

Report to Cabinet

Subject: Strategic Review – Community Facilities

Date: 9 November 2023

Author: Head of Communities and Leisure

Wards Affected

All wards

Purpose

For Cabinet to adopt the Vision and Outcomes from the Strategic Outcomes Planning Model review and to adopt the Playing Pitch and Outdoor Sport Strategy.

Key Decision

This is a key decision as the strategy is likely to have a significant effect on communities living or working in an area comprising of two or more wards.

Recommendation(s)

THAT:

- 1) Cabinet adopt the Strategic Outcomes Planning Model Strategy Stage 1.
- 2) Cabinet adopt the Playing Pitch and Outdoor Sport Strategy.

1 Background

Strategic Outcomes Planning Model

- 1.1 On 6 August 2022, Cabinet agreed to undertake a [Strategic Review of Community Facilities](#), based on Sport England's Strategic Outcomes Planning Model (SOPM). The purpose of this review is to understand 'why', 'where' and 'how' local physical activity, leisure, sport and wellbeing services can be continued to be delivered in a sustainable manner.
- 1.2 Max Associates acted as lead consultants on behalf of the Council for the development of the SOPM, while consultants ORH and Knight, Kavanagh and Page have also been contracted for their specialist expertise relating to the Sport England Facilities Planning Model and outdoor pitch strategy assessments.

1.3 The SOPM is developed through 4 stages:

1. **Outcomes:** Develop shared local strategic outcomes for your place
2. **Insight:** Understand your community and your place
3. **Interventions:** Identify how the outcomes can be delivered sustainably
4. **Commitment:** Secure commitment to a strategic approach and delivery of outcomes

1.4 The completed documents considered by this report are:

- **Strategic Outcome Planning Model (SOPM) – Stage 1 Outcomes:** to provide the overarching vision, strategy and insight to direct the work of the Council in supporting the health and wellbeing of its residents. The SOPM Stage 1 document can be found at Appendix A. A summary of the stakeholder engagement, resident survey and focus groups that have informed this work can be found at Appendices B to D.
- **Playing Pitch and Outdoor Sport Strategy (PPOSS):** to provide a strategic framework to ensure that the provision of formal outdoor sports facilities meets the needs of those who visit, live, work and study in Gedling. The PPOSS can be found at Appendix E.

1.5 This work has been based on Sport England guidance and frameworks to ensure it is sufficiently robust to support the emerging Greater Nottingham Strategic Plan and inform future business planning, resource allocation and applications for external resource.

1.6 Strategic Outcome Planning Model - Outcomes

Stage 1 of the SOPM work has identified Strategic Themes, a Vision and Outcomes through a comprehensive review of national and local policy and strategy and key local stakeholder engagement undertaken during November and December 2022.

1.7 It has identified the priority themes for Gedling Borough, as **Economy, Community and Place** and creates a synergy with the similar Gedling Plan 2023-27 themes. It has also identified the following vision statement:

“Gedling is a healthy borough with its people more active, more often, and promotes health equality across our communities.”

1.8 Figure 1 shows the Strategic Outcomes identified. These Outcomes have been aligned to one of the three priority themes and will steer the Council as it works with partners to achieve its strategic vision. In order to achieve each Outcome a number of interventions will need identifying, delivering and monitoring through the established Gedling Plan reporting. Financial sustainability has been identified as a key driver across the delivery of all Outcomes. All interventions for the future will need to balance community need against financial achievability and viability.

Figure 1: Key Strategic Outcomes of SOPM



Strategic Outcomes Planning Model Stage 2 to 4 – Insight, Interventions and Commitment

- 1.9 Once the Vision, Themes and Outcomes have been adopted by Cabinet, ongoing work will continue with partners and wider stakeholders to consider the most sustainable interventions to deliver our ambitions.

- 1.10 As part of the SOPM approach further background strategy work remains ongoing in line with the Stages 2 to 4 of the model referenced in paragraph 1.3. This will consider insight data to understand the socio demographic context of the Borough, the operations of indoor leisure facilities through an Indoor Built Facilities Strategy and a further review of public engagement work to highlight local behaviour patterns around physical activity, barriers to participation and encouragement factors.
- 1.11 Developing this robust evidence base will inform the most appropriate practical interventions that support the sustainable long-term delivery of outcomes identified in Stage 1. This may include further feasibility and business case planning for future leisure centre provision that meets the health and wellbeing needs of our residents while ensuring these services are achievable, sustainable and affordable.
- 1.12 Playing Pitch and Outdoor Sport Strategy (PPOSS)

The Playing Pitch and Outdoor Sport Strategy (PPOSS) builds upon an updated Assessment Report of outdoor sport provision in the Borough undertaken in 2022 and 2023. It provides a clear, strategic framework in relation to the provision of playing pitch and outdoor sport facilities across the local authority. It delivers:

- A vision for the future protection, improvement and development of outdoor sports provision.
 - A series of sport-by-sport recommendations and scenarios.
 - A series of strategic recommendations.
 - A prioritised area-by-area and site-by-site action plan to prioritise and address key issues.
- 1.13 The Strategy is delivered in accordance with Sport England’s Playing Pitch Strategy (PPS) Guidance (for playing pitch sports) and Sport England’s Assessing Needs and Opportunities Guide (for “non-pitch” sports).
- 1.14 The existing position for all sports is either that demand is being met or that there is a shortfall. The future position shows the exacerbation of current shortfalls and the creation of additional shortfalls for some pitch/facility types and in some areas where demand is currently being met.
- 1.15 The vision for the PPOSS is to:

“Ensure that Gedling Borough Council has a robust future proof evidence base to ensure the appropriate provision of community facilities for active sport providing exercise opportunity for all.”

Based on the Sport England Planning for Sport Guidance, 2019, the PPOSS aims are:

- To **protect** the existing supply of outdoor sport provision and ancillary

facilities where it is needed for meeting current and future needs.

- To **enhance** outdoor sport provision and ancillary facilities through improving quality and management of sites.
- To **provide** new outdoor sport provision and ancillary facilities where there is current or future demand to do so.

1.16 The Strategy has identified key issues affecting each outdoor sport based on a detailed assessment of local supply and demand. This then informs sport specific recommendations.

1.17 The strategic recommendations for the Strategy have been developed via a combination of information gathered during consultation, site visits and analysis which culminated in the production of an assessment report. Table A shows the key Objectives and Recommendations of the PPOSS.

Table A: Gedling Playing Pitch and Outdoor Sport Strategy Strategic Recommendations
<p>OBJECTIVE 1</p> <p>To protect the existing supply of outdoor sport provision and ancillary facilities where it is needed for meeting current and future needs.</p>
<p>Recommendations:</p> <ul style="list-style-type: none"> • Ensure, through the use of the PPOSS, that playing pitches and outdoor sport facilities are protected through the implementation of national and local planning policies when determining applications for planning permission. • Secure tenure and access to sites for high quality, development minded clubs, through a range of solutions and partnership agreements. • Maximise community use of education facilities where needed.
<p>OBJECTIVE 2</p> <p>To enhance outdoor sport provision and ancillary facilities through improving quality and management of sites.</p>
<p>Recommendations:</p> <ul style="list-style-type: none"> • Improve quality. • Adopt a tiered approach (hierarchy of provision) to the management and improvement of sites. • Work in partnership with stakeholders to secure funding. • Secure developer contributions through Section 106 Agreements where compliance is met with Regulation 122 of the Community Infrastructure Levy Regulations (as amended) (CIL Regulations) and Paragraph 57 of the National Planning Policy Framework (2021).
<p>OBJECTIVE 3</p> <p>To provide new outdoor sport provision and ancillary facilities where there is current or future demand to do so.</p>

Recommendations:

- Rectify quantitative shortfalls through the current facility stock.
- Identify opportunities to increase to the overall stock to accommodate both current and future demand.

- 1.18 The PPOSS includes a detailed site-by-site plan for all outdoor sport provision in the Borough. It provides recommendations based on current levels of usage, quality and future demand, as well as the potential of each site for enhancement. It considers current disused sites and the need for these to be brought back into use or replaced at alternative or new sites. It is not intended that the council delivers all recommendations itself. This strategy uses local need to guide the improvement and protection of outdoor sports provision in the borough and supports both the council and its partners to collaboratively secure the long-term sustainability of local facilities.
- 1.19 Regular monitoring and review of the PPOSS is essential. Should there be no review and subsequent update within three years of the PPOSS being signed off then Sport England and National Governing Bodies (NGBs) for sport would consider it and the information on which it is based to be out of date. Therefore, the council will undertake an annual review to assess progress against recommendations, lessons learnt, changes at key sites, any developments locally within a particular sport, as well as any other emerging issues or opportunities. This review will be reported back to the PPOSS Steering Group of partners which consists of the relevant NGBs and strategic facility operators.

2 Proposal

- 2.1 It is proposed that Cabinet:
- Adopt the Strategic Outcomes Planning Model Strategy Stage 1.
 - Adopt Playing Pitch and Outdoor Sport Strategy.

3 Alternative Options

- 3.1 Cabinet does not adopt the Strategic Outcomes Planning Model Stage 1 and the Playing Pitch and Outdoor Sport Strategy. However, following Sport England's most up to date modelling ensures that a robust assessment of community supply and demand has been undertaken to inform sustainable investment. As strategic documents they are essential to inform investment into facilities and community programmes that support the healthy lifestyles of our residents, in line with the Gedling Plan 2023-2027 priorities. This approach strengthens the capabilities of the Council and its community partners to obtain strategic funding to support the development of community facilities from national funding bodies and housing development contributions.
- 3.2 That Cabinet approve a different Strategy. This is not recommended as the SOPM and PPOSS are based on a Sport England modelling framework and incorporates

the most comprehensive assessment of national strategy and local partner strategy the Council has done for leisure and community facilities to date. It has also been based on extensive local stakeholder engagement. This work will be further enhanced, by the ongoing thorough assessment of community health and well-being need and facility performance and sustainability being undertaken as part of Stages 2 to 4 of the SOPM.

4 Financial Implications

- 4.1 A budget was established for the SOPM strategic review by Cabinet on 4 August 2022 drawing upon contributions from the Transformation Fund and the Leisure Strategy Reserve.
- 4.2 Should Cabinet adopt the SOPM Stage 1 and PPOSS there are financial implications if the Council wishes to secure investment to enhance its leisure and recreational facilities as part of its delivery. The further background strategy work, as part of Stage 2 to 4 of the SOPM, will determine an indicative financial position regarding the delivery of the Council's own indoor leisure facilities. This will be used to inform any further feasibility planning, which may require additional investment.
- 4.3 The Council will also use existing staffing resources to enable participation in, and development of, physical activity programmes with local communities and partners. Part of this model will be to influence the commissioning of local health services to meet the needs of the local population, to build capacity within the local community sports and voluntary sector and to inform additional external funding bids. Any external funding bids will follow the Council's external funding policy process and its financial regulations.
- 4.4 There are currently established budgets within service areas that enable the on-going delivery and maintenance of existing wellbeing programmes and recreational, leisure and community facilities that support residents to get more active. Council service areas will be reviewing the adopted PPOSS action plan to assess whether any future maintenance budget development may be required in order to protect the existing levels of facility provision.

5 Legal Implications

- 5.1 There is no statutory requirement to undertake an SOPM and its associated strategies. However, doing so ensures a sound evidence base to make informed decisions around the provision of community facilities in the future. Consultation undertaken has ensured that the views of relevant stakeholders, residents and user groups have been taken into account.
- 5.2 Both the SOPM and the PPOSS will enhance the Council's position to influence partnership delivery, seek external funding and raise other capital expenditure to encourage healthier lifestyles in our communities. Where either funding is obtained by the Council, or it seeks to contract third party organisations to support Strategy delivery, the relevant procurement or grant funding processes will be followed and legal contracts and funding or grant agreements will be established in accordance

with the Council's governance framework.

6 Equalities Implications

- 6.1 National research from Sport England shows there are some clear inequalities in opportunities, accessibility and experiences of physical activity, leisure and sport some of which have developed or been made worse since Covid-19, but most of which are long-term inequalities seen for many years.
- 6.2 Covid-19 has further highlighted and intensified many of the long-term inequalities in physical activity, leisure and sport – the people who faced the most barriers to activity before the pandemic have struggled the most to be active.
- 6.3 Tackling inequalities is at the very heart of this strategic review, the Council's ethos is that every person should have an equal chance to benefit from living an active life. The SOPM and its associated strategies will focus on the areas that will make the greatest difference. This includes ensuring people and communities have improved access to opportunities to be active in environments that are inclusive, safe and accessible, as well as being able to enjoy experiences with confidence, motivation and the capability to take part.
- 6.4 Ongoing strategy work will use local health and well-being data and further reflect upon stakeholder consultation and local and national strategy.
- 6.5 The strategies seek to have a positive impact on certain protected characteristics based on the data and consultation analysis undertaken. In particular it seeks to address health inequalities and this will support the opportunity for protected characteristic groups to benefit from opportunities to get active.
- 6.6 It is acknowledged that there are some gaps in national and local insight with regard to certain protected characteristic groups and this is reflected in the Equality Impact Assessment at Appendix F. Health and wellbeing and protected characteristic data in relation to physical activity will be reviewed on an annual basis to ensure positive impacts can be regularly reviewed where data indicates support may be required.

7 Carbon Reduction/Environmental Sustainability Implications

- 7.1 The SOPM and PPOSS provide the opportunity to contribute to carbon reduction in the Borough. Non-formal physical activity opportunities, such as walking and cycling, provide a more sustainable alternative to high carbon emission transport options and consideration of promoting these sustainable benefits from physically active travel will be considered as part of the Strategy delivery. The Strategy considers 20 minute neighbourhood and active environment models in the place shaping of local communities.
- 7.2 In addition, any future improvements made to the Council's local leisure and recreational facilities will seek the opportunity for carbon reduction through project delivery in line with the Council's Carbon Management Strategy.

8 Appendices

- 8.1 Appendix A: Strategic Outcomes Planning Model (SOPM) Stage 1 Outcomes
- 8.2 Appendix B: SOPM Appendix Stakeholder Report
- 8.3 Appendix C: SOPM Appendix Online Community Survey
- 8.4 Appendix D: SOPM Appendix Focus Groups
- 8.5 Appendix E: Playing Pitch and Outdoor Sport Strategy
- 8.6 Appendix F: Equality Impact Assessment SOPM and PPOSS

9 Background Papers

- 9.1 None.

10 Reasons for Recommendations

- 10.1 To ensure the Council and its partners are informed and directed by local consultation and data, other health and wellbeing insight, and national and local strategies when seeking to support residents to get more active and making its facilities and services more financially and environmentally sustainable.
- 10.2 Supporting residents to get more physically active has a significant positive impact on the physical and mental wellbeing of residents. This in turn can offer financial benefits for both the local economy through participation, but also reduce the long-term financial strain on local health services.
- 10.3 An adopted SOPM Stage 1 and PPOSS will enhance any external funding applications that the Council, and its statutory and community partners, seek in future for the development of local leisure facilities and physical activity opportunities for local residents.

Statutory Officer approval

Approved by: Mike Hill

Date: 24/10/23

On behalf of the Chief Financial Officer

Approved by: Francesca Whyley

Date: 18/10/23

On behalf of the Monitoring Officer