.</p> <p>Need for up to date Facility Planning Modelling reports (FPM) to inform the supply and demand analysis.</p>	
<p>Consider the contribution from the wider physical and social environment</p>	<p>The demographic, social and health profile for the borough is already developed but we will add to as appropriate from the additional consultation undertaken.</p>	
<p>Establish where you are now and where you want to be in the future</p>	<p>We will review and extend the existing Insight findings to provide a position statement which sets out:</p> <ul style="list-style-type: none"> • The health and physical activity inequalities profile of the area • Key physical activity and health inequalities to be addressed • Barriers to taking part in physical activity • Potential opportunities to address this e.g., proposals for the active environment and active travel, infrastructure development, outreach programmes • Existing and potential partners 	
<p>Agree the objectives needed to contribute to the shared local strategic outcomes</p>	<p>Based on these findings, we will review and develop a set of revised objectives, designed to resonate with all stakeholders who we need to buy into them, and which reflect the challenges identified by local people.</p>	<p>Agreed objectives – pragmatic, realistic and sustainable- which are needed at local level to contribute to shared local strategic outcomes.</p>
<p>Stage 3 Identify How the Outcomes can be Delivered Sustainably</p>		
<p>Consider a range of service and facility interventions across the broad range of provision</p>	<p>EDDC has made significant interventions to retain its leisure facilities operated by LED. Interventions include both significant capital and revenue investment.</p> <p>Future interventions of any description need to be evidence-based, so that investment is aligned to an agreed Vision, priorities and outcomes for physical activity, that contribute to a healthier East Devon.</p> <p>In other words, future investment needs to be on the basis of an agreed Leisure Strategy framework.</p>	<p>Identification of the optimal mix of interventions – service and built, plus the wider active environment, where these should be implemented, the partnerships behind them, and how. They should be managed and delivered.</p>

SOPG	Methodology	Outcomes
<p>Determine the optimal and sustainable mix of facility and service interventions</p>	<p>SLL will contribute to a review of all existing dual use arrangements to ensure that they are fulfilling the needs of residents and are financially sustainable for EDDC, and make recommendations for their future operational management and delivery.</p> <p>SLL will review the financial arrangements between EDDC and LED with consideration given to introducing a business plan through to the end of the contract period, replacing the Service Fee with a baseline Management Fee increased by RPI annually, a revised P and L reporting format to be agreed with EDDC, clearly showing the management fee payment allocated to each site P and L account.</p> <p>Through ongoing dialogue with EDDC and partners, we will develop the optimal mix of facility and service interventions. Engagement with Sport England, NGB's and external funding opportunities will be vital to test the interventions and support for them, which has the potential to be reflected in resources.</p> <p>The critical issues are that the optimal facility and service interventions:</p> <ul style="list-style-type: none"> ● Respond to identified Insight ● Contribute to agreed shared local outcomes 	
<p>Explore and identify effective management option(s) to deliver core facility and service intervention</p>	<p>Once optimal facility and service interventions are agreed we consider the management options. This needs to take account of existing local operational delivery models e.g., outsourced contract, local trust etc.</p> <p>Thinking about delivery models now is helpful to inform the subsequent business case, and also highlight the need for ongoing involvement with an operator in terms of e.g., building design. It is important at this stage to fully explore the operational delivery options and opportunities so that if the identified intervention is a building, these decisions and intervention can be bought together.</p> <p>This will result in increased integration, sustainability and better joined -up thinking. Potentially interventions will then also be more cost-effective with a clear strategic contribution to the shared local outcomes.</p>	
<p>Establish the core Key Performance Indicators (KPIs) for each intervention</p>	<p>We will develop KPIs for each of the agreed interventions. The KPIs should be useful and provide a measure of how each intervention will contribute to the shared local outcomes, because the intervention itself addresses identified local need.</p> <p>Equally it is important that the KPI can be evaluated and that means being able to collect the data to enable this to happen.</p> <p>KPIs relating to behaviour change are people-centric and may take some time to be evidenced. We develop KPIs</p>	<p>Agreed relevant KPIs for each intervention</p>

SOPG	Methodology	Outcomes
	which evaluate both short and longer-term impact to reflect this aspect of physical activity behaviour change.	
	In developing the KPIs we take into account resources at local level, who will be managing the interventions and the delivery model so strategic outcomes and operational delivery are inextricably linked. It is also crucial that these KPIs link to and reflect what partners are already collecting/need to collect to demonstrate contribution to shared outcomes. This underpins partnerships and commitment to transformational change at local level.	
Stage 4 - Secure Investment Commitment to Outcome Delivery		
<p>Agree an effective and sustainable business case</p>	<p>The Interventions identified as a result of the options appraisal may be services, built or the infrastructure e.g., walking and cycling routes for a more active environment, incorporating active travel.</p> <p>We will develop a sustainable business case for the agreed interventions.</p> <p>We will develop a revenue model setting out indicative programming, throughput, pricing and access policies, membership options, income, and expenditure. It will illustrate, taking into account any capital borrowing, sustainability of the interventions and whether there is a need for a long-term subsidy.</p> <p>Based on high level capital costs and an indicative facility mix reflecting the options analysis and Insight, SLL will develop revenue estimates to enable the discussion at political and senior officer level about commitment to the recommended way forward. This will provide an indicative position on level of investment required, how this might be funded and the impact of this on revenue costs linked to a future delivery model.</p> <p>Operational delivery models will be described in detail as are the delivery mechanisms behind development of the active environment and implementation of new/extended services.</p> <p>The business case also considers risk, contingency, and timescales.</p>	<p>Agreed sustainable business case, including resource requirements, partnership support roles, responsibilities, and implementation plan.</p>
<p>Identify resource requirements to support implementation</p>	<p>We will identify resource requirements – all sources/options for external/internal capital funding, revenue support, people, partners, and timescales to implement the interventions, set out in a project plan.</p>	
<p>Secure stakeholder support and move to implementation</p>	<p>The project and business case will be discussed with stakeholders to secure commitment to their implementation. Re-engagement with Sport England and external partners such as NGB's is critical to progress the interventions to the next stage.</p>	

Financial implications: The report has no direct financial implications at this stage.

Legal implications: The report does not raise any specific legal implications requiring comment.