

# Assessing needs and opportunities guide for indoor and outdoor sports facilities

## How to undertake and apply needs assessments for sports facilities



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### Appendices

**Appendix 1 Sport England planning tools, data and guidance**

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#### **Development of the guide**

This guide has benefited from feedback received during the scoping stage in 2013 and the consultation on the draft guide during from December 2103 to February 2014.

The scoping and consultation involved engagement and contributions from a range of organisations including, , Government and national agencies, national governing bodies of sport, county sports partnerships along with development planning and leisure consultancies.

Sport England would like to thank all those who contributed to the development of the guide. Sport England was assisted in drafting the guide by NAA and AMEC, with input from KKP and Kit Campbell Associates.

July 2014

## Assessment

### STAGE A

#### Prepare and tailor the approach

Establish a clear understanding of the purpose, scope and scale of the assessment.

**Preparation** Purpose & objectives • Proportionate approach • Sports scope • Geographical scope • Strategic context • Project management

### STAGE B

#### Gather information on supply and demand

Establish a clear picture of the supply of facilities within your area. Establish a clear understanding of what the current and future demand for facilities are.

**Supply** Quantity • Quality • Accessibility • Availability

**Demand** Local population profile • Sports participation national • Sports participation local • Unmet, latent, dispersed & future demand • Local activity priorities • Sports specific priorities

### STAGE C

#### Assessment - bringing the information together

Using the data from Stage B to build a picture of the level of provision, looking at four key elements. Developing key findings and facility implications around the framework of protect, enhance, provide.

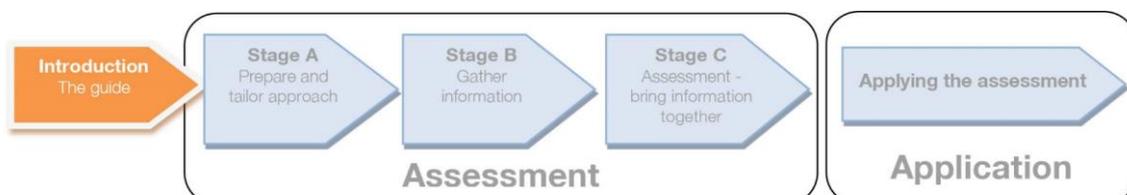
**Building a picture** Quantity • Quality • Accessibility • Availability

## Application

#### Application of an assessment

Using the outcome of the assessment to deliver key priorities in different settings.

**Settings** Sports facility strategy • Planning policy • Infrastructure planning • Development management • Funding bids



## Introduction

This guide provides a recommended approach to undertaking a robust assessment of need for indoor and outdoor sports facilities. The guide has primarily been produced to help (LAs) meet the requirements of the Government's National Planning Policy Framework, which states that:

*'Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.'* ([NPPF](#), Paragraph 73)

The guide, in part, seeks to replace the previous "Assessing needs and Opportunities: a Companion Guide to Planning Policy Guidance Note 17 (PPG17)" (ODPM/DCLG, 2002) which was cancelled by the Government on the 6<sup>th</sup> March 2014. The Government, within their [Planning Practice Guidance](#), refer to Sport England as providing guidance on how to assess the need for sport and recreation facilities.

### **Sports facilities as opposed to wider open space**

The approach set out in the guide has been developed so that it can be tailored to a range of sports facilities. However, it is important to note that the guide focuses on the needs for formal sport and recreation activities and the sports facilities required to meet these needs. The Guide is not intended to be used for assessing play, informal activities and wider open space needs.

### **Use for a variety of purposes**

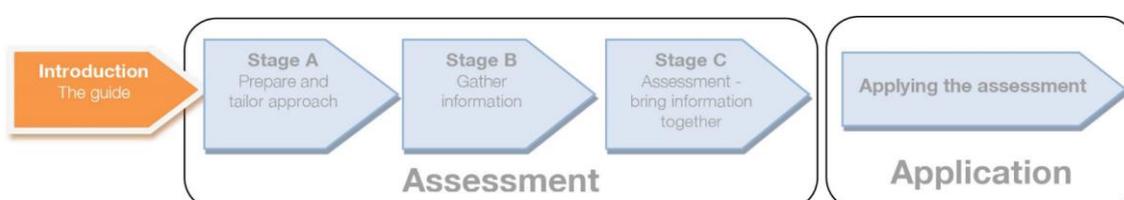
While primarily aimed at LAs, the guide can be used by other parties who may be looking to undertake an assessment of need for a particular purpose (e.g. to inform an investment decision or the development of a planning application) and for an appropriate study area (e.g. sub-regional or local). This may include use by National Governing Bodies of Sport, sports clubs, educational establishments and facility providers along with developers.

### **Tailor the approach and be proportionate**

The key for all parties using the guide is to ensure that they prepare and tailor their approach and that the work they undertake is proportionate to the purpose of the assessment.

The recommended approach will help LAs and other potential users to understand the current and future facility needs in an area and the adequacy of provision to meet these needs. This will take account of the range of providers; the importance of education, private and voluntary sector provision and, under the duty to co-operate, cross boundary supply and demand issues.

The guide is separated into two parts:



## Part 1 – Undertaking an Assessment

This is the main focus of the guide and sets out a three staged approach that identifies the key areas that need to be covered in order to produce a robust assessment. The three stages are:

- Stage A: Prepare and tailor your assessment
- Stage B: Gather information on supply and demand
- Stage C: Assessment – Bringing the information together

## Part 2 – Applying the Assessment

Whilst the guide focusses on how to undertake an assessment it is important to understand how the results of the assessment can be applied. The guide illustrates how the assessment could form the basis of a number of applications in a planning and non-planning setting, including:

- Sport and recreation facility strategy development
- Planning policy development
- Development management
- Infrastructure planning (including the Community Infrastructure Levy)
- Developing an evidence base for funding bids and to influence investment decisions

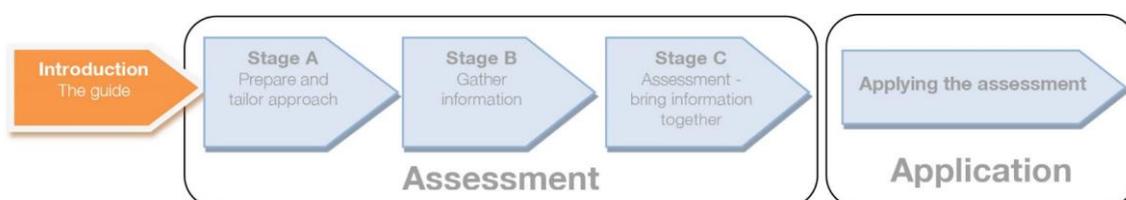
### Using the assessment to develop and deliver a strategy for sports facilities

In line with the NPPF (paragraph 73), it is important that alongside identifying specific needs and quantitative or qualitative deficits or surpluses of facilities, an assessment is used to determine what provision is required to meet both current and future needs.

To ensure that this provision can be provided and maintained, in turn ensuring a good degree of certainty that the needs can and will be met, an assessment should lead onto the development of clear and effective strategy.

A strategy for sports facilities in an area, founded on a robust and up-to-date assessment of need, should set out clear and prioritised recommendations and actions which will deliver and maintain the required provision. A strategy should therefore provide a prioritised infrastructure plan for sports facilities in an area which, supported by effective planning policies, will enable LAs to plan positively for sport in their area and help deliver the sporting provision the community needs.

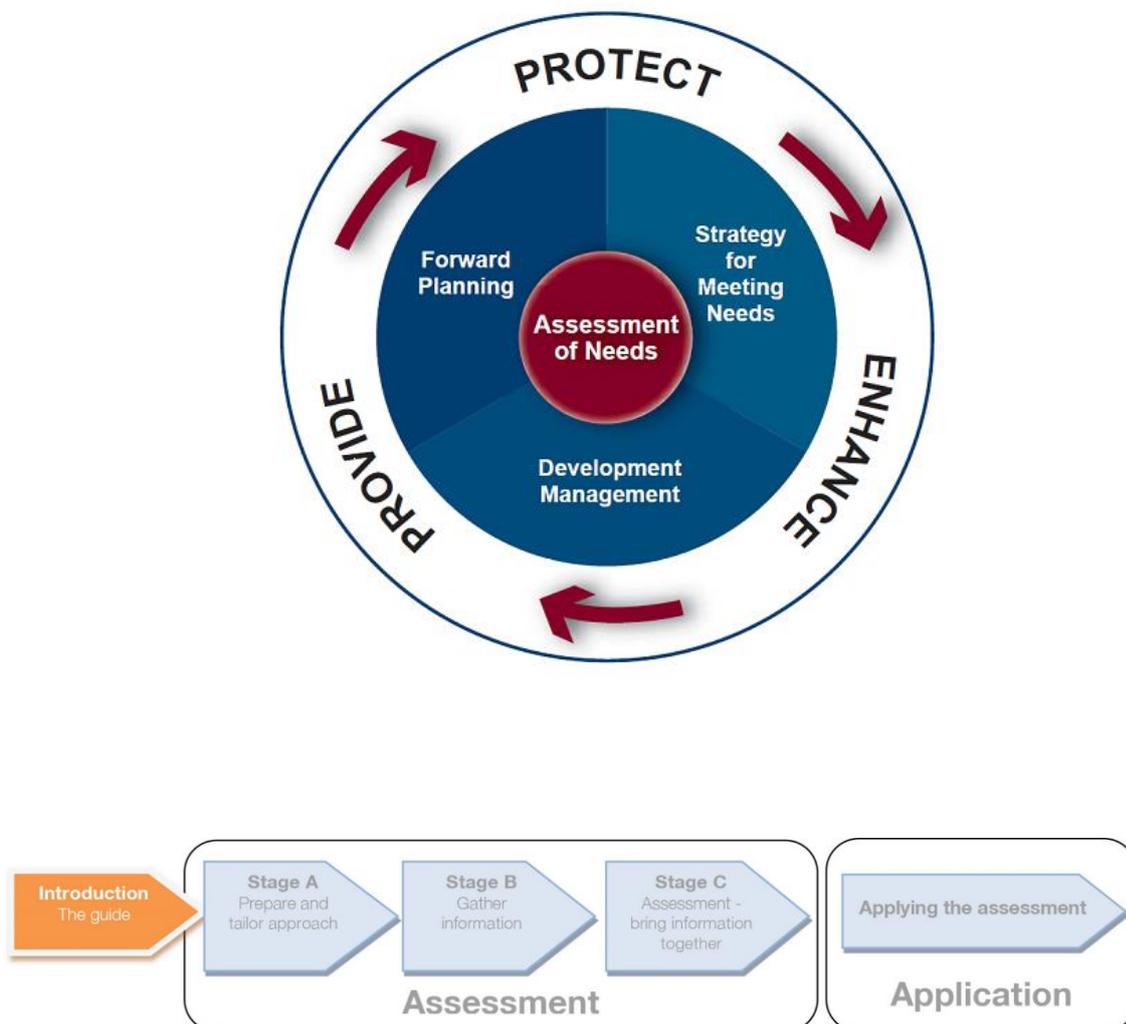
Sport England intends to review and update this guide as appropriate. To aid any review and update, along with sharing good practice, Sport England is keen to hear how the guide has been used. Details can be sent to: [planningforsport@sportengland.org](mailto:planningforsport@sportengland.org)



## Sport England's planning aim and objectives:

1. Sport England is focused on helping people and communities across the country create a sporting habit for life. Central to this focus is working to enable the right facilities to be provided in the right places. The planning system plays a key role in achieving this and as such Sport England aims to ensure positive planning for sport based on robust and up-to-date assessments of need for all levels of sport and all sectors of the community. To help achieve this aim Sport England's planning objectives are to seek to PROTECT sports facilities from loss as a result of redevelopment; to ENHANCE existing facilities through improving their quality, accessibility and management; and to PROVIDE new facilities that are fit for purpose to meet demands for participation now and in the future. These three objectives may form a useful structure for LAs and others when planning for sports facilities, including setting out the key findings of an assessment of need and presenting any resulting recommendations and actions.
2. Sport England works with partners, in particular LAs and the National Governing Bodies of Sport (NGBs), through the planning system to achieve these aims and objectives. In doing so, as presented in Figure 1, Sport England regards an assessment of need as core to planning for sporting provision. The results of an assessment should be reflected in local planning policies, applied in development management and developed into a strategy for meeting the needs. Further information on Sport England's role in the planning system and wider planning and facility guidance can be found within the 'Planning for Sport' section of its website. The website pages include details of Sport England's role as a statutory consultee on planning applications affecting playing field land (see Development Management and Planning Applications pages).

**Figure 1:** Planning for Sport

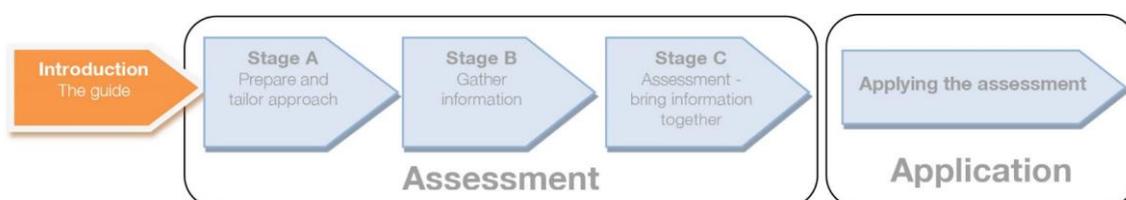


## Key principles of the guide

The guide and approach are based on a number of key principles, these being:

Help LAs prepare robust and up to date assessments of need to meet the requirement of paragraph 73 of the NPPF and assist, where appropriate, the implementation of paragraph 74 of the NPPF:

- Provide an a recommended step by step approach which can be followed for a wide range of indoor and outdoor sports facilities and for different geographical levels;
- Cover formal (non-playing pitch) sporting facilities rather than widen the guidance to cover other provision such as informal open space (see paragraph 9 below);
- Ensure an approach which can be tailored to reflect the particular nature of a study area and how different facilities are used and sports are played
- Provide an approach that can be used to undertake assessments for a variety of purposes
- Ensure the user can tailor the approach so that the work to undertake an assessment is proportionate to its purpose
- Provide a clear message that the more detail covered under each assessment area the more robust the assessment and its findings will be
- Enable the results of an assessment to be used in and applied to a variety of different situations and scenarios, specifically to support the development of a sports facility strategy
- Direct the reader to Sport England's [Playing Pitch Strategy Guidance](#) for the recommended approach to undertaking an assessment of need for natural and artificial grass playing pitches (see Playing Pitch Strategy box below).



## Sport England's Playing Pitch Strategy (PPS) Guidance (2013)

The PPS guidance, which was developed by Sport England in partnership with The Football Association, England and Wales Cricket Board, Rugby Football Union, Rugby Football League and England Hockey Board, provides the recommended approach to assessing the need for both natural and artificial grass playing pitches. This Guide does not replace Sport England's PPS Guidance as the recommended approach for assessing pitch needs.

This guide and the PPS Guidance are complementary documents. The two documents follow a similar structure and recommended approach. Use of the two documents can allow for the development of a separate PPS for an area or for a PPS, following the PPS Guidance, to form part of a wider assessment and strategy looking at a range of sporting provision.

The PPS Guidance replaces Sport England's previous guidance titled 'Towards a Level Playing Field: A Guide to the Production of Playing Pitch Strategies' (2002). This previous guidance was complementary to the now cancelled "Assessing needs and Opportunities: a Companion Guide to PPG17" (ODPM/DCLG, 2002). There is a history, given the importance of playing pitches and playing field land to sport and within planning policy guidance, of LAs and others using Sport England's previous guidance on the production of PPSs. This previous guidance provided a more detailed approach to that set out in the companion guide to PPG17.

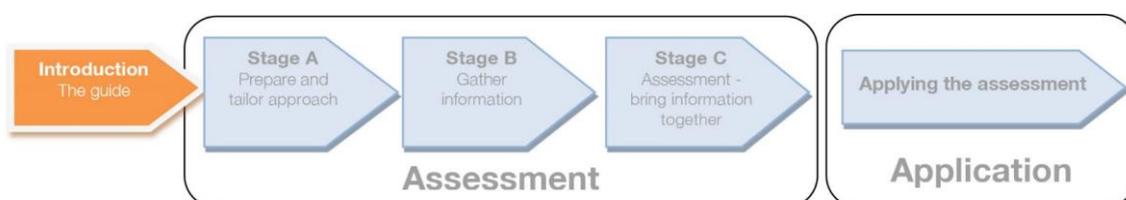
The separate PPS Guidance published in 2013 ensures this more detailed, albeit updated, step by step guide for playing pitches remains. This includes a set offer of support to LAs undertaking a PPS from Sport England and the pitch sport NGBs set out above.

### Engaging the pitch sport governing bodies

While the PPS Guidance is to be used to assess pitch needs, pitch based sports do generate other 'non-pitch' built facility needs e.g. the use of nets within sports halls for cricket training. As these built facility needs will not be picked up in the PPS, it is important that the pitch sport governing bodies are also engaged by LAs and other parties when carrying out their built facility assessments, such as sports halls, indoor cricket and indoor football facilities.

To help capture these built facility needs, the Template in Appendix 2 can be used to help the local authority understand the sports overview for the area, together with helping to highlight any specific existing/proposed facility needs for the sport within the area.

As indicated in the list of key principles this guide covers sporting facilities rather than the wider formal and informal open space. However, it is recognised that sport often takes place on an ad-hoc basis on general amenity space, in parks and gardens. This should not be forgotten particularly when considering the benefits to health and the links between sport and health, social and cultural well-being. However, as open spaces such as parks and bridleways are important for informal activity, sport is only one activity within the open space. Therefore, this guide does not cover general open space and informal activities. Alongside pointing to Sport



England for guidance on assessing the need for sport and recreation facilities the Government, within their Planning Practice Guidance, provides some further guidance on how open space should be taken into account in planning. This government guidance is set out in the box below.

### How should open space be taken into account in planning?

The following guidance on assessing open space is provided in the Government's National Planning Policy Guidance website:

*“Open space should be taken into account in planning for new development and considering proposals that may affect existing open space (see [NPPF paragraphs 73-74](#)). Open space, which includes all open space of public value, can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks. It can provide health and recreation benefits to people living and working nearby; have an ecological value and contribute to green infrastructure (see [NPPF paragraph 114](#)), as well as being an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development (see [NPPF paragraphs 6-10](#)).*

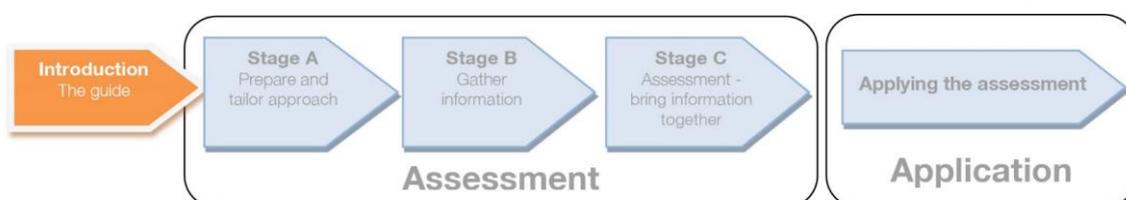
*It is for local planning authorities to assess the need for open space and opportunities for new provision in their areas. In carrying out this work, they should have regard to the [duty to cooperate](#) where open space serves a wider area. Guidance on Local Green Space designation, which may form part of the overall open space network within an area, can be found [here](#).”*

(Source: CLG, Planning Practice Guidance, 2014)

### Robust and up-to-date

In line with the Government guidance within the NPPF (paragraph 73) assessments of need for sport and recreation facilities should be robust and up-to-date. While ensuring any work carried out to undertake an assessment is proportionate to its purpose in all cases it needs to be robust. Whether being undertaken to guide the development of planning policy, to inform and support a funding bid and investment decision, or to help shape a development proposal and subsequent planning application, the assessment and information on which it is based will be scrutinised and challenged. Following the approach set out in this guide will allow for an assessment which brings together a range of well-founded and credible supply and demand information and views. Looking at this information across a number of key assessment areas will enable a clear and defensible picture to be developed which presents the adequacy of current provision to meet both current and future needs. From this picture key findings and issues can be established which can then be applied in line with the purpose of the assessment. As a general rule the more supply and demand information gathered and detail assessed under each of the assessment areas the more robust the assessment and its findings are likely to be.

LAs should not need to undertake a comprehensive assessment more frequently than every five years for the majority of facility types. However, any assessment should be regularly



updated looking at short term changes in the supply and demand information and issues. If there is no evidence of any appropriate review and subsequent update being undertaken within five years of an assessment being completed Sport England would not consider the assessment to be up-to-date. After this time it would be difficult to justify that the assessment and information on which it is based is sufficiently robust.

### **Situations where an assessment undertaken within five years may not be up to date**

Regular updating should ensure an assessment is kept up to date. However, where this does not take place there will be some situations where an assessment, even though it was undertaken less than five years ago, may not be deemed up to date. These situations include:

- Where an assessment is heavily based on information that is considerably older than five years
- Where significant changes may have occurred to the supply and/or demand information which would affect the nature of any assessment and its key findings
- An assessment of playing pitch provision

For some facility types, especially playing pitches, changes to the supply of and demand for provision are known to occur more frequently. Therefore, as the PPS guidance suggests for playing pitches, if no review and subsequent update has been carried out within three years of a PPS being signed off by the steering group, then Sport England would consider the PPS and the information on which it is based to be out of date.

### **Delays with adopting an assessment**

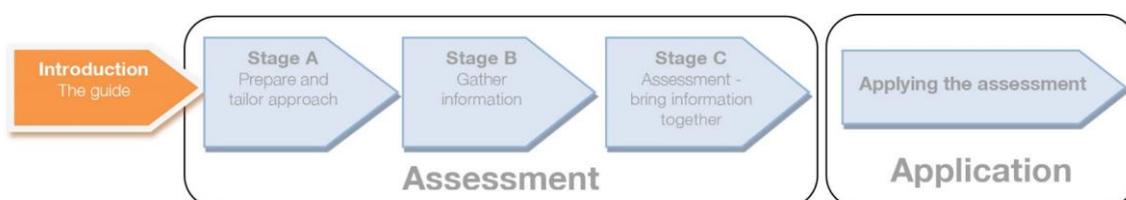
There may be a considerable delay between an assessment being completed and adopted. Any thinking regarding the timescale for review, update and determining if an assessment is up to date should focus on when the assessment was undertaken and completed as opposed to adopted.

## **Why undertake an assessment?**

Having a robust and up to date assessment of the needs for sports facilities across a local area provides the best possible evidence base upon which strategies can be developed, local policies can be formulated and decisions can be made regarding the *protection, enhancement and provision* of sports facilities. Alongside their use within the planning system there are a number of wider reasons for undertaking such assessments.

### **Planning reasons**

A good and positive planning system will play a lead role in meeting the sporting needs of local communities. The planning system can help to ensure the provision of accessible, high quality and well maintained facilities and opportunities for people to participate. The NPPF states that planning should:



*'take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs'.*  
(NPPF, paragraph 17, Core Planning Principles)

The efficient and effective delivery of sports facilities depends on understanding the current and future need within an area and whether current provision is adequate to meet this. An assessment should lead to clarity as to what provision is required to meet these needs and to what extent existing provision should be enhanced, new provision provided and/or replacement provision secured. The NPPF makes this clear in paragraph 73, which states:

*'Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.'*

### Tests of soundness

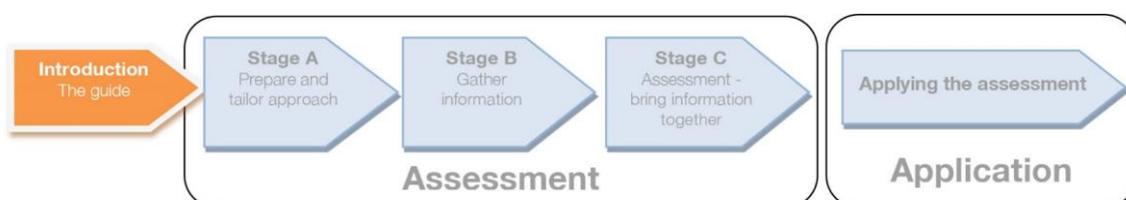
In line with the NPPF, for a Local Plan to be found sound it needs to be:

- Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence
- Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities
- Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

Undertaking a robust assessment of need for sports facilities, and importantly using this to develop a strategy to ensure delivery of the required provision, will help with demonstrating that the above principles have been met.

### Duty to cooperate

For a number of facility types there are likely to be significant cross border and strategic supply and demand issues. By proactively engaging neighbouring areas, and appropriately assessing and addressing these issues, an assessment will help a LA to demonstrate how they have complied with the legal duty to cooperate. It may also be appropriate in some instances for LAs to undertake joint assessments where the supply of and demand for provision in the areas are closely interlinked.



A clear understanding of the need for provision is required for development management purposes, especially for any proposals that may affect existing provision. This is reinforced by the NPPF within paragraph 74, which states:

*'Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

*An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*

*The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*

*The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.'*

## Sports Reasons

Sport and recreation plays a fundamental part in peoples' lives. The provision of the *right facilities in the right place* is central to enabling people to play sport and maintain and grow participation. An assessment of need, leading through to a strategy for sports facilities, will provide a clear understanding of what is required in an area, direction as to how this can be provided and the evidence to influence, seek and make informed sports development and investment decisions.

While a LA remains at the centre of the facility network in an area as a key provider and the planning authority the facility network will be varied. A robust assessment will ensure sport facility providers and partners across the public, private, education and voluntary sector are engaged as they will all play a part in meeting both current and future demand.

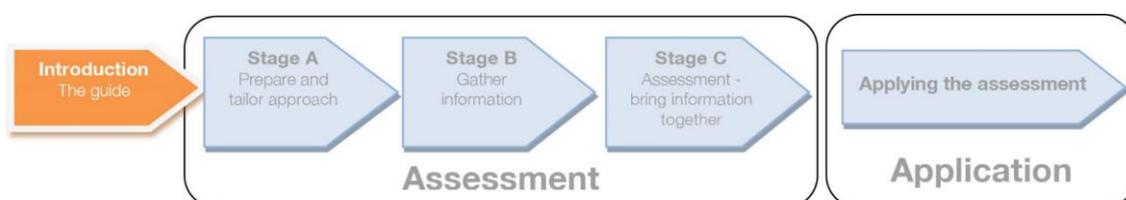
Sport England is focused on helping people and communities across the country create a sporting habit for life, its priorities are set out in the 2012-17 Strategy – Creating a Sporting Habit for Life (<http://www.sportengland.org/about-us/what-we-do>). In order to achieve its goals Sport England works in partnership with other key agencies including LA's, schools, NGBs and County Sports Partnerships (CSPs). The key central aim of all partners is to increase participation in sport.

## Health Reasons

Sport plays a fundamental role in contributing towards a healthy nation. Many of the leading causes of ill health in today's society such as coronary heart disease, cancer and type two diabetes could be reduced if people were to become more active and increase their overall levels of physical activity. Sport and recreation can provide this opportunity.

Sport is a key part of wider physical activity and has an important role to play in getting and keeping people active and thereby improving their health and wellbeing. Professor Dame Sally Davies (the Chief Medical Officer for England) said that, *'If physical activity was a drug it would be regarded as a miracle'*. With their new Public Health responsibilities LA's have a key role in local area health development. Sport and in turn the provision of sports facilities can contribute to this. In order to allow and encourage people to participate the right facilities need to be provided in the right locations. To ensure that this is achieved a clear understanding is required of what is needed in a local area and where it is needed.

The link between planning and health has been long established. The built environment is a major determinant of health and well-being. The NPPF recognises the clear link between sport and health and places improving health, social and cultural well-being as one of its twelve core



principles. The NPPF, within paragraph 171 places health considerations, and by extension participation in sport, as a key consideration in the planning process, it states:

‘Local planning authorities should work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.’

It should ensure that health and well-being related infrastructure is considered in local and neighbourhood plans and in planning decision making. The provision of sports facilities and meeting the requirements of the NPPF should therefore be focussed around having a positive impact on participation in sport and in turn health and well-being at all levels.

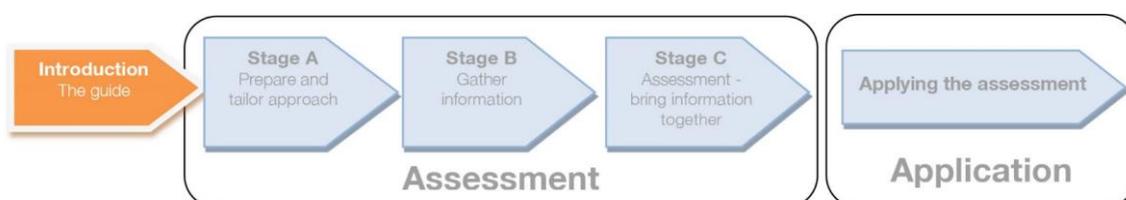
## Who is the guide aimed at?

The guide is primarily aimed at LAs who are looking to undertake an assessment of need for indoor and outdoor sports facilities in line with the requirements of the NPPF. It sets out an overall approach which can be applied to most sports facilities needed within a local area, focussing on formal sport. The approach can therefore also be used by other parties for other purposes to help assess the adequacy of provision to meet local needs within an appropriate study area. The guide sets out an approach which is relevant for a range of parties including sports clubs, schools, County Sports Partnerships, National Governing Bodies of Sport and developers highlighting the steps to go through to develop a robust and up to date assessment of need. It is envisaged that the following groups are likely to use the guide:

**Local authorities** – as the strategic lead for sport in an area and with statutory planning responsibilities a local authority should lead the work across its area, working with partners to develop an area needs assessment which should in turn direct sport and planning policy. Local authorities should use the assessment of need as the base for developing a sports facility strategy for their local area. The assessment of need and any subsequent strategy should in turn underpin any facility rationalisation plans. It is acknowledged that LA’s are under significant financial pressures. However, planning policy requires any rationalisation proposals to be evidence based. The Guide provides the advice for developing this evidence. Sport England will therefore use the Guide when providing advice to LA’s and all other parties on strategic planning for sports facilities, developing and implementing planning policy and in assessing any rationalisation proposals and planning applications.

**National governing bodies (NGBs) and county sports partnerships (CSPs)** – The assessment process provides an opportunity for NGBs and CSP’s to engage with LA’s and ensure their priorities feature in the local planning process. NGB’s should seek to ensure their priorities as set out in their Whole Sport Plan or NGB Facility Strategy are built into any local area assessment as appropriate. Many NGBs have priority areas identified in their facility strategies, and will be working proactively with the authorities in these areas to ensure they are fully involved in any local needs assessment work. NGBs may in turn use the guide themselves to develop a standalone needs assessment to underpin facility strategy work, assess the need for a specific development and/or help inform and shape a proposal for which funding may be sought from external parties. Engagement in assessments will vary between individual NGBs and be dependent upon available resources within each governing body.

**Sports Clubs** – should contribute to any area assessment to ensure their needs are put forward as part of the overall picture. Sports clubs may also look to use the approach to



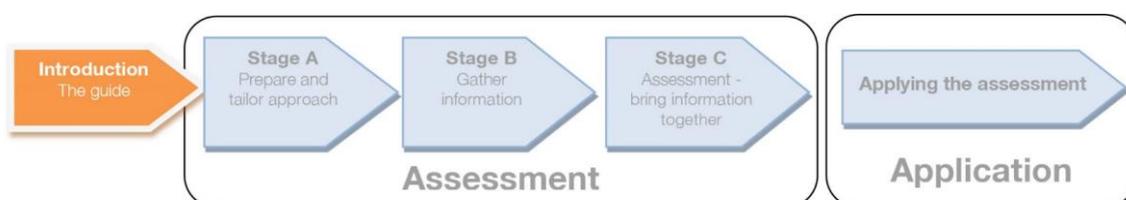
develop a standalone needs assessment to help inform and shape a proposed facility development and in turn any related funding or planning application.

**Schools and other education providers** - should contribute to any area assessment as they are important providers of sports facilities and can use the assessment to inform their plans to provide or open up sports facilities for community use. Schools may also use the process to develop a standalone needs assessment to both inform and shape a funding or planning application to demonstrate, for example, that a proposed sports facility is needed, or that an existing sports facility is surplus to requirements. It is important to note that an assessment will identify the wider sports needs of communities as opposed to the needs of pupils and students. That is to say the assessment process is not intended to identify the sports facilities needed to meet curriculum requirements.

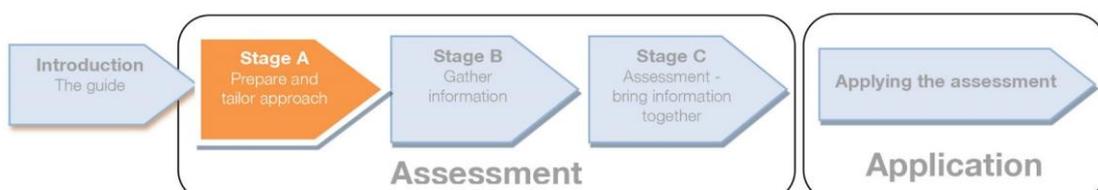
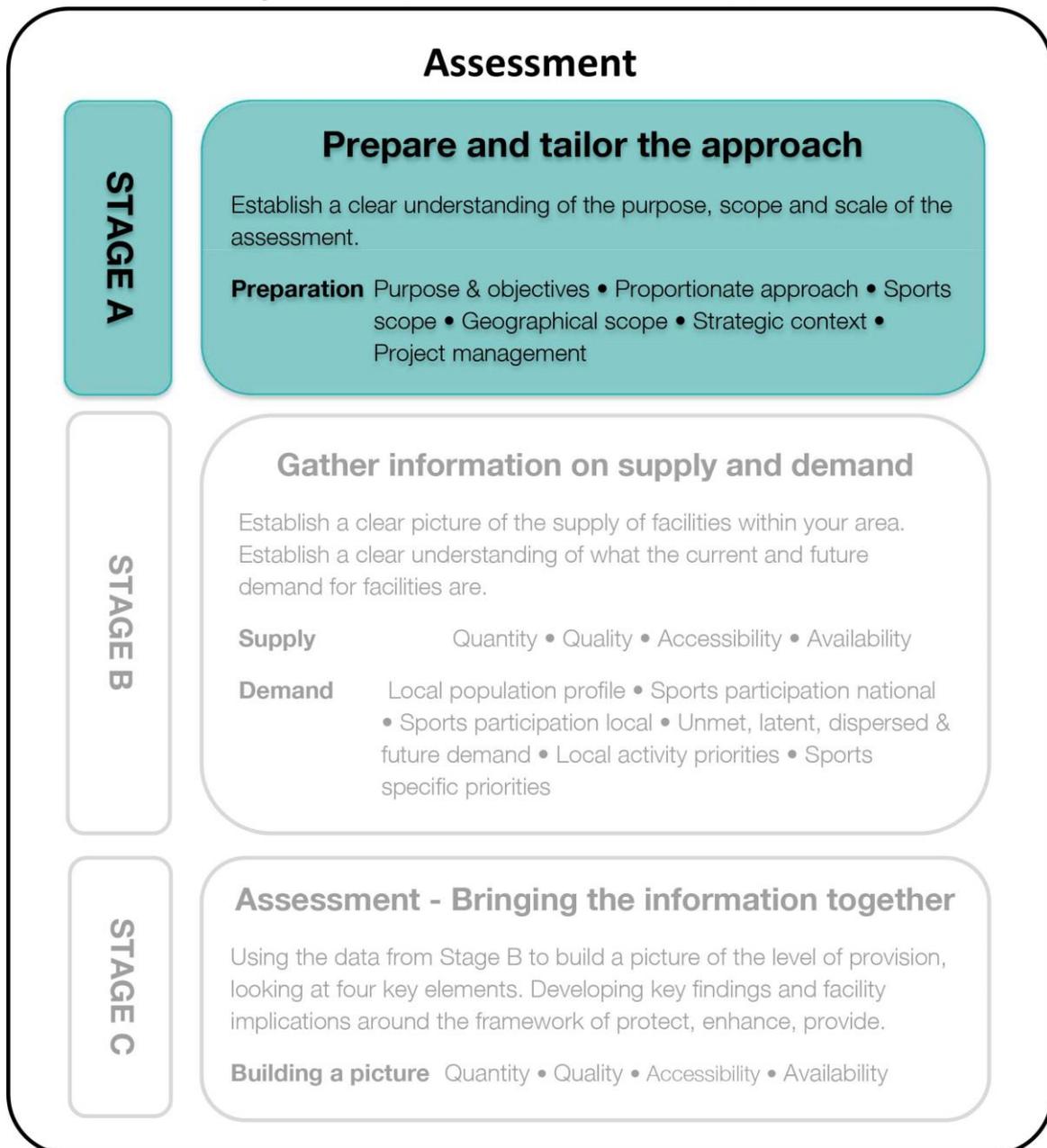
**Developers** - Undertaking the approach set out in this guide will help an applicant understand the needs in an area to inform and shape development proposals and the assessment of resulting planning applications. Any application which proposes the development of new or the loss of existing sports provision should use the broad steps in the guide to make the case and reference how a proposal meets the relevant NPPF paragraphs (e.g. how a proposal affecting existing provision meets with paragraph 74 of the NPPF). Sport England will use the guide when providing advice to developers on strategic planning for sports facilities and in assessing planning applications. Sport England will therefore expect evidence that developers have followed the approach set out in the appropriate context.

### **Prepare and tailor the approach**

Whoever uses this guide and for whatever purpose the key to ensuring a robust assessment is to prepare and tailor the approach. This will help to ensure the approach set out in the guide is undertaken in the most efficient and effective manner while increasing the benefit and value of the assessment work.



## Stage A: Prepare and tailor the approach



## Stage A:

### Prepare and tailor the approach

This stage has six parts

1. Purpose and objectives

2. Proportionate

3. Sports scope

4. Geographical scope

5. Strategic context

6. Project management

A1 Before undertaking an assessment of need and embarking on the gathering of supply and demand information, it is critical to understand its purpose and what it is you are trying to achieve. This preliminary stage involves developing an understanding of what is required to undertake the assessment, the issues you are trying to resolve and the use to which it is to be put, the *application*. The message is take time to think before diving headlong into developing the assessment.

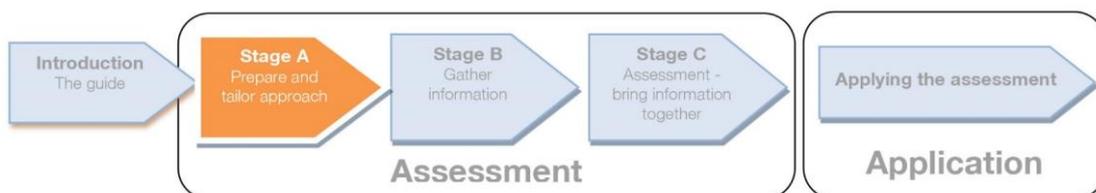
#### Tailoring the assessment to how it will be applied

The approach to undertaking the assessment crucially needs to be tailored to the use to which it is going to be put. Scenarios for the likely application of an assessment are set out in the second part of the guide, and it is important that these and potentially others, which reflect local circumstances, are identified early on and used to guide how information is gathered and assessed. Each application of the assessment will make different demands (impact on the sport and geographical scope), and mean that there has to be early consideration of the precise outputs required and the implications for the information gathering, data collection and analysis process.

#### A2 What are you trying to achieve in this stage - scope, prepare, and tailor

This stage will help you to:

- Define the purpose and objectives of the assessment – the issues you are trying to resolve and the role of indoor and outdoor sports facilities in delivering your vision?
- Define the scope of the assessment in terms of both sport and geography – which sports your work will cover and over what area?
- Clearly set out the strategic policy context in line with the scope and demonstrate the links – how strategic priorities meet sport, planning and local policies and strategies? Emphasising the need to think spatially and in planning policy terms.



- Understand the stakeholders and partners who need to be involved in the work (in line with the scope) and how you will undertake the work – the project management issues.

A3 The approach to all of the above should be proportionate to the objectives and scope of the needs assessment and related to the final application of the assessment findings.

## 1. Purpose and objectives – what are you trying to achieve, what is the purpose of the work?

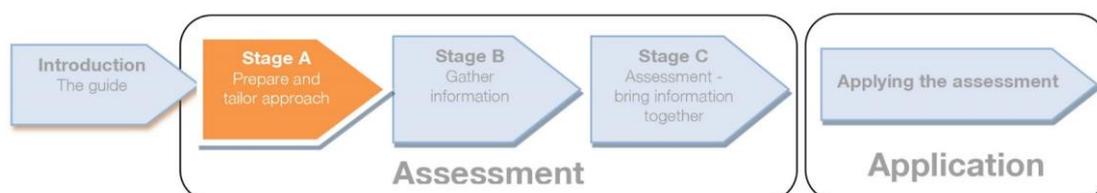
A4 It is critical from the outset to set clear outcomes for the needs assessment work. In order to build an understanding of why the assessment is being developed and the benefits it can provide it is useful to develop a vision for indoor and outdoor sport provision in the area. The vision should provide a clear focus to the work, help to define the sporting and geographical scope, articulate what the needs assessment is seeking to achieve, be realistic but also challenge how the demand for indoor and outdoor sport could be met.

A5 It could be that the needs assessment work is to be applied to several situations e.g. the leisure department may require an assessment from which to develop a sports facility strategy, whilst the planning department require the outputs to contribute to planning policy development or a Community Infrastructure Levy (CIL) charging schedule.

A6 The key outcomes for developing an assessment of need may include:

- Contributing to aims and objectives for improving health and well-being and increasing participation in sport
- Relating facility needs to sports development programmes and changes in how the sports are played
- Providing evidence to help protect and enhance existing provision
- Informing the development and implementation of planning policy
- Informing the assessment of planning applications
- Identifying potential changes and their impact to the supply of provision due to capital programmes e.g. for educational sites
- Ensuring the most efficient management and maintenance of sports facility provision in response to identified pressures, such as budgetary pressures.
- Developing a priority list of deliverable projects which will help to meet any current deficiencies; provide for future demands and feed into wider infrastructure planning work
- Prioritising internal capital and revenue investment
- Providing evidence to help secure internal and external funding.

A7 A decision should also be made on how far forward the assessment will look which will depend on why it is being developed. If the work is being undertaken to support planning policy, the assessment may need to align with the Development Plan timescales for the area to link with any housing growth and wider infrastructure planning work. If this is the case then it should also look to also build in a shorter timescale e.g. three or five years to reflect and also align with investment strategies, funding priorities and sports development planning. In all cases



the needs assessment work should look to assess current and future needs to ensure the right facilities are developed in the right place both now and in the future.

## 2. Proportionate – is the scope of assessment proportionate to the application?

A8 In light of increasing pressure on resources, it is vital that the development and application of the assessment is carried out efficiently, serves multiple purposes where possible, and in so doing demonstrably adds value to delivering sporting and wider objectives and priorities. It should be an integral part of the work of a LA and not regarded as an ‘add on.’

A9 If you are a LA wanting to undertake an assessment of need to support the development of a sports facility strategy or local plan work, then the approach should be undertaken on an authority wide basis, taking into account cross border issues. Alternatively, if you are undertaking an assessment to consider whether a new specialist facility is required, the assessment should focus on a sub-regional or regional analysis. Similarly, if you were looking at making the case for a local Multi-use Games Area (MUGA) as part of a funding submission, the needs assessment work should be undertaken on a very local catchment with the level of detail reflecting the scale and likely impact of the potential development. Developers who may be seeking to make the case that certain provision is surplus to requirements (NPPF para.74) should be expected to set out their case against the key parts and headings of this guide.

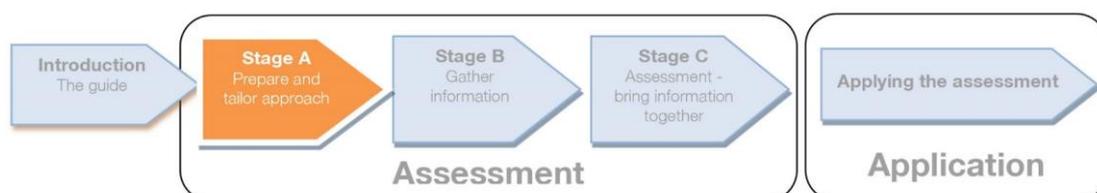
A10 In each case the approach is the same but the nature and detail of the work undertaken under each stage, and each part within a stage, will vary depending on the purpose to which the assessment is being undertaken. The assessment will therefore need to be tailored to the appropriate scope and scale of the intended purpose. For example:

- A district-wide assessment will require all parts of each stage to be undertaken across the range of sports within the scope;
- Sport specific assessments will require all parts of each stage to be undertaken on a sports specific basis;
- Site / facility specific needs assessments will require all parts of each stage to be undertaken for a specific catchment area related to the particular type of sports facility under consideration.

A11 In all cases, the intention is that the development of the needs assessment should be proportionate and tailored to its application. As such, the suggested approach is pragmatic and presents a clear means of understanding the nature of provision and how it meets current and future community needs now and in the future.

## 3. Sporting scope – which sports should be included in the needs assessment work?

A12 The objectives set will help to define the scope of an assessment in terms of which sports and therefore which facilities you will need to include. The guide does not advocate a list of facilities to be covered. This is down to local determination and based on setting out what you are trying to achieve and which sports are important to you locally. However, given the importance of swimming pools, sports halls and playing pitches in providing opportunities for sport and recreational activities, it would be expected that all area based assessments, e.g. LA wide assessments, should include these facilities.



### Choosing the facilities to include in the assessment

The chosen facilities should be dictated by what you are trying to achieve, some questions which may help you in deciding the scope include:

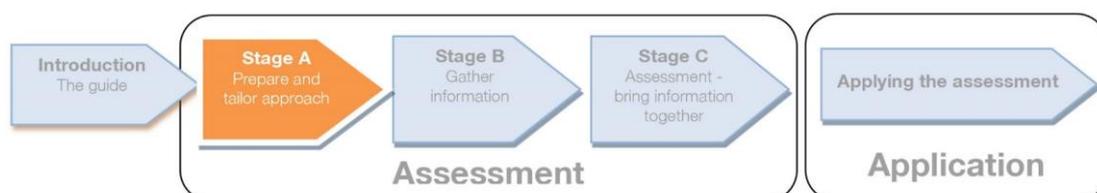
- What is the level and nature of participation in sport by the population in your area?
- Are there are particular challenges with certain sports and facilities?
- Are there any clear trends in participation and what does this mean for particular sports?
- What are the most popular sports in your area?
- Where do people that participate in sport reside and are there any concentrations of demand?
- Would people like to increase their participation in particular sports?
- Do NGBs have priorities for your area and what are they?
- What facilities are important to your area? Don't be restricted to facilities that are included in any national databases like Active Places.

A13 As highlighted in paragraph 8, there is separate playing pitch guidance which covers assessing the needs for pitches. Additional advice is also available in Sport England guidance notes; Developing the right Sports Hall, Selecting the Right Artificial Surface and Developing the right Swimming Pool (To be published in 2014). These guidance notes share the same principles as this guide and go further by provided additional advice on the delivery these facilities. Appendix 1 has more information on these guidance notes.

A14 You may be undertaking an assessment of need for a single facility type e.g. swimming pools, as provision may be a significant challenge in your area or undertaking a LA wide study. If you are undertaking the latter, it is not intended that your assessment of need must cover all facility types. However, you should consider the categories set out in Table 1 and decide which are important to your area and why. You may for example be a rural area where there is significant participation and potential in countryside and natural resource sports, in which case when following the approach the focus should be on the facilities and provision for such sports.

A15 To ensure the robustness of the assessment work consideration needs to be given to the sports that may be active in the area. While the level of detail may vary from sport to sport any such sports and their clubs should be engaged and the supply and demand information gathered in line with the approach set out. If there are areas where you think there is potential to develop new sports then the relevant NGB should be engaged early in the process to establish if they have, or are aware of, plans to establish the sport in the area and what the related facility needs may be. Some evidence of the sport being played may emerge as the information gathering work progresses.

A16 It will be important to engage with relevant NGBs at the outset of the process to establish any strategic priorities they may have within the area. NGBs may also be able to provide an overview of the key issues in the area, club priorities and needs, and help to bring forward the views of individual sports clubs. It is important to identify the sporting structures from the relevant NGB as this will help with the information gathering stage and any wider



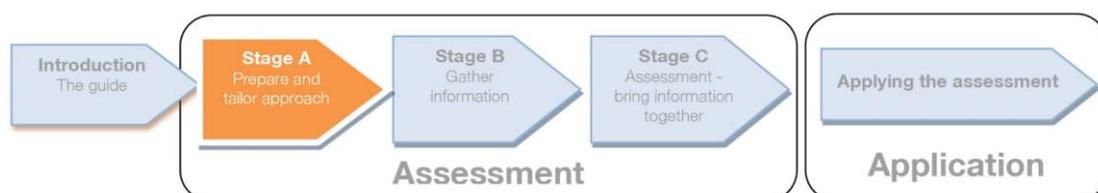
consultation. Facility development is usually the responsibility of the NGB at a national/sub regional level with the representative body operating at a regional/ county level responsible for sports and facility development. Many NGBs have identified priority LA they want to work with. If your area is identified, the relevant NGB should be involved as early as possible in the assessment of need process to ensure a dovetailing of NGB and local priorities. The type of issues NGBs may be able to assist with and the issues you may want to include when engaging NGBs include:

- What are the NGBs Whole Sport Plan (WSP) priorities? What strategic facility statements does the WSP include? Is the authority a priority area for the sport?
- Does the sport have an agreed Facility Strategy? Is the authority area identified in this? Are there any specific local priorities identified?
- Does the sport have enough facility time/sites in the area? Are there any specific requirements such as competition venues?
- Are the facilities well located to meet the needs of the sport? Are there any areas with access issues?
- What is the quality of the existing facilities for the sport, are they fit-for-purpose, do they meet the level of play that is required for the sport in the area?
- How easy is it to access the facilities that the sport uses? What is school access like?
- What is the participation profile for the sport in the area? What are the participation trends? How important is the area for the sport? What are the levels of latent demand?
- What are the key challenges and opportunities for the sport in the area?
- Is there any NGB funding potentially available to support the delivery of the sport's facility priorities in the area?

Further advice on consulting with NGBs can be found in Appendix 2.

A17 Early engagement with NGBs will help to define the scope and provide critical early guidance in terms of sports priorities to help shape the work. Engaging early with NGBs will also help to make clear what input the NGB will be able to provide in terms of time, data and information. This will help in managing expectations over the assessment and the timescales. The County Sports Partnerships (CSP) could also assist in the early engagement process with NGBs.

A18 The facilities covered by the approach include those set out in the Table 1 below. As part of the assessment of specific facility types there may need to be further consider for specific sports needs e.g. if basketball is particularly strong in your area an assessment of sports halls should look specifically at basketball issues through consultation with the NGB, discussions with clubs, consideration of sports development and access issues for basketball.



## Natural resource sports

When deciding upon the sporting and facility scope of an assessment natural resources used for sport should not be overlooked. Natural resources may cater for a significant amount of sporting demand from the local community and provide considerable opportunities for participation e.g. rivers used for a range of water sports including sailing and canoeing.

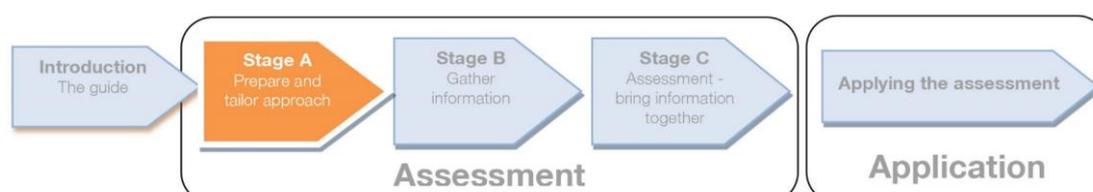
While the sport using these resources may have limited need for built facilities they will have a range of needs which should be assessed e.g. launching sites, storage and changing provision. Given their nature some natural resources will also be of importance to one or more sports at a sub-regional, regional and national level.

A19 As set out previously, this guide focuses on the need for formal sports facilities. Informal open space provides valuable opportunities for participation in sport e.g. access to good quality parks and streets may be just as important for the delivery of Athletics as actual tracks. Guidance on informal opportunities linked to open space and green space should not be lost sight of especially when it comes to the policy development.

**Table 1 – Sports facility categories**

Facility category	Comment
Swimming pools	Swimming pools accommodate a wide range of aquatic disciplines from lane swimming and diving to water polo and canoeing.
Sports halls	This may include both: <ul style="list-style-type: none"> <li>• Conventional sports halls, and</li> <li>• Community centres and/or village halls</li> </ul>
Other indoor sports facilities	This may include for example: Squash courts, Health and fitness facilities, indoor tennis, indoor bowls, gymnastics, ice rinks, climbing, cycling etc.
Playing pitches (natural and artificial grass pitches)	Refer to Sport England's <a href="#">Playing Pitch Strategy Guidance</a> e.g. football, rugby, cricket, hockey pitches
Other outdoor sports facilities	This may include for example: <ul style="list-style-type: none"> <li>• Golf courses, bowling greens, tennis courts, athletics tracks etc.</li> </ul>
Countryside and Natural Resources	This may cover facilities and land for a range of sports including for example: <ul style="list-style-type: none"> <li>• Cycling, rowing, equestrian, sailing, climbing,</li> <li>• Motor sports etc.</li> </ul>

A20 The process set out in this guide is relevant for all of the above categories on a single or collective basis. For a LA wishing to develop an authority-wide assessment for indoor and outdoor sport you will need to scope out what the important sports are for your area are and why and therefore which facilities to include. As set out previously, to ensure a fully comprehensive approach you should assess the need for playing pitches using Sport England's [Playing Pitch Strategy Guidance](#). Undertaking a Playing Pitch Strategy alongside a



needs assessment for indoor and outdoor sport will provide a LA with a comprehensive assessment of need for sports facilities in their area.

A21 If you are undertaking an assessment to determine if an individual facility or site is surplus to requirements then the scope of the assessment should generally be limited to that particular facility type and the sports played on it. However, some LA's may have planning policies that require a site to be assessed for use by alternative sports before it can be considered surplus. In such circumstances it may be necessary to widen the sporting scope.

#### 4. Geographical scope – area of analysis for the needs assessment work?

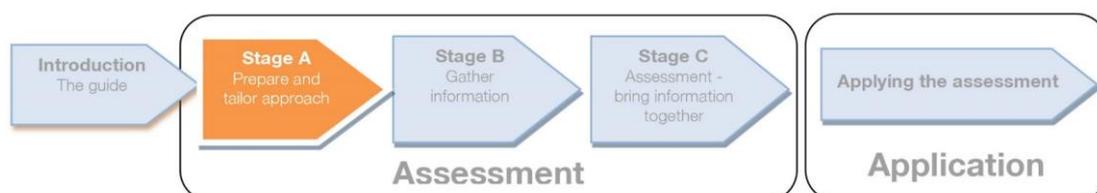
A22 As set out, the main focus of the guide is to help LAs undertake an assessment of need for its local area. However, the extent of the study area should be decided after looking at a number of factors. These include why the work is being developed and available knowledge on how sports are played and facilities are used in the area.

A23 Where and how people play sports is not confined by administrative boundaries and will often go beyond LA boundaries for certain sports and facilities, in particular, where the level of play within a sport is at a high level. It is therefore important to be clear about the different catchments for different facilities. You will need to understand the area to which you will be applying the needs assessment. If it is a LA area this is fairly clear. However, it will be important to understand that sports participants and users do not recognise LA boundaries so any authority wide needs assessment will also need to take note of what is happening across your boundaries as this will impact on facility provision and needs.

A24 Section 110 of the Localism Act requires local planning authorities (LPAs) to co-operate strategically on plan-making issues that cross administrative boundaries. The NPPF identifies as a key strategic priority the provision of health, security, community and cultural infrastructure on which LPAs could co-operate. This means that where appropriate you should seek to prepare joint strategies, policies or guidance. It may therefore be useful for some LAs to pool resources where there are known to be significant cross boundary issues with the movement of demand, or where the LA's are producing a joint Development Plan, planning policy and/or share Leisure Services. It may also be appropriate to carry out an assessment of need for a defined town and its immediate hinterland where there are specific planning issues. The extent of the study area should be discussed and agreed at the outset. The NPPF identifies the need for co-ordinated action in the delivery of planning through the duty to co-operate. The supply and demand analysis will therefore have to take account of these cross-boundary issues.

A25 Depending on the nature of the study area, providing some form of sub area assessment may also be useful. Any chosen sub areas should reflect how the sports are played and facilities used within the study area. Where you are undertaking an assessment of need for a defined facility on a wider or more local area it will be important to define your study area at the outset. This definition of your study area will dictate how the assessment is undertaken and the reach of the work.

A26 The extent of a study area will vary as a result of a wide range of factors including the nature and quality of the facility types included, the level of play the facilities can accommodate, their capacity, the management and programming, transport infrastructure etc. For example, a 50m swimming pool is likely to have a much wider catchment than say a single tennis court



located within a park. It is therefore important that local information such as booking records, membership details etc., are used to define the actual catchments of facilities.

A27 There may be more locally derived catchments which will be relevant. You may also have local data such as membership data for your leisure centres, which can be plotted using Geographical Information Systems (GIS), to show a more bespoke local catchment, which you can then apply. As a general guide, a 20 minute travel time is often applicable to community sports facilities such as swimming pools and sports halls for general recreational use; however, this can vary depending on local circumstances. Using local information will help define these catchments.

### Catchments

When considering catchment areas it is important to understand typical travel patterns to various facility types.

For instance, Sport England's Facilities Planning Model (FPM) data on facility usage shows the dominance of car travel to key facilities with three quarters of journeys to swimming pools and sports halls being made by car.

These figures provide a useful context to help define catchment areas. Whilst the predominant mode of travel to sports facilities frequently remains the private car, it may however be important (relating to your vision and objectives) to seek to develop provision which maximises opportunities for public transport access or other forms of travel e.g. walking, cycling. This will need to be borne in mind when developing your catchment areas.

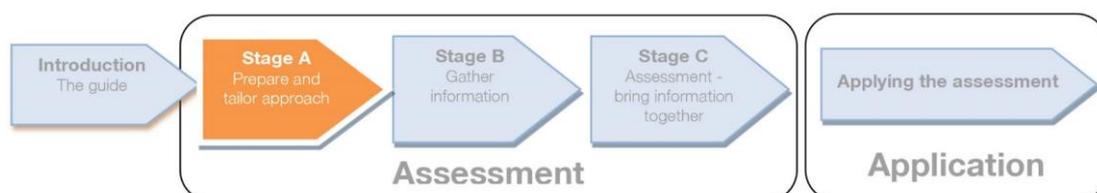
A28 Specialist facilities will have a far wider catchment (e.g. sub regional or regional catchment). The NGBs are a good source of information on the catchment for more specialist provision.

A29 It will be important to establish and justify the catchment area of the assessment work by utilising national, local and sport specific data sources before analysing supply and demand. Stage B sets out further details on accessibility issues.

## 5. Strategic context – how do needs and priorities align with sports, planning and strategic policy?

A30 The strategic context should be based on the sporting and geographical scope. Needs assessment work should ultimately seek to reflect and support the delivery of the relevant planning, sport and strategic policy priorities at local level. The requirement for the assessment of need to be compliant with the policy framework is important.

A31 There needs to be a logical connection or 'golden thread' to demonstrate how your facility priorities or development proposals connect and contribute to the relevant policy framework. Development of the assessment of need at whatever level; be it district wide, neighbourhood level or facility specific, should reflect the relevant plans and in-turn the plans



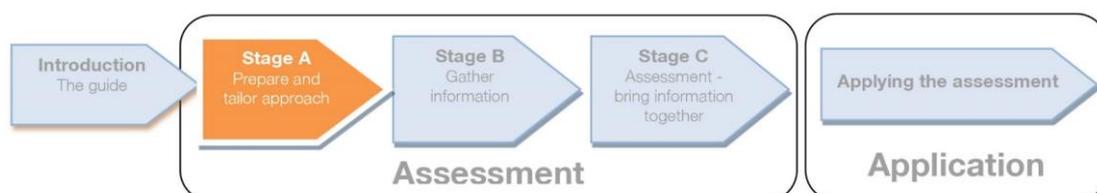
need to have been developed on the basis of a robust needs assessment as set out in this guide.

A32 Ensuring planning for sport is reflected in the LA’s corporate priorities is therefore critical. Together with other partners, define corporate or strategic priorities for the communities they serve and, for example, set them out in high level strategic visioning documents. These corporate priorities should then cascade down into measurable outcomes which in turn can be broken down into quantifiable outcomes including sport outcomes. In turn, the Local Plan for an area, and its policies and strategic priorities, constitute the basis of planning application decisions. Policies for sport and recreation must be based on robust and up to date assessments of need. Corporate priorities in a Council’s high level strategic visioning document should be embedded in other strategies such as strategies for sport, open space and health and well-being. This embedding process in turn produces a locally shared vision for sport which then informs the Local Plan process.

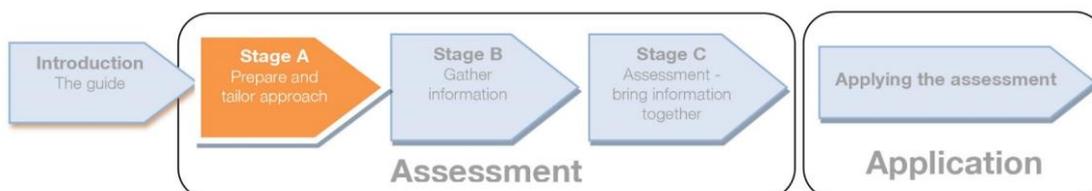
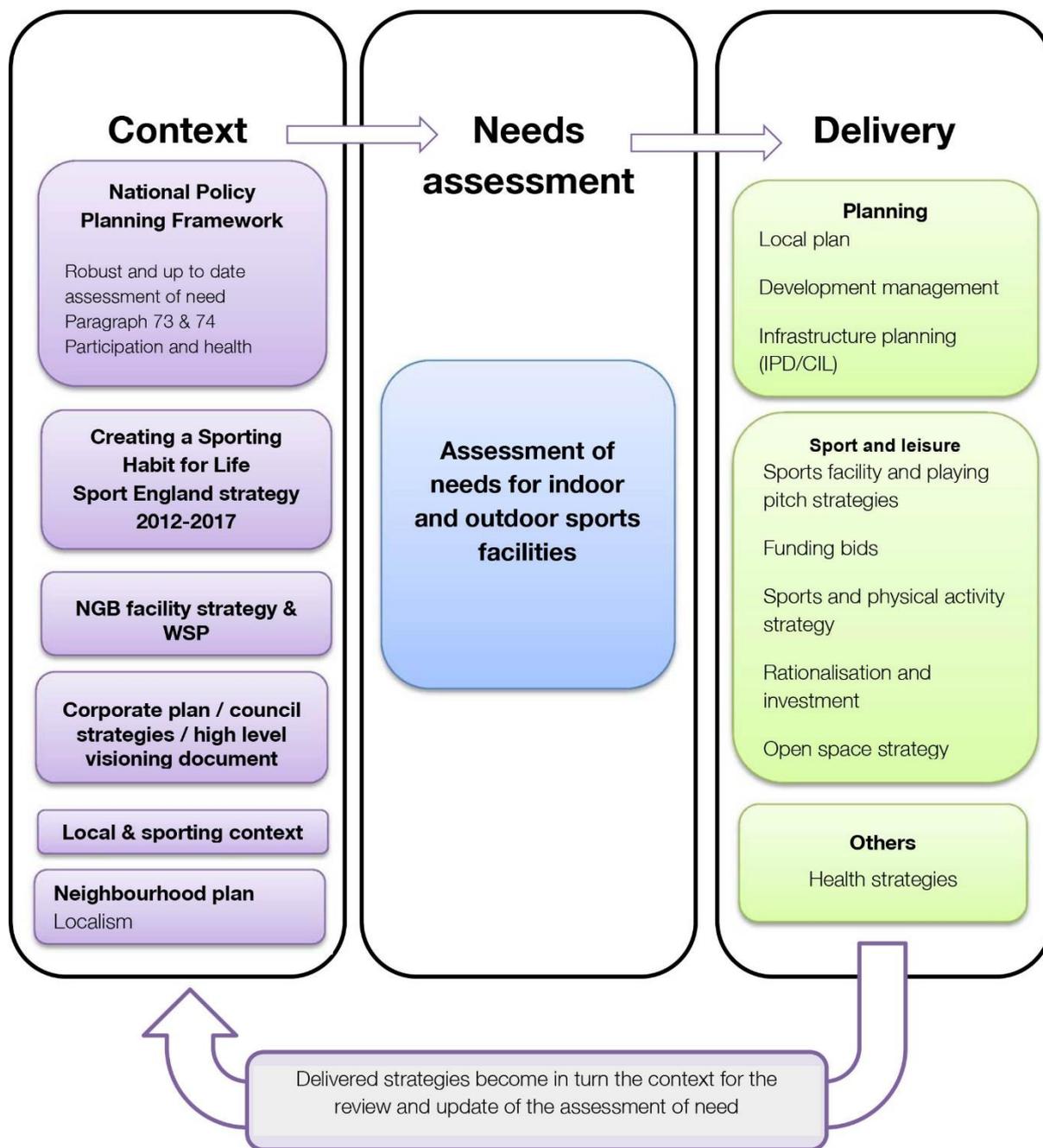
A33 Figure 2 shows the strategic and sports planning landscape, the strategic linkages which should be made and how a LA’s assessment of need should fit in. Understanding your objectives is critical to setting the context for the assessment work and in turn the key strategic drivers. It is important the assessment is in line and contributes to key policy objectives.

A34 If you are working at a LA level it will be important to understand the key priorities for your area. As set out, these will be articulated in a Council’s high level strategic visioning document. There may be other key policy documents, which will differ from authority to authority and be at differing stages of development when you are undertaking your assessment of need. These may typically include The Council Plan, Local Plan, Sport and Physical Activity Strategy, Health Plan, Asset Management Plan. Whatever stage wider plan development has reached the assessment of need should seek to both reflect and contribute to policy priorities as appropriate.

A35 Analysing sport specific priorities will also be important, whether you are working on an authority wide basis but particularly if you are considering a specific facility development, or exploring specific sports as part of a wider facility analysis.



**Figure 2 – Strategic planning framework for sport**



A36 National sports policy is set by Government and implemented through Sport England and UK Sport. Sport England Strategy 2012-17 aims to see sport become a *habit for life* for more people and a regular choice for the majority. NGBs are an important influence in the sporting landscape and are a vital part of the sporting network. Much of the investment nationally in sport is being directed by the national agencies through the NGBs so, as previously set out, their priorities are crucial to understand and relate to your needs assessment work. Most NGBs have Whole Sport Plans, which set out their priorities including facilities.

A37 Many NGBs also have facility strategies which set out priorities at national or sometimes regional level. Understanding the strategic facility priorities of NGBs alongside their wider priorities mentioned above, and relating them to the needs assessment work is crucial. Has your area or project been identified by the NGB as a priority for a particular facility development? Are there generic principles set out in the NGB plans which your proposals should seek to meet? Are the NGBs looking to develop the sport in your area and if so what are the facility implications?

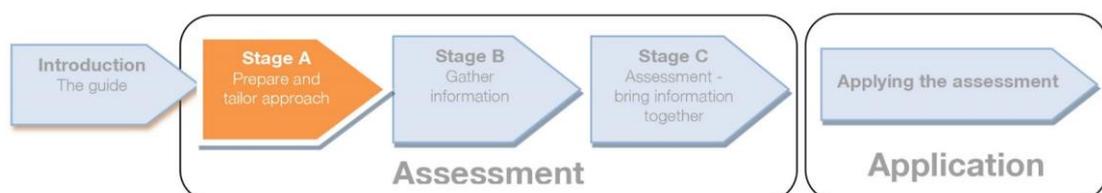
A38 At a local level the NPPF emphasises the role of communities in shaping and directing development in their areas by producing Neighbourhood Plans. Depending on the scale of your assessment of need it will be important to link into the local priorities advocated in these documents. In turn Neighbourhood Plans should look to set out sports facility needs for their area and how these will be met. These needs could have been identified in an assessment of need undertaken by the relevant LA within which the neighbourhood is located, or in an assessment of need at the neighbourhood level using the approach set out in this guide.

A39 At this stage you should clearly identify the implications of the existing strategies and set out the role of facilities in meeting the key strategic policies and the relevant area and sport specific priorities.

## 6. Project management – do you have the right process and team in place to run the project?

A40 Finally, in terms of *preparing and tailoring your approach*, it will be important to consider how to manage the development of the assessment of need. Local Authorities may wish to undertake the work themselves or seek external support. This will very much depend on the scope of the assessment and issues of capacity within the LA.

A41 However the work is undertaken an important part of the approach will be to establish the management arrangements.



### Getting the right steering group together

Good project management is essential to achieving your outcomes. It will be important to identify a project manager and for clear reporting lines to be put in place, together with getting the right stakeholders together to form your steering group.

If you are undertaking an authority wide study the establishment of a steering group is recommended, which should include relevant people from across the LA. Typically this might include leisure officers, planning officers, sports development and sports facility managers along with asset management teams. It may also be important to include senior council officers and members to ensure the work is given significant weight and prominence.

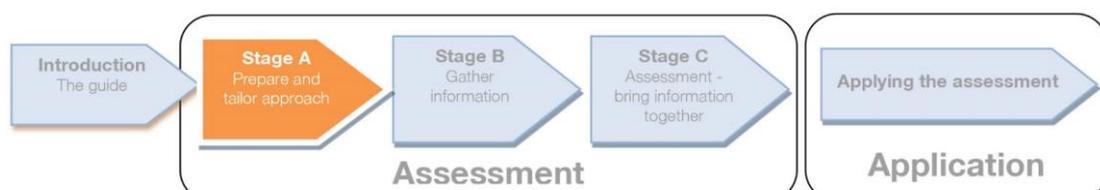
This ownership and buy-in at a senior level will help to ensure priorities are delivered and adequate resources are allocated to the work.

In terms of external representatives Sport England, the County Sports Partnership (CSP) and particular NGBs may be appropriate to include. For example, if you are aware your authority wide assessment is likely to have some significant issues for swimming provision it would be sensible to involve the Amateur Swimming Association (ASA) on any steering group or at least involve them closely throughout the process. The key is to identify stakeholders and how you intend to communicate and involve them through the process, in addition, stakeholders could provide information to help with Stage B information gathering, for example, providing the results of existing survey work that has been carried out locally.

A42 NGBs may be able to provide an overview of club priorities and needs in the area and help to bring forward the views of individual sports clubs. If you are developing an assessment of need for a particular facility type, early involvement and consultation throughout the process with the relevant NGB will be critical.

A43 The steering group should develop a strong brief for the work which, along with a project plan, tailors the approach to the sporting scope and study area. The task of drafting the brief may fall to a nominated individual(s) on the steering group. The brief and the project plan, which should be agreed by the steering group and can be used to guide the work if it is being undertaken by the LA in house, or sent out to potential tenderers if seeking external support.

A44 The timescales for undertaking the work will be dependent on the scope but it should be noted that the work will take time and to undertake a robust assessment is not a quick and simple process.



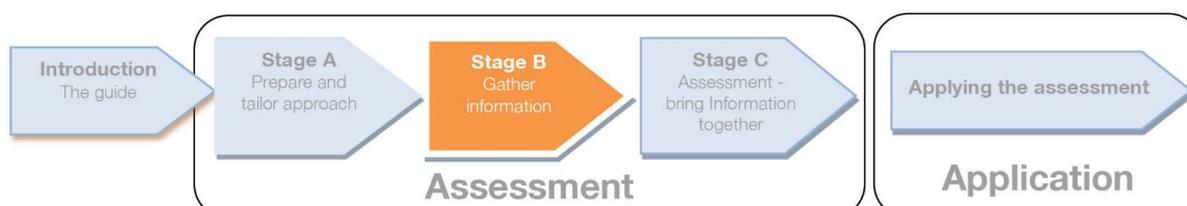
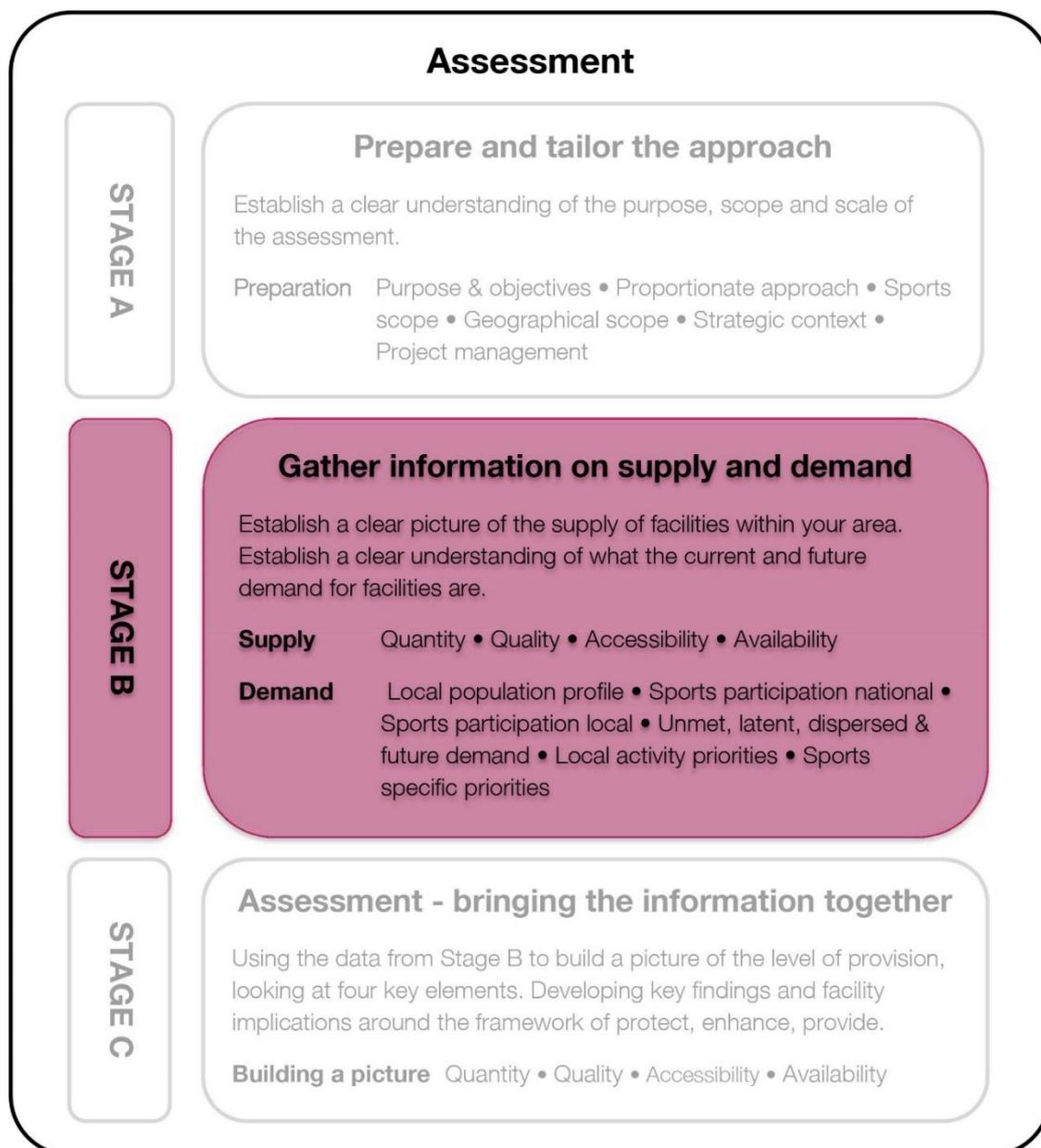
## Stage A: Prepare and Tailor the Approach - checklist

A45 At the end of this stage you should be able to answer the following questions. If you cannot, you may need to revisit these areas before moving to the next stage.

Stage A : Prepare and tailor the approach	Tick ✓	
	Yes	Requires Attention
<b>Purpose and objectives</b>		
1. Do you know why the assessment is being undertaken (drivers)?		
2. Is there a clear understanding as to how the findings of the assessment, once it is completed, will be used?		
3. Is there a clear purpose and focus to the work?		
4. Is it clearly articulated what the assessment is seeking to achieve?		
5. Have a clear set of objectives been developed?		
6. Is there a clear time horizon the assessment will look to?		
7. Are you including future needs?		
<b>Proportionate</b>		
8. Is the scale and scope of the assessment proportionate to its intended use?		
<b>Sports Scope</b>		
9. Is it clear what sports facilities you are including?		
10. Is it clear why you are including specific facilities and are they linked to achieving your objectives?		
11. Are you clear what sports are the most popular in your area?		
12. Have you contacted the NGB's? See Appendix 2.		
13. Have you contacted community sports representatives?		
14. Do the NGB's have priorities within your area?		
15. Are you clear on the level of play of specific sports within you area?		
16. Are you including facilities for the most important sports within your area?		
<b>Geographical Scope</b>		
17. Does your study area reflect the catchment areas of the different facilities included within the assessment?		
18. Have you considered joint working with neighbouring LA's for facilities with cross boundary catchments?		
19. Have you considered dividing your area into appropriate sub areas for specific facilities?		
20. Are you clear on the catchments of any specialist sports facilities within your area?		
21. Are you clear on the specific modes of travel for different types of facilities?		

<b>Strategic Context</b>		
22. Is it clear how the assessment sits with the LA's strategic context?		
23. Do the objectives of the assessment fit with the LA's corporate priorities and/or any high level visioning documents?		
24. Are you clear on the strategic drivers in the area and how they influence the assessment?		
25. Have you considered any national sports policies that may impact on your assessment?		
26. Have you considered any NGB Facility Strategies that could have implications for your area, or facilities you are including?		
27. Have you considered any village or neighbourhood plans that may identify local facility priorities?		
<b>Project management</b>		
28. Is there a clear project manager?		
29. Is there a clear project brief and project plan?		
30. Is the project team made up of appropriate representatives, for example all relevant internal LA departments for a district wide study?		
31. Has the project got senior officer and member support?		
32. Is it clear who the external stakeholders will be?		
33. Have the relevant NGB contacts been identified locally and nationally?		
34. Have you confirmed and agreed the level of support, timescales and input to be provided by external stakeholders?		

## Stage B: Gather information on supply and demand



## Stage B:

### Gather information on supply and demand

This stage has three parts

1. Supply information

2. Demand information

3. Consultation

B1 The approach to working through these parts should relate to the scope of the assessment. If you are undertaking an authority wide assessment of need covering a range of facility types you will need to gather and relate supply and demand information across the whole area and for the range of facilities covered within the chosen scope. If however you are developing an assessment for a particular facility type in a defined catchment area your supply and demand information should be gathered for the particular area and facility type in question.

#### Audit of facilities

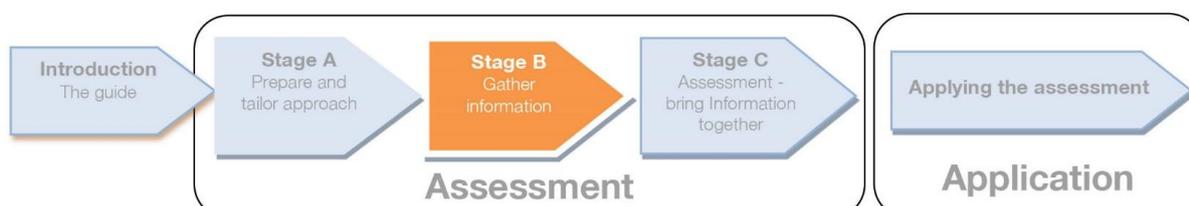
An accurate audit of facilities will be fundamental to your assessment in order to understand the adequacy of current provision to meet both current and future demand, along with the vision and objectives of the work. The audit should cover provision across all sectors, not just LA facilities. It is critical that the audit allows you to understand four key elements of supply, these being:

- Quantity - what facilities there are in the area, **how many you have?**
- Quality – how good are they?
- Accessibility - where they are located?
- Availability - how available are they?

More details are provided on these four key areas in the following supply section

B2 It is only by understanding all these four elements together and their inter-relationship that you can form a rounded view of the supply of facilities in your area. Your assessment of need will not be robust, and therefore will not be NPPF compliant, if you just consider some of the elements and in isolation. The supply of provision then needs to be assessed alongside demand.

B3 Demand is likely to vary considerably from one place to another, even within a single LA area, according to the different socio-demographic and participation characteristics of local communities, the number and type of visitors and relevant policy priorities. This part of the guidance sets out the areas you will need to consider to help develop an understanding of demand. This includes looking at the local population profile, the sports participation profile, unmet, latent, displaced, and future demand alongside, local priorities and sport specific priorities.



B4 Consultation is critical to help gather, interpret and then *check and challenge* and validate information on both supply and demand. You should seek to combine your consultation to cover both supply and demand issues. In terms of consultation the NPPF refers to the need for early and meaningful engagement and collaboration. This emphasises the importance of Stage A ‘Prepare and Tailor the Approach’ and ensuring the right people are involved in the assessment work at the outset and on any project steering group. The NPPF states in paragraph 155 that ‘*a wide section of the community should be proactively engaged, so that local plans, as far as possible, reflect a collective vision and a set of agreed priorities*’.

### What are you trying to achieve in this stage? Gather information on supply and demand

B5 This stage will help you:

- Establish a full picture covering all elements of the supply of facilities in the area
- Establish a clear understanding of the current and future demand
- Gain an understanding of how to consult on supply and demand – *the techniques and key issues to address?*

#### Facilities Planning Model – National runs (sports halls & swimming pools)

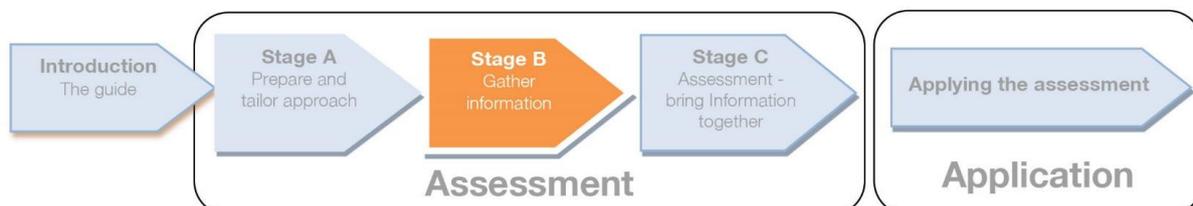
Some tools are available that can look at supply and demand together, and the findings of which can be gathered early in the process, such as Sport England’s Facilities Planning Model (FPM). The FPM can be a very useful tool when undertaking an assessment of need for Sports Halls, Swimming Pools and AGP’s. (Note: assessing the need for AGP’s should be included within a Playing Pitch Strategy assessment).

Sport England produces annual national runs of the FPM for these facility types. These can provide an indication of the nature and capacity of current supply and its adequacy to meet current demand. This national run information may provide a useful baseline position for a LA area for these facility types. By looking at the geographical relationship between supply and demand, in the context of quantity, quality, access and availability issues, the national runs can indicate how much demand may be satisfied, along with the extent and potential location of any unmet demand.

The FPM is based on nationally derived parameters but applied at a local level. While providing a very useful baseline it is therefore essential that the FPM information is combined with locally derived information and knowledge to correctly assess and build the picture of provision within an area.

Contact Sport England to check the availability of this information for your area.

As with all planning tools, they should be used in combination with local information and not in isolation, see paragraph C32-36.



## Supply information:

This section has four parts

1. Quantity

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2. Quality

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3. Accessibility

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4. Availability

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B6 Regardless of the scope or scale of your assessment of need there are some fundamental principles of the audit process which are relevant to all assessments:

- The audit should not just focus on local authority facilities but should set out key information on relevant facilities across all sectors i.e. local authority, education, voluntary sector and private sector provision
- The ownership of facilities should be captured as part of the audit process
- For all provision the audit should cover and capture information on the quantity, quality, accessibility and availability of provision
- Any new facilities which are planned, along with any forthcoming closures or enhancements which are due to come on stream, should be included as they will impact on future facility supply
- The audit should also capture information on provision which borders the study area and the relevant catchment area.

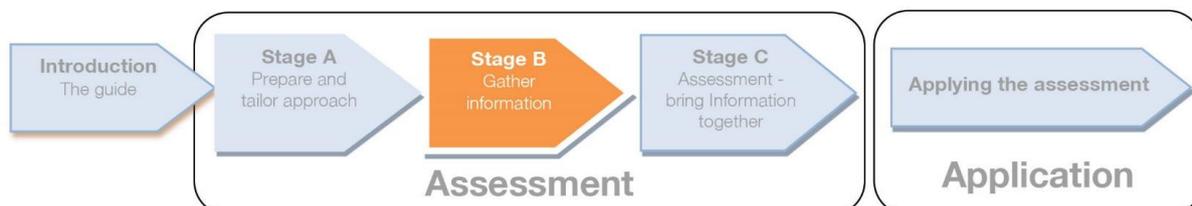
Whilst all audit elements should be considered, the depth of the audit work should be proportionate to the final application for the assessment,

B7 The following paragraphs set out what information on the *quantity, quality, accessibility and availability* of provision should be included in the audit and how it could be gathered. Whilst the different elements of the audit are broken down in this section of the guide, this is not a linear process and in practice the information is likely to be gathered together.

### 1. Quantity– what facilities there are in the area?

B8 Sport England’s Active Places Power (APP) website is a good starting point for gathering general information on the amount or quantity of provision. APP can provide quick access to information on selected facility types for a LA area. This includes being able to generate specific reports to assist with the audit work. It is critically important that the information from APP is checked and supplemented by other sources to ensure that all facilities are captured and that the details are correct. Any amendments to the APP information should also be noted and fed back to Sport England through the APP website. This will ensure the accuracy of the information for the benefit of all in the area but also enable time and resources to be saved when maintaining the audit information for future monitoring and use. See Appendix 1 for more information on Active Places Power.

B9 Other sources of audit information which should be used, to check and build on the APP data include NGB supply side information. NGBs may have data on their clubs and where they play etc., along with any specialist provision in the area. The LA itself should also have its own records of facilities in the area. Website searches on specific facility types or sporting



opportunities across an area will help to further develop a comprehensive picture of how many facilities there are in an area.

B10 The audit should also include information on facilities that are not in current use. A lack of use does not in itself indicate that there is no need for a given facility as there are many factors that could have led to it not being used. Disused facilities represent resources that could be used to meet needs that are identified through the assessment. Likewise, the audit should include facilities that are not currently available for the community to use, such as facilities on school sites, and significant facilities in neighbouring authorities or close to your catchment.

B11 It is critical the audit information is verified, for example through site visits and assessments of the key sites (see quality audit below). Once a comprehensive database or list has been developed this should be shared via any steering group or through consultation to verify and 'sign-off' as an accurate picture of the quantity of provision in the area.

B12 At this point when consulting on supply it will also be important to establish the future picture. Details of any planned improvements to the current stock e.g. new facilities and/or enhancements to existing facilities, along with any planned closures and replacement provision should be captured. Consultation with LA officers, other facility providers and NGBs will help to establish this. It will also be important to understand any potential changes to the supply of provision in neighbouring areas.

B13 When considering quantity it is important that your audit and assessment does not simply count the number of facilities. Different facilities of the same type will have different capacities to accommodate use. One of the key determinants of capacity is the size of a facility. A tennis centre with 6 courts can accommodate more tennis activity at any point in time than say a facility with only 2-courts. The specific nature of facility will also influence the capacity. For example, a tennis court with a macadam surface can withstand greater levels of use than a grass tennis court, and a court which benefits from artificial sports lighting can be used for longer hours than an unlit court. At this point the audit information should therefore include:

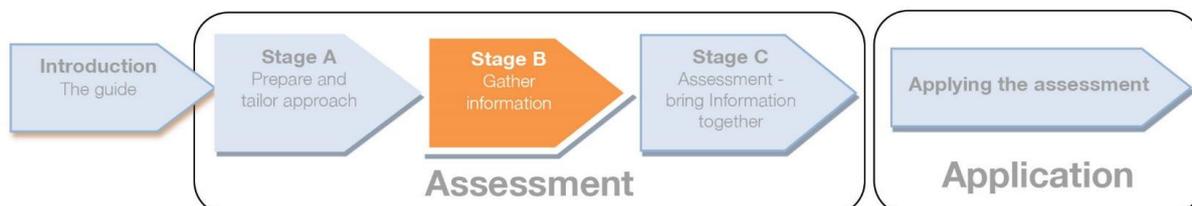
- Site name, location and relevant reference details
- Size and physical nature of provision e.g. number of badminton courts, dimensions of a swimming pool and number of swimming lanes, the surface of tennis courts etc.

B14 This information should be built on with details of the ownership and management, quality, accessibility and availability of provision along with the views of users and other consultees.

## 2. Quality – how good they are?

B15 Sport England's Active Places database does hold information on the age and refurbishment of facilities, which can help to provide an initial indication of the quality of facilities in an area. However, local analysis of the quality of provision through consultation and visiting facilities and sites is critical in developing the audit.

B16 The quality of a facility affects the playing experience and people's enjoyment of the sport and therefore participation habits. The quality of provision can also limit the amount and



type of activity that can take place resulting in the inability of a facility to cater for all or certain types of demand at certain levels and/or at particular times.

## Two key aspects of quality

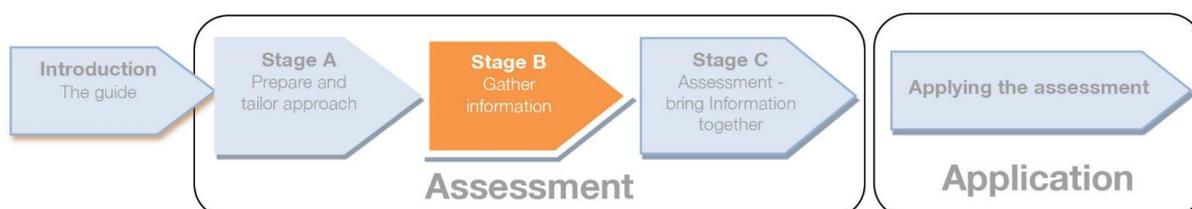
When capturing details on the quality of facilities the audit should therefore focus on two key aspects:

**Condition** – the general age, appeal, fabric of the facility and ancillary provision (e.g. changing provision) i.e. is the facility attractive and does it meet the needs and expectations of users.

**Fitness for purpose** – the technical specification i.e. do the facilities and ancillary facilities meet current recommended standards for the playing of relevant sports at appropriate levels, such as, dimensions (height, width, run off), flooring and lighting,

B17 When gathering information on the quality of provision it is important to understand the constraints of particular facilities e.g. disabled access, the areas of poor quality and how these are impacting on participation. In terms of helping to identify whether facilities meet the technical specifications of the sports for which they are intended, Sport England and the NGBs have a series of technical guidance notes. Amongst a range of details these notes set out recommended dimensions, flooring surfaces, lighting and ancillary provision etc. This knowledge and understanding can be developed through the consultation process with the NGBs, which will help to identify any local issues around suitability and compliance of facilities (see Appendix 2). The level of detail you go into here should be proportionate to your needs assessment work, for example:

- For detailed authority wide assessments information and views on the quality of facilities and ancillary facilities should be sought from the facility users. User surveys may have been undertaken at facilities or there may have been user forums where the quality of provision and certain aspects will have been raised. In the absence of this already available information consultation with user groups will help establish views. For certain specialist facility types e.g. golf there may be on-line user forums, which rate and comment on particular qualitative issues.
- The site provider (owner/manager) will also have views on the quality of their facility, site constraints and areas for improvement which should be captured.
- NGBs may be able to provide a good overview of facilities in the area for their sport, which facilities meet the right technical specifications and provide for appropriate levels of play and the issues which would need to be addressed to improve a facility's *'fitness for purpose'*.
- Any recently undertaken and available professional quality assessments should also be considered and/or particular local professional knowledge should be used. This is likely to come in the shape of a facility conditions survey. Analysis of condition survey information and consultation with the LA asset management team will provide an understanding of the fabric of the facility behind the scenes e.g. the roof, plant rooms etc. and will help with an understanding of the facility life.



- Visiting the sites and carrying out non-technical quality assessments for the key facilities should also form part of the quality assessment, the results of which can be looked at alongside the condition survey information and NGB comments gathered through consultation, see Appendix 2.

B18 Recording the quality of provision and ancillary facilities will help to feed into the assessment at Stage C and support the development of policy priorities.

### Quest and National Benchmarking Service

There are national quality schemes for the sport and leisure sector, which can help to provide some comparisons between facilities.

The Quest scheme and National Benchmarking Service (NBS) can provide an indication of the quality of individual facilities. However these schemes are not compulsory and also cover wider aspects of quality than facility condition. Where facilities have Quest scores and NBS data this is useful to note to add to the overall picture.

See Appendix 1 for more details on Quest and the National Benchmarking Service.

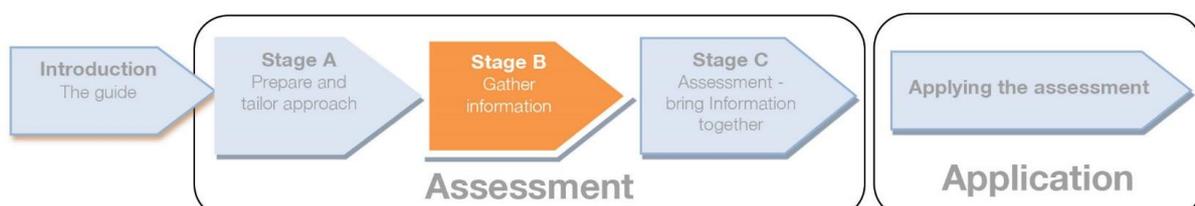
### 3. Accessibility – where are they located?

B19 Once you are happy with accuracy of the quantity and quality information gathered you should consider mapping provision to get a spatial understanding of the facilities and their location by applying relevant catchment areas.

B20 Ideally you may have local data on facility usage which will enable you to plot bespoke catchment areas. You may also have developed a vision and objectives about developing a facility network with greater public transport access, in which case you will need to consider the impact of public transport routes. Remember, as set out in Stage A urban and rural areas and different facilities are likely to have different catchment areas.

B21 Most Geographical Information Systems (GIS) can plot travel times more accurately using the actual road network. It may also be necessary to take account of barriers, or 'severance factors', which prevent free movement, such as motorways, railways, rivers and canals. Where local travel time data is not available, a simpler, but less robust method is using a simple straight line catchments. This method of identifying effective catchment areas will result in circles, with a radius of the appropriate catchment distance, because it derives 'as the crow flies' distances.

B22 It would also be useful to overlay your mapping with the key policy drivers established in developing your vision and objectives. This can help to understand what impact the accessibility of provision may have on key strategic priorities. For example if your vision is about the development of a facility network to address health inequalities it would be useful to understand the location of facilities in relation to key health indices such as obesity.



#### 4. Availability – how available are they?

B23 There are three key areas that need to be understood and captured which impact on the availability of a facility. The first is how much a facility is actually used, how full is it. The second is how much a facility could be used, and the third is what scope is there for increasing its availability. This is in turn influenced by a number of factors, including:

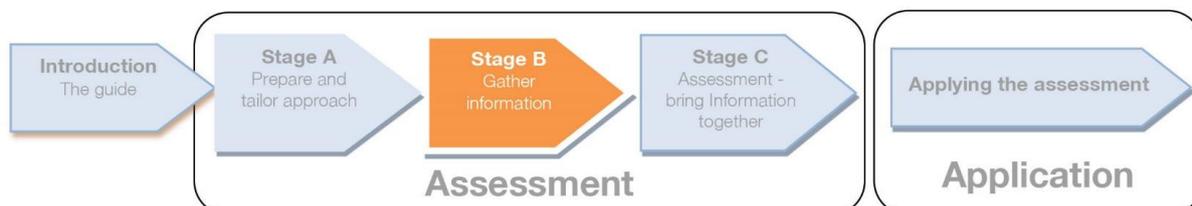
- The management and ownership e.g. *whether facilities are public, private or education based*
- A programming and sports development policy e.g. *is availability given over to specific sports, initiatives and range of activities at certain times. Some facilities may be programmed only for specific sports, users or activities*
- The cost of use e.g. *a high cost may result in a facility having very little use*
- Patterns of use e.g. *a popular facility that is always full, a facility that is heavily used but only for a limited period across the week, is the nature of use changing over time?*
- Hours of use e.g. *opening times available for public use, this will be linked to the programming policies above.*
- Facility design e.g. *the physical design and layout of a facility may limit or prevent use by specific users*

B24 These factors will impact on the availability to the user for the facility. This might prevent the facility being used completely, or, for part of the time it is available and therefore impact on the overall capacity of the facility. The understanding of availability issues should be built up through the consultation process. This aspect is linked to Part 1 ‘Quantity’; in terms of understanding the overall capacity of the type of facility you are considering, which in turn effects the overall ‘Quantity’ of facilities within your area.

#### Understanding ownership – An example (Local sports profile)

The Sport England Local Sports Profile provides a good overview of facility ownership for some types of sports facilities. The table and charts below show an example of ownership of facilities across a local authority, using APP data.

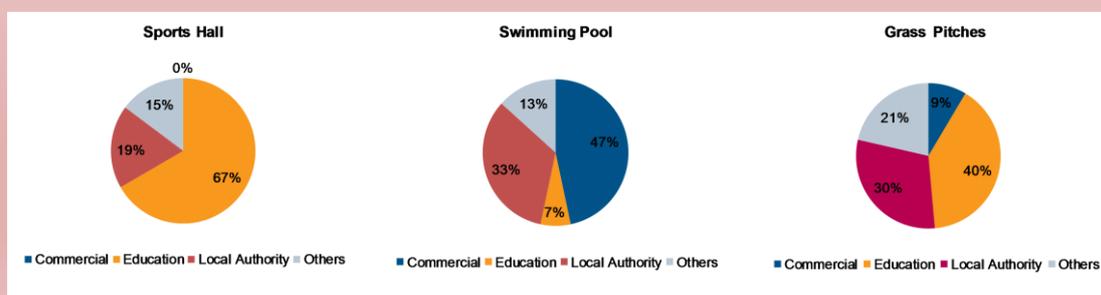
The sports hall chart below shows for example a high percentage of sports hall provision is owned by the education sector. Education sites may have restricted access, certainly in the daytime when school use will be prioritised and potentially after school and at weekends, depending on the schools community use policy. Understanding ownership, and in turn the management of a facility may therefore be critical to understanding the actual availability of particular sites and facilities.



## Understanding ownership – an example (Local sports profile) - continued

Ownership types of sporting facilities by local authority area											
Facilities	Count	Ownership Type					Ownership Type				
		Commercial	Education	Local Authority	Others	Not known	Commercial	Education	Local Authority	Others	Not known
Athletics Tracks	1	0	0	1	0	0	0%	0%	100%	0%	0%
Golf	11	7	0	1	3	0	64%	0%	9%	27%	0%
Grass Pitches	70	6	28	21	15	0	9%	40%	30%	21%	0%
Health & Fitness Suite	22	9	7	3	3	0	41%	32%	14%	14%	0%
Ice Rinks	0	0	0	0	0	0	-	-	-	-	-
Indoor Bowls	0	0	0	0	0	0	-	-	-	-	-
Indoor Tennis Centre	0	0	0	0	0	0	-	-	-	-	-
Ski Slopes	0	0	0	0	0	0	-	-	-	-	-
Sports Hall	27	0	18	5	4	0	0%	67%	19%	15%	0%
Squash Courts	7	3	1	0	3	0	43%	14%	0%	43%	0%
Swimming Pool	15	7	1	5	2	0	47%	7%	33%	13%	0%
Artificial Grass Pitch	9	0	8	1	0	0	0%	89%	11%	0%	0%
Tennis courts	14	3	0	6	5	0	21%	0%	43%	36%	0%
<b>Total</b>	<b>188</b>	<b>41</b>	<b>66</b>	<b>44</b>	<b>37</b>	<b>0</b>	<b>22%</b>	<b>35%</b>	<b>23%</b>	<b>20%</b>	<b>0%</b>
West Midlands	7,654	1,151	3,624	1,788	1,091	0	15%	47%	23%	14%	0%
England	80,307	12,134	34,716	21,304	12,153	0	15%	43%	27%	15%	0%

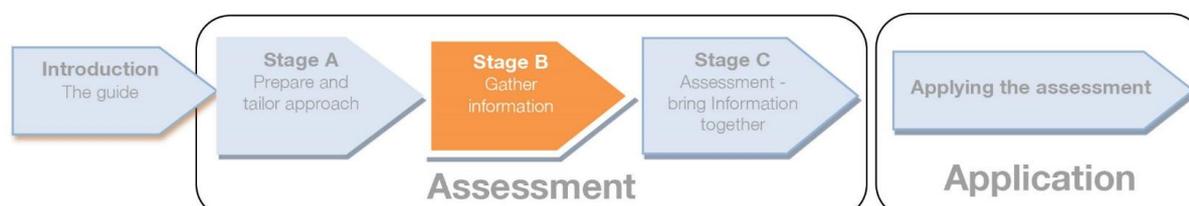
Source: Active Places Power, Year: Jan 2014, Measure: Number of sporting facilities by type of owner



B25 Hours of use will also determine availability as will facility programming policies. If a facility has extensive pay and play / casual use then clubs may find it difficult to get regular access to particular facilities for training or match play. Similarly the opposite may be true, specific facilities may be used to only meet the need of one sport or club. Price is often cited as a barrier to facility use.

B26 As part of the audit it is therefore important to understand how full facilities are and more importantly what are the reasons behind this, understanding what the barriers are and the scope to influence and increase use. This picture should be built up through an understanding of the management philosophy, the assessment of programme and bookings, and consultation.

B27 Trends in visits and throughput also provide an important gauge of availability. How are visits and visitor numbers changing over time? Is there an increase or decrease in visits and what does this mean in terms of facility availability? Capturing and setting out throughput information for facilities across the area / catchment will be important to show the trends and build a picture of availability. Membership waiting list information can also help as a gauge to current and future availability. If the membership is full then the facility may not be available.



B28 The availability of facilities for use by specific groups will also be impacted by the facilities layout and design. For example, the physical design and layout of a facility may limit, or prevent the availability of it for specific disability sport use.

### The need to understand the importance of availability

Gathering information on availability is key to assessing provision as, alongside the local demand information, it will enable a broader understanding to be developed during stage C.

Without this information there may appear to be sufficient quantity, quality and access to facilities when in fact the existing facilities may be full, have limited availability and/or provide little sporting benefit. Similarly, while there may appear to be a shortfall of provision the availability information might indicate that some facilities are standing empty and/or have significant spare capacity.

This may suggest that there is less of a requirement for new provision but a need to focus on management issues to increase availability and use of the existing provision.

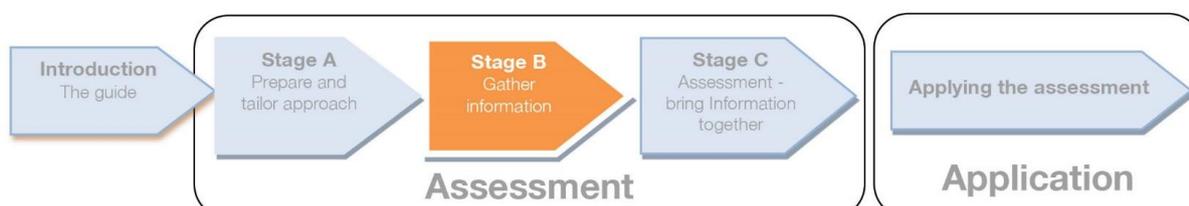
### Supply summary

B29 At the end of the supply stage you should bring together all the different elements of quantity, quality, accessibility and availability to establish a clear audit and understanding of the supply of provision in the area. It may be useful to prepare a brief summary which presents this understanding of the supply information, the key findings and related issues. Table 2 below illustrates how you could bring together the supply information, the sources of data and what they tell you – this is equally applicable working across a LA area or for a single sport in a specific catchment.

B30 All the information required for the supply audit should ideally be collated and presented in one single document. This will aid the Stage C work and also provide a useful document for consultation with the steering group and appropriate consultees, enabling them to check and challenge the findings before undertaking the supply and demand assessment. Before bringing the information together at Stage C and starting to draw conclusions it is essential your supply audit is comprehensive and accurate.

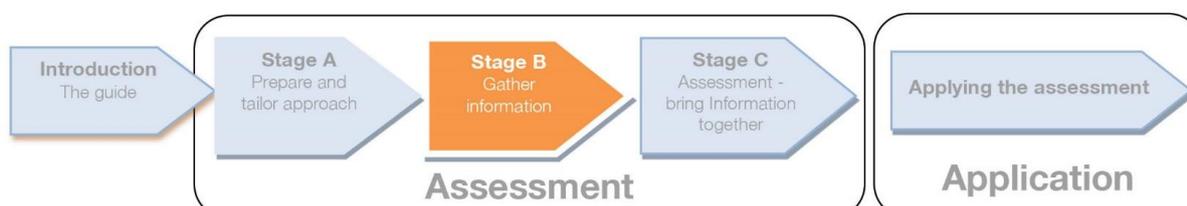
B31 In analysing the robustness of your supply audit you will need to have looked at all four elements of supply, using appropriate data and techniques proportionate to the purpose and scale of the assessment. After being checked and challenged by the steering group and through appropriate consultation the supply audit should be signed-off by the steering group.

B32 Understanding the relationship between the four elements which make up supply is critical. All are equally important in helping to establish whether there is sufficient provision in an area to meet identified needs and deliver the vision and objectives of the assessment.



**Table 2 – Supply side information summary**

Supply element	Example data sources	What it tells us about our supply?
<b>Quantity</b>	<ul style="list-style-type: none"> <li>Active Places</li> <li>Local data sources and records</li> <li>NGBs</li> <li>Websites</li> <li>Consultation</li> </ul>	<ul style="list-style-type: none"> <li>What facilities there are in your area</li> <li>How many facilities you have of a particular type to meet the vision and objectives across the relevant area</li> <li>What is the size and physical capacity?</li> </ul>
<b>Quality</b>	<ul style="list-style-type: none"> <li>User surveys and views</li> <li>Facility owners and managers</li> <li>NGBs</li> <li>Websites</li> <li>Condition surveys including testing of playing surfaces and sports lighting.</li> <li>Quality schemes</li> <li>Consultation</li> <li>Access audits</li> </ul>	<ul style="list-style-type: none"> <li>Condition, is the facility attractive and does it meet the needs and expectations of users</li> <li>Is it 'fit for purpose', do the facilities and ancillary facilities meet current standards of play for relevant sports at appropriate levels</li> <li>The constraints of particular facilities, the areas of poor quality and how these are impacting on participation</li> </ul>
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>Active Places Power</li> <li>GIS</li> <li>Public transport data</li> <li>Catchment analysis</li> <li>IMD and other policy data</li> <li>NGBs</li> <li>Consultation</li> </ul>	<ul style="list-style-type: none"> <li>Where facilities are located</li> <li>The spatial distribution of facilities (via mapping the provision e.g. using GIS)</li> <li>The location of facilities in relationship to specific policy drivers</li> </ul>
<b>Availability</b>	<ul style="list-style-type: none"> <li>Management and ownership data</li> <li>Programming and sports development policies and information</li> <li>The cost of use, hire charges</li> <li>Facility owners and managers</li> <li>NGBs</li> <li>Site visits and quality assessments.</li> <li>Consultation</li> <li>Opening times</li> </ul>	<ul style="list-style-type: none"> <li>How available the facilities are and what the management and access policies are in place.</li> <li>How full facilities are, what are the reasons behind this</li> <li>What barriers exist, e.g., programming, opening times, facility design.</li> <li>The scope to overcome barriers and increase use and availability of facilities.</li> <li>The impact on the capacity of a facility.</li> <li>Whether cost is limiting the availability and use of a facility</li> </ul>



## Demand information:

This section has five parts

1. Local population profile

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2. Sports participation
  - National sources of information
  - Local sources of information

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3. Unmet, latent, displaced and future demand

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4. Local activity priorities

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5. Sports specific priorities

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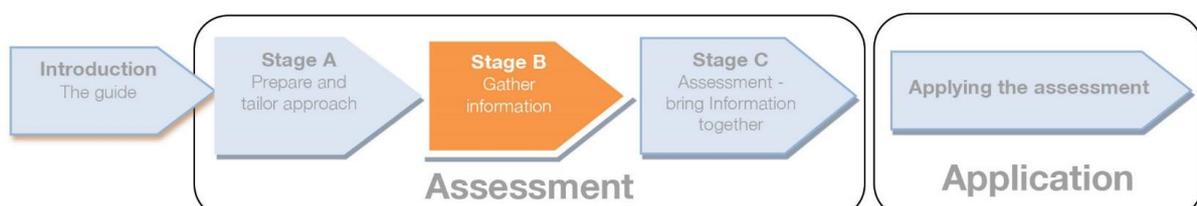
B33 The robustness of an assessment of need, along with its successful implementation, relies on developing as accurate a picture as possible of the demand for facilities now and in the future. In order to build a complete picture of what makes up demand for facilities you need to look at the different aspects that make up demand locally, this includes current and future along with existing and potential demand. The demand section of the guide highlights the different areas that should be looked at to help build a picture of what makes up demand for facilities within an area. As with the supply audit the detail of the demand information you gather should be proportionate to the application. However, whatever the scale of the work it will be important that you consider and evidence demographic and sports participation drivers.

### 1. Local Population Profile - what is the population of the area like?

B34 An important element of developing the picture of demand is gaining an understanding of the population characteristics in your study area. It is fundamental to understand the make-up of the population, and in particular what is the demographic profile in age, gender, social class, disability and health as this can impact on the type of facilities required. For example, indoor bowls has tended to be more popular with users from older age groups and so areas with an older demographic profile may have greater demand for indoor bowls.

B35 If you are developing an assessment for your LA area, and a key policy driver for your LA is addressing deprivation, disability and health inequalities, it might be useful to map the IMD areas across the authority and overlay these with facilities to show the relationship between the two. For example, where sports facilities are being used to help address deprivation, disability and/or health inequalities, this mapping could help to show up areas where there are gaps in facility provision.

B36 An assessment may be developed to help shape a potential application to a specific funding programme. The programme or body running the programme may prioritise funding for particular groups. Should this be the case then when gathering your demand information you should make sure you understand where these groups are located, their likely current future demand and how they relate (or not) to facility provision in the area.



B37 Having established the base demographic information it is then important to identify any trends; i.e. - what does the population look like now and what changes are projected in the future? Are you providing for a rising population, which may require additional or new facilities? Is there a growth in disabled people's sports participation within your area and are there the right facilities to meet this need? Is the population age profile set to change? If it is aging there might be a requirement for a different / certain type of new provision? Population projections will be available via the Office of National Statistics (ONS) for your area and via the LA direct. The local plan might be seeking to achieve / accommodate levels of population growth greater than shown by ONS population projections. The projections are policy neutral whereas some LAs have modelled the impact of policy changes and projected housing growth.

### Local Sport Profile

A useful tool that brings together a number of social, demographic and sporting components for each local authority area is Sport England's Local sports profile (LSP) tool. The LSP is based on the principle that measurements like quality of health, unemployment or sports participation are partially dependent on other variables such as ethnicity, social class, employment status and educational attainment.

The LSP provides sub sets of specific topic information which can be used to help develop an understanding of the nature of a particular area and the potential relationship between the various measurements. For example, participation in sport and recreation is an important contributor to tackling improvements in health and tackling health inequality.

The LSP also provides a good overview of the Active People survey data for each local authority. More detailed information from the survey can be gathered by using the Active People Interactive tool which allows for a sophisticated level of analysis of the survey data to be undertaken.

The LSP is updated annually and new data sources are added by Sport England when applicable. See the Appendix 1 for more information on the LSP.

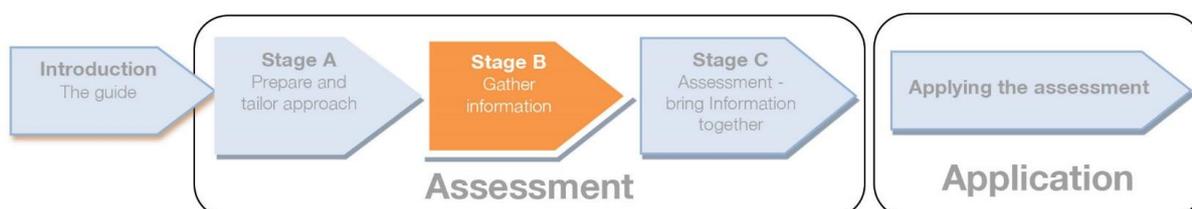
<http://activepeople.sportengland.org/>

B38 Other demographic information will be freely available locally. Most LAs have information available on their websites. This often goes down to the more local ward and parish level if you are undertaking local assessments Public Health England have data, tools and resources to help understand health issues at a local level. More information can be found at: <https://www.gov.uk/government/organisations/public-health-england>

## 2. Sports participation

B39 It is important to understand the sporting and physical activity levels and behaviour of the population in an area. Gathering information on how many people participate should form the basis for developing a detailed picture of the demand for facilities and in turn any assessments of need for sports facilities. To develop this understanding information should be gathered on:

- What activities are popular in your area?
- Who participates and, how often they play?

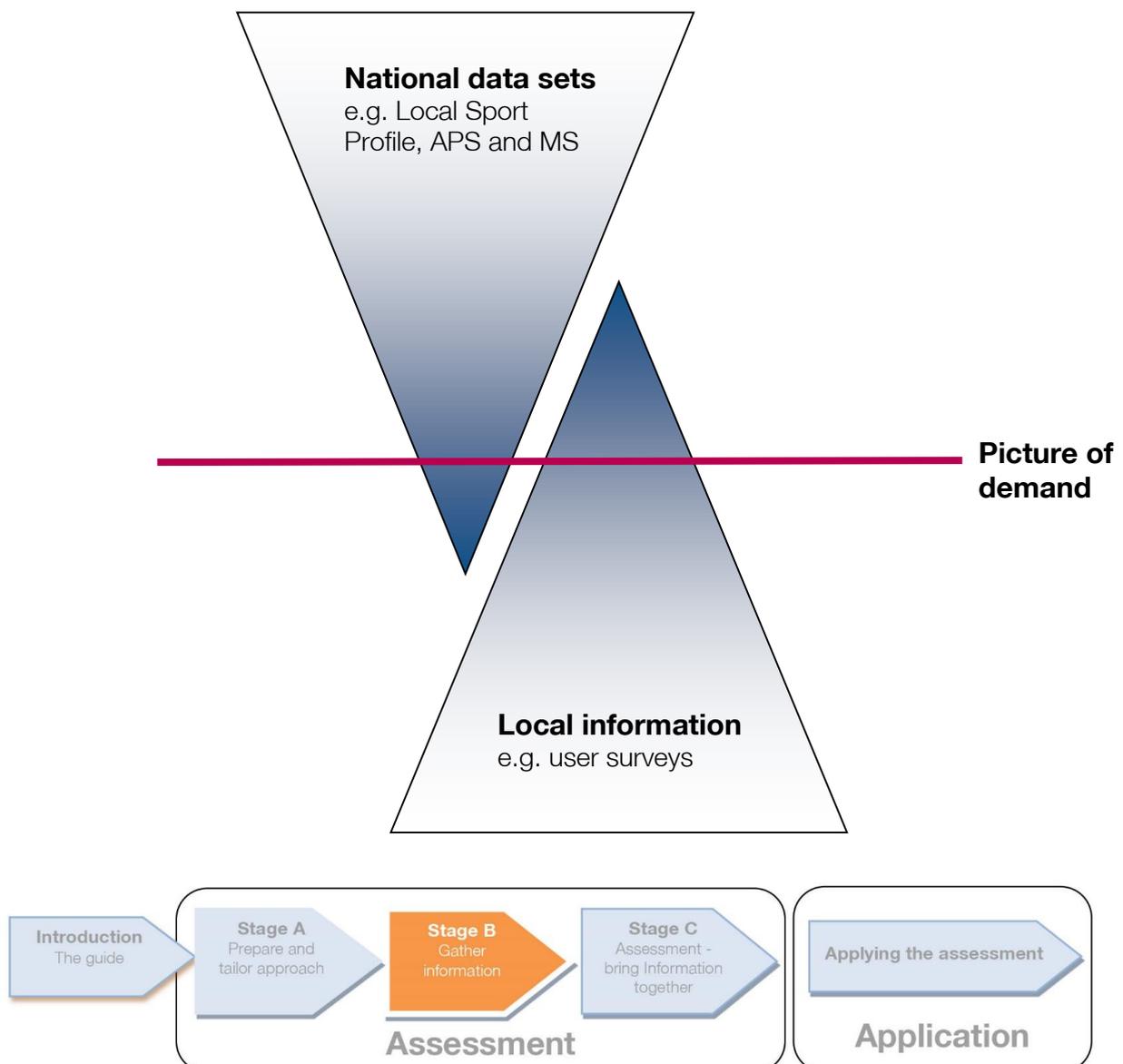


- Where people who generate the demand live and where they participate?
- What people's motivations are to participate?
- What are people's barriers to participation and how might they be addressed?

B40 Wherever possible it is important that this demand information should be presented spatially. This will allow the relationship between where demand is generated, where participation takes place and the location of facilities to be assessed during Stage C. Being able to show this spatial relationship for the population as a whole and for different groups and types of participation and sports will help to assess and ensure the right facilities can be provided in the right place.

B41 There are a number of very useful national sources of demand information which can provide an initial indication of the picture of demand in an area. However, whilst these national sources help to provide a useful overview, it is essential to combine the information they provide with more local sources. The local sources will identify more specific details of what is happening locally in your authority or study area. It is important not to just rely on the national data sets but also use local sources of information to develop the local picture of sports participation and help to provide a full and rounded picture of demand. As suggested in Figure 3 a balance needs to be struck between the use of information from national and local sources.

**Figure 3 – Balancing national and local demand information**



## National sources of demand information

B42 Sport England's Active People Survey (APS) is a very useful source of data on sports participation. Whilst it is a national data set it provides comprehensive information on sports participation by individual sports and for each LA area. It measures actual participation, trends and changes and is a key tool to help develop the picture of demand for sport and recreation within a LA area. An understanding of what Active People provides is essential in understanding the demand for sport and active recreation in your area and in developing the picture of demand. APS is therefore a good source and starting point for information on the sporting profile of an area.

<http://www.sportengland.org/research/about-our-research/active-people-survey/>

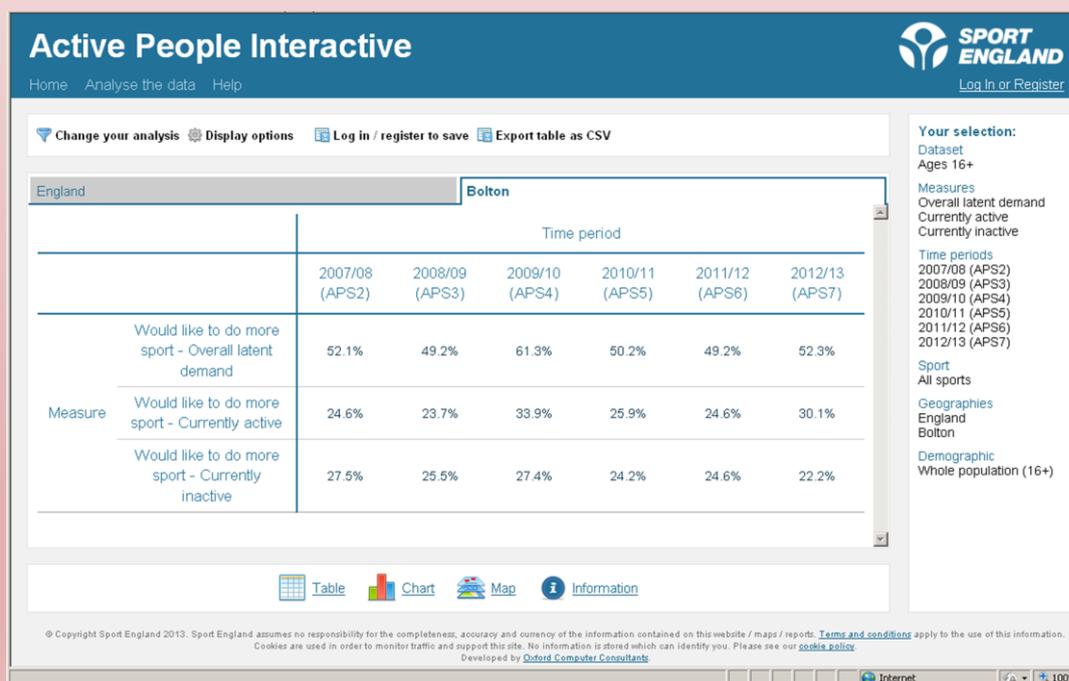
### Active People Interactive

Sport England's Active People Interactive is an online tool to help unlock the potential of APS data, allowing you to create your own tailored analysis to better understand:

- Who takes part in sport (demographics)
- How they do so (volunteering, clubs etc.)
- How participation varies from place to place (from the national picture down to local authority level).

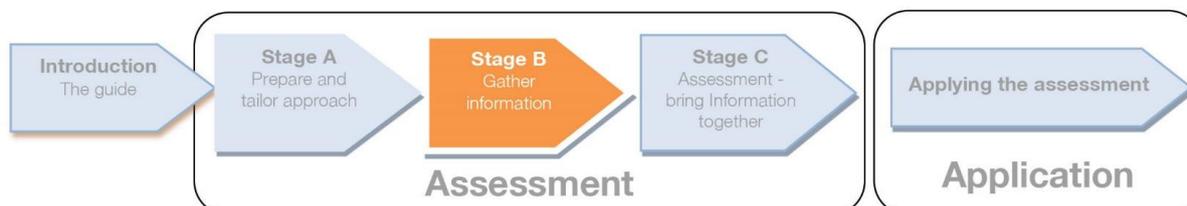
The results can be exported as a .CSV file (compatible with Microsoft Excel) and charts can be downloaded as pdf's.

The example below shows the percentage of people who would like to do more sport within an area, and how this has changed over time.



More information on APS and the Interactive tool can be found in Appendix 1. Active People Interactive tool can be found through this link:

<http://www.sportengland.org/research/who-plays-sport/active-people-interactive/>



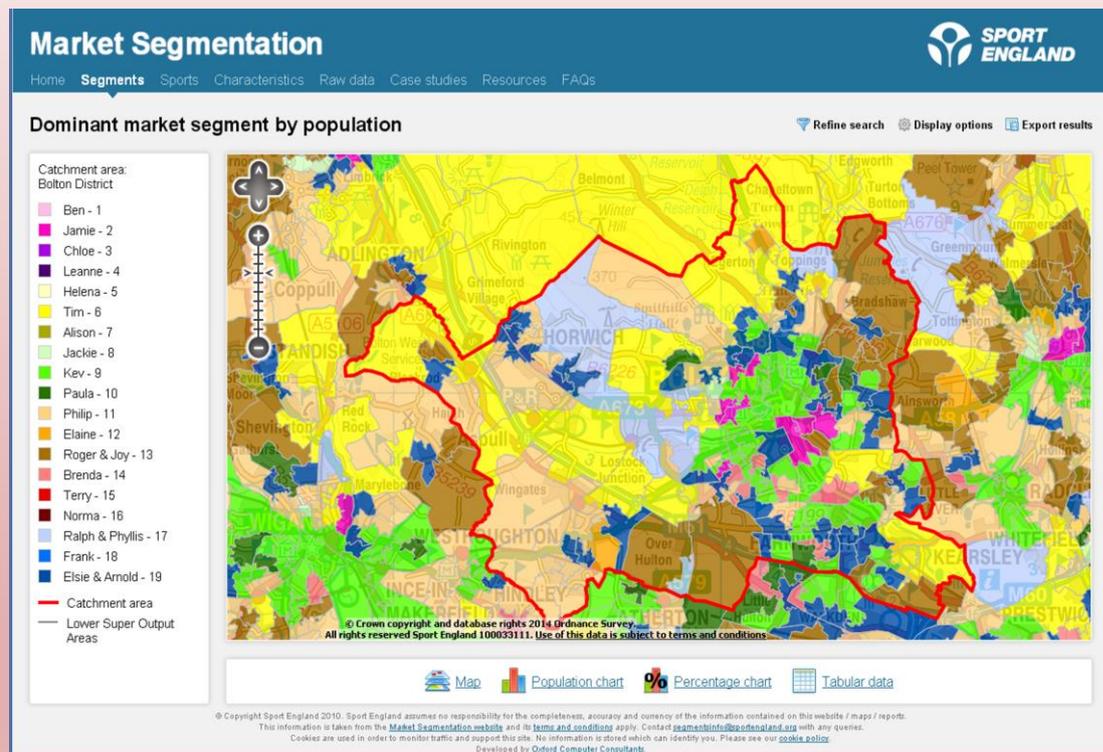
B43 The APS population and sporting participation data has been analysed to produce 19 *market segments* (MS) each with distinct sporting behaviours and attitudes. This includes information on specific sports each segment is likely to take part in or is likely to be attracted to, along with reasons why they participate, whether they would want to participate more in any sport and the barriers they may have which is stopping them participation more. The market segmentation information, which will allow you to develop a more sophisticated and tailored approach to understanding demand in your area, is available at: <http://segments.sportengland.org/index.aspx>.

Similarly Mosaic Profiling, produced by commercial companies, can also provide a useful spatial analysis of population information for a particular area.

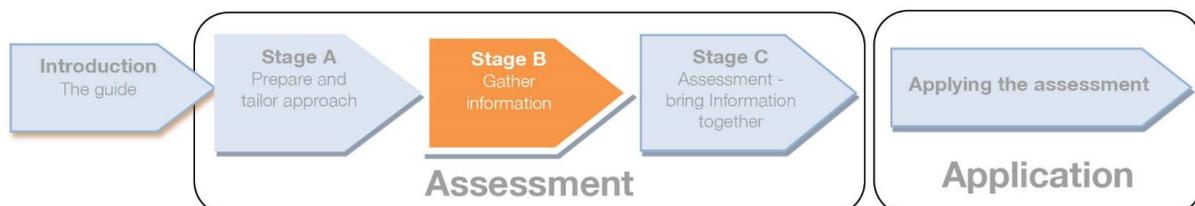
## Sport England’s market segmentation

Why do some people play sport? And why do some simply not want to join in? Sport England has developed nineteen sporting segments to help us understand the nation's attitudes to sport, their motivations and barriers.

The Market Segmentation tool can help to show which segments are dominant within an area, or which segment’s live within the catchments of certain facilities.



More information on market segmentation can be found in Appendix 1 or through this link: <http://segments.sportengland.org/index.aspx>

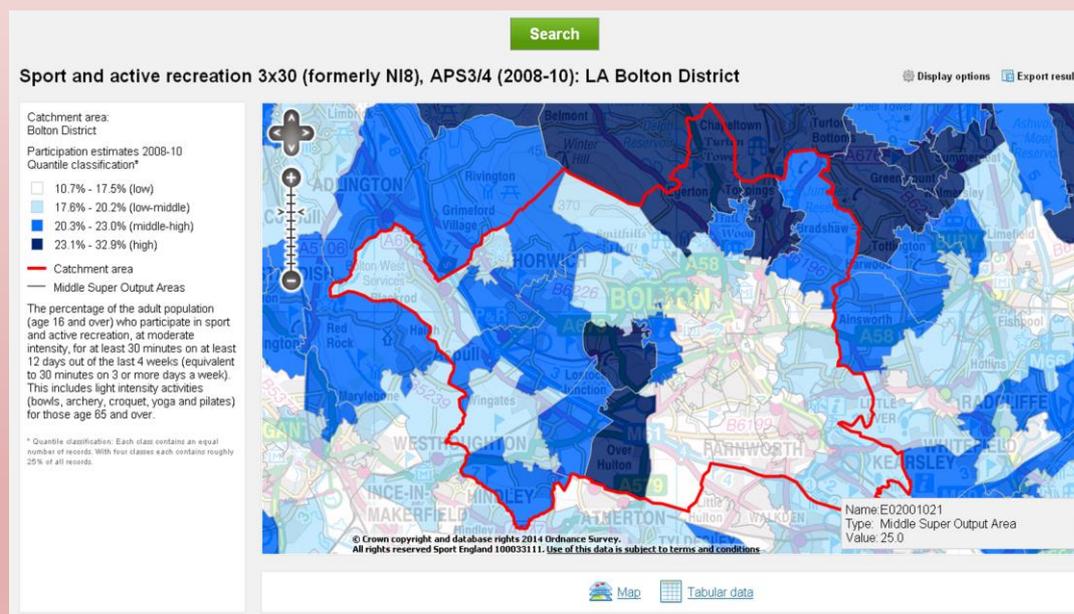


B44 Whilst APS can accurately measure participation to LA level the number of responses from smaller areas (areas within a local authority) can often be too low to produce reliable figures. Sport England's Small Area Estimates tool is useful to find estimates of the numbers playing sport in smaller communities of at least 5,000 people, and generate local sports maps based on the results. For example, it can provide insight on how participation varies within a LA area (modelled estimates at super output area). More details of this tool are set out in Appendix 1, and the Small Area Estimates tool can be found at: <http://sae.sportengland.org/>

### Sport England's small area estimates tool

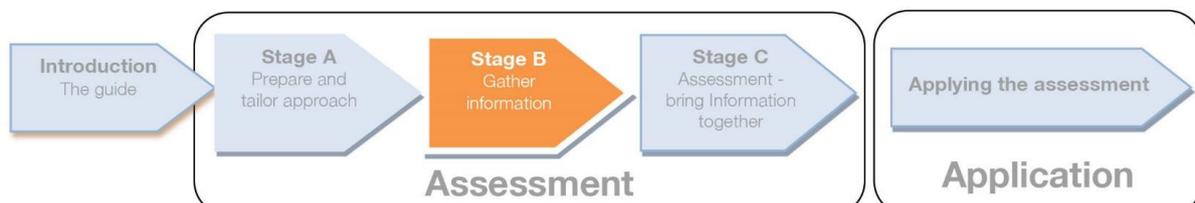
How does sports participation vary within a local authority? Sport England has developed a tool which enables users to view small area estimates of participation for every local authority in England. Using this tool you can map local sport participation estimates at a Middle Super Output area level (MSOA). Your area of interest can be defined as a postcode, local authority, County Sport Partnership or sports facility. You can select which indicator of participation to look at e.g. 3x30 sessions of sport a week or 3x30 sessions of sport and active recreation a week (formerly NI8)

The example below shows small area estimates of participation (at super output area level) for a local authority.



More information on small areas estimates can be found in Appendix 1 or through this link: <http://sae.sportengland.org/>

B45 Sport England and NGBs are increasingly using ‘insight’ to develop policy and whilst the national data sets provide useful insight, they do have limitations when looking at smaller areas than a local authority. It is therefore critical to balance the use of national data sources



with local information on participation. More information on insight data and these national sources of demand information are set out in Appendix 1.

### **Local Sports Participation – what is the demand for activities locally?**

B46 A useful source of local knowledge on sports participation is the County Sports Partnership (CSP). The relevant CSP for the study area may be able to help with establishing a high level of understanding of the local area, its demographics, resources, politics and what may work best for the delivery of sport. The CSP's will also have knowledge of and be helping to deliver NGB plans at a local level. Details of the CSP network across the country are available at:

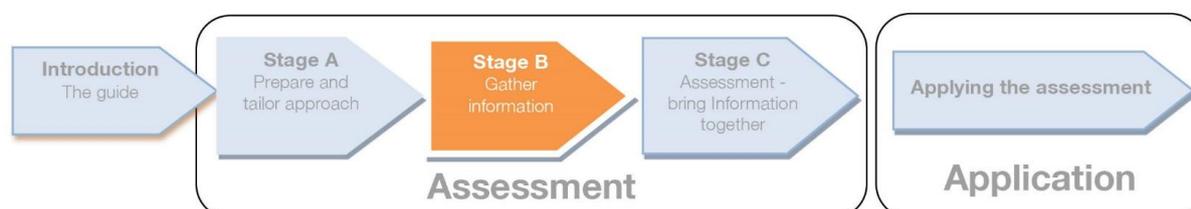
<http://www.sportengland.org/our-work/local-work/county-sports-partnerships/>

B47 The NGBs hold very useful data on the trends in their sport both at a national and local level. Contacting the relevant NGB officer (e.g. Regional Facility Officer in the first instance) will be important to gather this intelligence and to see how 'local' the information they hold is in relation to your study area (see Appendix 2 for an example of a typical template which could be used to help gather this information from the NGBs). NGBs are therefore critical to liaise with when gathering your demand information. Alongside hard data, they may also be able to provide a good overview of general demand and key issues for the area.

B48 Local surveys which provide information on the demand for provision in the area may also exist. These may be both general and sport specific. An understanding of what survey information may be available could be established at Stage A through discussions with partners on the steering group. Local authorities may have undertaken resident surveys through Citizen's Panel processes which may include views on sport and leisure provision. Parish Surveys or Neighbourhood Plans may exist which set out more local needs. In terms of sport there could, for example, be a local survey of participation in athletics developed with the regional governing body, local clubs and schools. This could have developed a local picture of demand, as well as known barriers to facility development, lack of sites or lack of access because of restrictions on use.

B49 It is critically important that the local data gathered includes information on the actual levels of use of facilities. Whilst usage information does not show the full picture of local demand, it does represent the amount of demand that is being met by the existing supply. Usage information can be obtained from a range of sources including providers, say through booking records, and surveys of clubs, teams or users. It is important to capture information on the different types of use that take place at a facility. This might include formal competition, such as league fixtures, as well as training and casual use. Local usage information will importantly provide the ability to check what national sources of information may suggest is happening in the local area (e.g. checking local throughput information at swimming pool sites compared to the modelled throughput indicated by the Facilities Planning Model (see page 26 and Appendix 1)

B50 The local usage information can also identify local or sport specific characteristics of demand, e.g. it might suggest that demand for a facility varies with the time of year, across the week, or even within the day. It might also indicate whether and to what extent demand is being imported or exported from the local area. These are all aspects of current demand that need to be considered, and therefore information gathered, in order to help understand, during Stage C whether current provision is adequate to meet current and future demand.



### 3. Unmet, latent, displaced and future demand

#### Unmet and latent demand

B51 When developing the picture of demand, any demand which exists but cannot currently be satisfied needs to be recorded i.e. current unmet demand. Unmet demand could take the form of need for a specific use or activity. For example, unmet demand could be in the form of teams or users that have currently got access to a facility for competitive play but nowhere to train or vice versa.

B52 Alongside unmet demand there may also be some evidence of latent demand within the study area. Whereas unmet demand is known to currently exist from users, latent demand is demand that evidence suggests may be generated should there be more, better and/or improved provision available. This could include feedback from a sports club who may feel that they could set up and run an additional teams if they had access to better provision. Details of the potential amount and type of latent demand in the study area should be sought.

B53 The nature and extent of any unmet and latent demand should be recorded along with what actions would help to satisfy the demand. NGBs, CSP's, operators and facility providers may also be aware of any unmet and latent demand as they may have knowledge of a lack of provision hindering growth and participation. A number of Sport England's strategic planning tools may also help with providing an indication as to whether any unmet and latent demand may exists in the study area. For example Sport England's Market Segmentation details can be used to provide an indication of the percentage of people and spatial distribution across an area of those who *'would like to play'* more of a particular type of sport.

#### Displaced demand

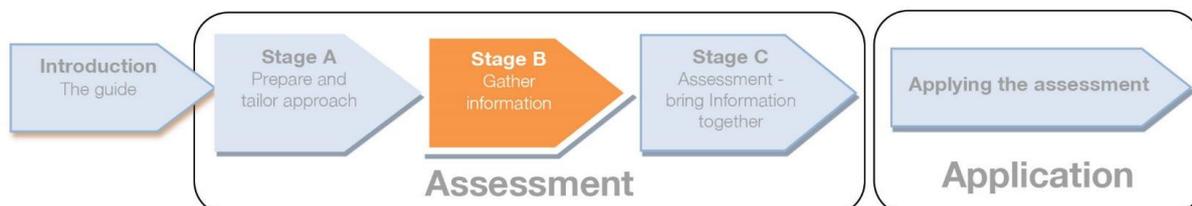
B54 In addition to unmet and latent demand displaced demand may also exist. This generally relates to users from within the study area, participating at facilities outside of the area. It is important to know whether any displaced demand is due to issues within the study area e.g. an overall lack of provision or the lack of provision of an appropriate standard for the level of play within the study area. It is therefore important to establish:

- What displaced demand exists and why including the amount and type of demand
- Whether those generating the displaced demand would prefer to play within the study area and where.

#### Future demand

B55 Alongside current demand it is important for the assessment of need to understand to what extent future demand could be met by the current facility infrastructure in the area. To enable this to be assessed in Stage C, information should be gathered on trends in participation and how facilities are used, along with any recent and proposed changes in how the sports are played. NGBs should have a good understanding of the participation trends for their sports and information is available for individual sporting trends from Sport England, for example from the Active People Survey.

B56 To enable an understanding of future demand to be developed the following information, alongside key trends and the changes in the demand for particular sports, should be gathered:



- Feedback from clubs on their plans to develop and the facility requirements this may result in
- LA and NGB sports development plans and any public health related targets (e.g. increase in participation)
- The most appropriate current and future population projections for the relevant age and gender groupings for each sport. The NGB's may be able to articulate these groupings for their sports. The projections will be required for the year(s) the assessment is looking forward to for the study area.

B57 Trends in visits and throughput information for facilities also provide an important gauge of demand and how this is changing over time in an area. How are visits and visitor numbers changing over time at certain facilities and in certain sports and activities? Is there an increase or decrease in visits and what does this mean in terms of local demand? Capturing and setting out throughput information for facilities across the area/catchment will be important to show the trends and build a picture of local demand. This can help in identifying potential future changes in demand for specific facilities. Membership waiting list information can also help as a gauge to current unmet and future demand.

#### **4. Local activity priorities – what local priorities are there which will create new demands?**

B58 There may be local priorities and targets for activities in specific sports which may be articulated through the local sports network. These local priorities and targets may focus on the growth of specific sports. This may in turn generate new and additional demands for specific facility types and add to the need to protect and enhance existing provision or develop new facilities. This may include a local drive to increase swimming or to make more use of a local river for certain watersports. Any local priorities and targets should be captured and built into the picture of demand.

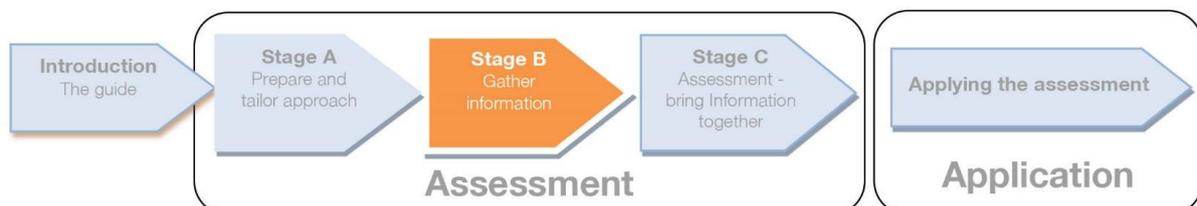
#### **5. Sports Specific Priorities – what sports specific priorities are there which will create new demands?**

B59 NGBs may have specific targets for their sport within an area and/or be looking to development new forms of activity. This may create the need for new or different facility provision in an area. It will therefore be important to understand whether there are any NGB priorities which may generate more, new or different demands for specific facilities or require particular enhancement e.g. NGB policy priority for a short version of the game may have different facility needs than currently provided for.

B60 NGB's may also be able to provide details of any wider development priorities that they have within an area. These priorities may be area wide rather than facility/site specific but will help to flag up the future potential for new activities. CSP's will be a very useful source of information to help identify which NGB's are planning to develop their sports within specific local areas. Early consultations with NGBs as set out in earlier sections of the guide will help to identify these sport specific priorities. (See Appendix 2 for advice on consulting with NGBs)

#### **Wider consultation with sports organisations**

B61 While NGBs are key consultees when developing the picture of demand, there will be other important providers and agencies that have an increasing impact and influence on sports participation within any local area. Sport England also invests in and supports groups and



organisations out of the formal NGB sport structures to drive sports participation. These organisations have facility requirements and will need to be considered in any analysis. An assessment should therefore include consultation with any other relevant organisations, which in some key areas may provide more delivery than the NGB.

### **Basketball – mixed economy in a sport:**

Basketball is a sport in which Sport England has invested directly into three organisations strategically to support large scale delivery. Nationwide, England Basketball as the NGB are funded for a number of participation programmes and are seeking to develop the wider understanding of the sport to inform facility requirements. However, Sport England is also investing in the ‘British Basketball League Foundation’ at a national level, and within Greater London in ‘Reach & Teach’.

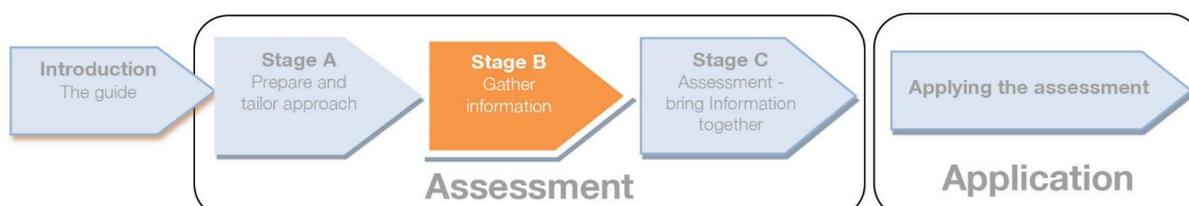
These organisations will drive participation in basketball resulting in increased facility usage and need within the specific local areas.

### **Demand summary**

B62 If you have gone through this part of the guide, using all the data sources, you should have been able to develop a rounded picture of demand for sports facilities in your area, now and in the future. This picture of demand, alongside the supply audit will underpin your assessment of need. This supply and demand information will enable you to assess the adequacy of provision to meet current and future demand in Stage C and establish the key findings, issues and priorities for the study area.

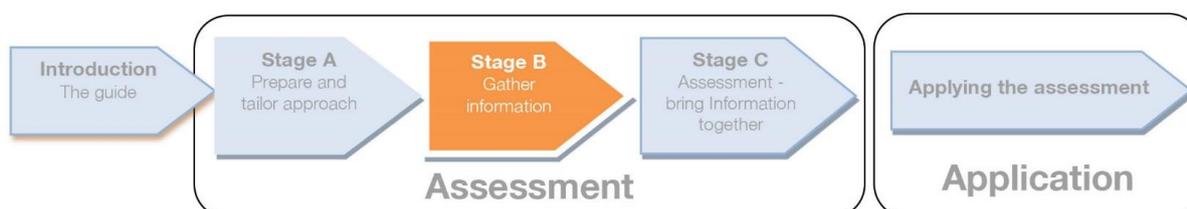
B63 In analysing the robustness of your demand data you will need to demonstrate that you have looked at all the elements which make up current and future demand, using appropriate data. All the information required for the demand audit should ideally be collated and presented in one single document. It will also be a useful document for potential consultation with the steering group and consultees, enabling them to check and challenge the information before undertaking the assessment in Stage C.

B64 It may be useful to prepare a brief summary which presents this understanding of demand, the key findings and related issues. Table 3 below illustrates how you can bring together the demand information, the sources of data and what they tell you – this is equally applicable working across a LA area or for a single sport in a specific catchment. The detail you capture should be proportionate to the scale of the application.



**Table 3 – Demand side information summary**

Demand information	Example data sources	What is tells us about demand?
<b>Local Population Profile</b>	<ul style="list-style-type: none"> <li>Local authority population data and projections</li> <li>ONS</li> <li>Sport England Local Sports Profile</li> <li>Public Health England</li> <li>Consultation</li> </ul>	<ul style="list-style-type: none"> <li>Information about the number, gender, ethnicity and age etc. of people in your area</li> <li>How these compare with others areas</li> <li>Likely sports / facility needs</li> <li>Whether there is a declining or growing population and its geographical spread, the implications on future sports / facility needs</li> <li>The number and location of other indicators across your area e.g. deprivation, obesity etc. and the impacts on sport / facility needs</li> </ul>
<b>Sports Participation Profile</b>	<p><u>National Demand</u></p> <ul style="list-style-type: none"> <li>Active People</li> <li>Market Segmentation</li> <li>NGBs and their Plans &amp; Strategies</li> <li>Sport England and NGB 'insight'</li> </ul> <p><u>Local Demand</u></p> <ul style="list-style-type: none"> <li>Information and data from CSP's and NGB's</li> <li>Local surveys and usage information</li> <li>Usage and throughput data from the facility providers</li> <li>Membership and waiting lists information</li> </ul>	<ul style="list-style-type: none"> <li>Spatial and quantitative profile of participation related to the demographics</li> <li>Who participates, how often in what and where</li> <li>Propensity to participate now and in the future</li> <li>Facilities identified as priorities for regional and national levels of competition and training.</li> <li>How busy facilities are and what are the usage trends</li> <li>Whether demand increasing or reducing demand over time overall and/or at specific facilities.</li> </ul>
<b>Unmet, latent, displaced &amp; future demand</b>	<ul style="list-style-type: none"> <li>NGBs</li> <li>Consultation with operators</li> <li>User surveys, feedback for clubs/groups</li> </ul>	<ul style="list-style-type: none"> <li>Identify demand which exists that cannot be satisfied and the reasons why</li> <li>Identify displaced and latent demand</li> </ul>



Demand information	Example data sources	What it tells us about demand?
	<ul style="list-style-type: none"> <li>Market Segmentation</li> <li>Population projections</li> </ul>	<ul style="list-style-type: none"> <li>Potential future demand which will increase pressure on existing facilities</li> </ul>
<b>Local demand and NGB priorities</b>	Local surveys and Plans Local usage information NGBs CSPs	<ul style="list-style-type: none"> <li>Localised demand and priorities</li> <li>What is actually happening on the ground</li> <li>Provides a local interpretation of the national data sets NGB priorities for a local area</li> </ul>

## Consultation

B65 Consultation is critical to help gather information and then *check, challenge and validate* the supply audit and picture of demand. In terms of consultation the NPPF refers to the need for early and meaningful engagement and collaboration. This emphasises the importance of Stage A: Prepare and Tailor the Approach and ensuring the right people are involved in the assessment work at the outset. The NPPF, within paragraph 155, suggests that *'a wide section of the community should be proactively engaged, so that local plans, as far as possible, reflect a collective vision and a set of agreed priorities.'*

### Consultation throughout the assessment

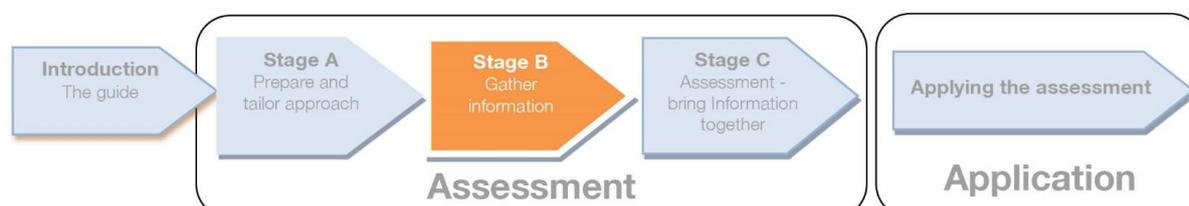
Whilst the *'Consultation'* section is included within Stage B of the guide, the process of consultation with users and providers will take place throughout all stages of developing an assessment of need. For instance, Stage A will need consultation with a range of bodies from internal LA departments, to key facility providers along with and NGB's and CSP's, to help inform the scope and scale of the assessment.

In Stage C, consultation will be needed to provide a sounding board and sense check when undertaking the assessment and developing the picture of provision.

Consultation should be seen as a continuous process which will help to scope, in form and check the assessment as it develops.

B66 With consultation it is always difficult to strike a balance between *'when, how and who'*. What is clear is the need to consult at the appropriate depth, scale and reach of your assessment. Existing networks are important as will be NGBs and the development of local perspectives. Ultimately who you consult with and the extent of consultation work will depend on the scale and scope of your assessment. What is critical is that there is consultation with users, key partners and groups and that the information and understanding gained from this consultation is assessed alongside the other hard evidence and supply and demand data.

B67 Establishing the views of users is critical. Surveys of key user groups are a particularly good way of helping to establish views on the supply of facilities – *quantity, quality, accessibility and availability* and demand – *population, participation, priorities and trends*. Consultation is



critical in building the picture and helping you to assess and understand at Stage C *whether there are enough facilities of sufficient quality that are well located and accessible to meet current and future needs and priorities.*

B68 A LA may already undertake user surveys as a matter of course which has capture user views. So long as these are up to date they can provide a good source of supply and demand information and views and should be reviewed and key issues captured. If information does not exist, additional survey work with facility users through workshops or focus groups with user forums, members and relevant clubs may need to be undertaken. A range of techniques can be used such as telephone surveys, web based approaches using on-line surveys or postal surveys. The use of social media to start conversations with the general public on the provision of local sports facilities should also be considered.

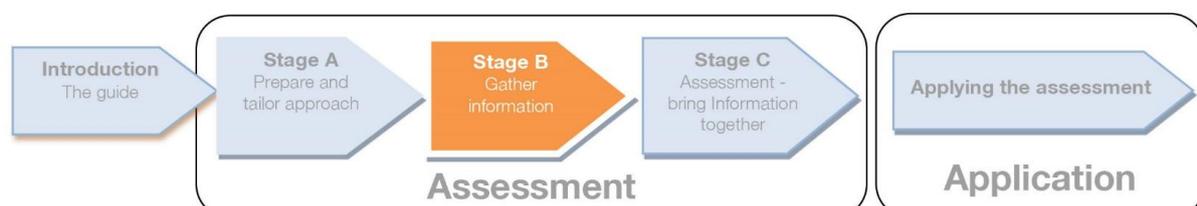
B69 To ensure the success of any consultation thought should be given early in the process to how best certain groups and key consultees are likely to respond. Discussion with other parties, such as NGBs, facility providers and operators, may help to ensure any consultation is tailored and undertaken in a resource efficient manner to ensure a good level of engagement and response. Consulting and involving local communities who may not be current users is also important.

B70 Listed below are a number of different consultation techniques which you may consider using. The more information and feedback you get from the consultation process the better informed the assessment will be, consultation techniques could include:

- Semi-structured direct face to face and telephone discussions – whilst potentially resource intensive having direct discussions with key parties will be extremely useful (see paragraph B69).
- Focus groups, local workshops or Drop in Sessions - these are often the best way of eliciting qualitative information about facility provision, the adequacy of particular facilities and changes which local people would like to see. These may be sport and/or facility specific. However, it is necessary to beware of raising unrealistic local expectations or endorsing unrealistic aspirations
- Citizens' Panels, Residents' Panels and Community Forums - some LAs still operate these and where they include information on sport and leisure facilities this should be captured
- Consultations with particular community groups who represent non-user groups, and hard to reach groups, where they exist
- Household surveys - the best way of identifying the views of the local community as a whole, but requiring a carefully managed survey with a representative sample
- Street surveys or surveys at community events such as fetes and galas - these are less rigorous than household surveys, but significantly cheaper
- Information from swipe cards/membership cards, turnstile counters, etc.

B71 Using the contacts and meetings of the members of any steering group provides a good way of undertaking consultation with the sport network. You should use a combination of face-to-face consultations, telephone consultations, surveys, workshops and focus groups as appropriate. Key people and organisations you are likely to need to consult with on a *face to face* basis on supply and demand issues include:

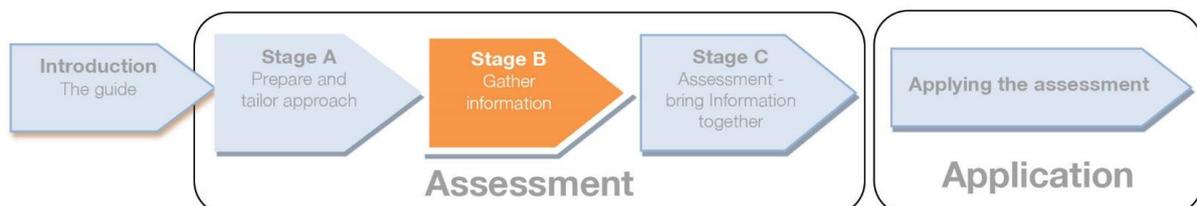
- Relevant LA officers e.g. sport and leisure, planning, health, education, asset management. This should be directed by scope of your needs assessment work



- Neighbouring LAs to understand cross-border issues
- NGB facility representatives
- Key generators of demand, such as, large sports clubs
- Local league representatives
- County Sport Partnership (CSPs)
- Disability Peoples Organisations/Disability Forums
- All other key providers across your LA area or in your catchment – schools, colleges, universities and private sector providers

B72 Views on quantity, quality, accessibility and availability from the consultation process will help with gathering the supply and demand information and carrying out the assessment work in Stage C. NGBs and CSP's are critical consultees and can help with understanding the key issues relating to supply and demand of facilities and opportunities in your area. NGBs have growth plans and will also be able to identify current demand issues, priority areas for growth and the implications of new versions of the sport on facility requirements. Paragraph A16 sets out the type of issues you may want to consult on with NGBs.

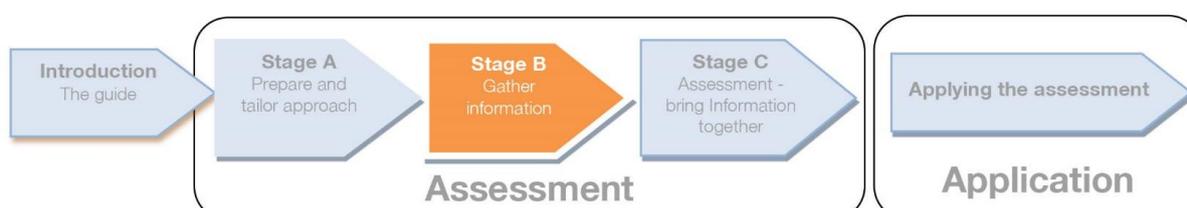
B73 By tailoring your approach and using a range of consultation techniques which match how users are more likely to respond, will help to overcome low response rates and maximise engagement with hard to reach groups.



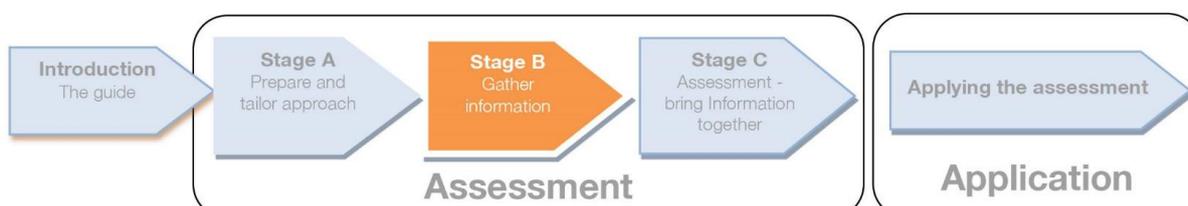
## Stage B: Gathering the supply and demand information – checklist

B73 At the end of this stage you should be able to answer the following questions. If you cannot, you may need to revisit these areas before moving to the next stage.

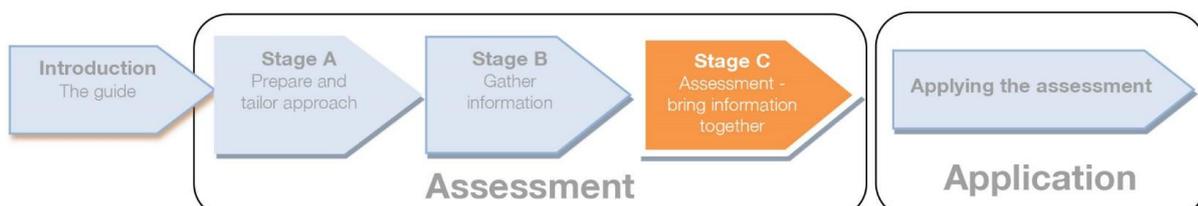
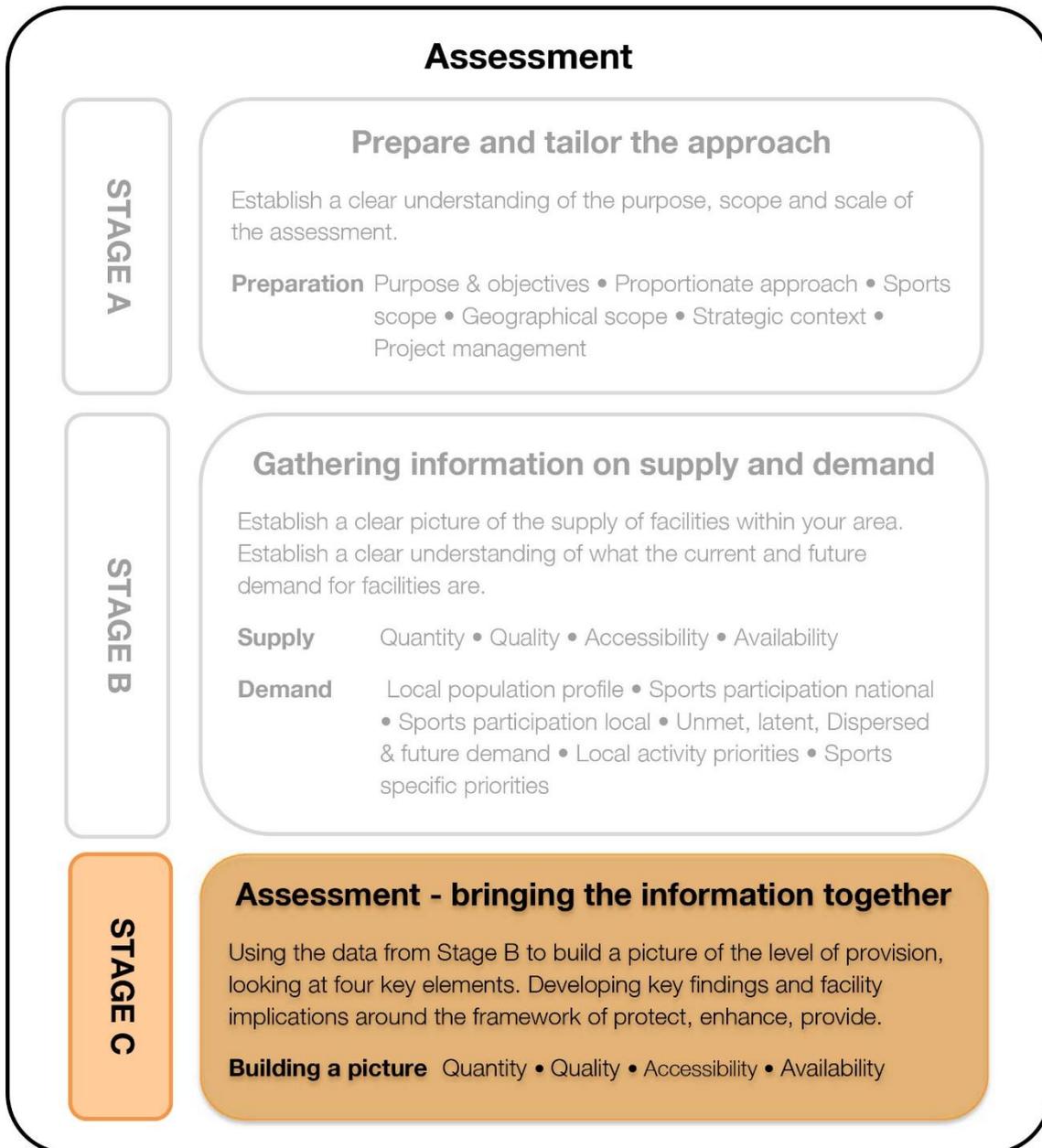
Stage B : Gather Information on supply and demand	Tick ✓	
	Yes	Requires attention
<b>Supply information</b>		
1. Have you included facilities provided by all sectors, such as, education, club, and commercial? Have you considered cross-boundary issues?		
2. Have you included any planned facilities that you know about?		
3. Do you know how many facilities are within the area?		
4. Have you considered the capacity of facilities, and not just a simple facility count?		
5. Have you collected information on the overall condition of facilities? Have you used feedback from user surveys and facility managers to help with this?		
6. Have you considered if the facilities are fit for purpose to meet the levels of play for specific sports? Have you contacted the NGB's to help with this?		
7. Have any facilities used national quality schemes (NBS/Quest) to help with comparisons and is this information captured?		
8. Do you have local usage data that can help in establishing travel times and catchments for facilities?		
9. Are there any factors that require different catchments for the same facility type, such as urban/rural split?		
10. Have you mapped your facilities using your catchments?		
11. Have you a clear picture of how busy the facilities are? How the facilities are being programmed and managed?		
12. Are there any management programming issues that impact on the availability of specific facilities?		
<b>Demand information</b>		
1. What is the current and future demographic and socio-economic profile of your area?		



2. Are you clear on what the demands are for sports and activities within your area? What does both national and local participation data say for your area?		
3. Is there any indication of unmet and latent demand for specific facilities or activities?		
4. Is there any indication that current demand and usage is being displaced to facilities outside your area and if so, are you clear why this is?		
5. Has information been gathered on the potential future demand in the area including trends and changes, population projections and feedback from sports clubs and other users?		
6. Are there any local priorities and targets for specific activities that will create new or additional demand?		
7. Have the NGB's, or other parties identified any specific targets for particular sports that will create new or additional demands within your area?		
<b>Consultation</b>		
1. Are there any existing user surveys that you can utilise?		
2. Have you identified and consulted with key user groups and providers?		
3. Have you contacted the NGBs (see Appendix 2), and CSP's?		
4. Have you contacted local sports clubs?		
5. Have you ensured the consultation techniques/formats area tailored to the groups /users you are trying to contact?		



## Stage C: Assessment – bring the information together



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## Stage C:

### Assessment - bringing the information together

This stage has four parts

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#### 1. Building the picture

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#### 2. Using tools

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#### 3. Key findings of the assessment

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#### 4. Review and monitoring

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C1 This stage is about bringing together the information gathered in Stage B. This will help to provide an understanding of how the supply of sports facilities compares with demand. A picture can then be developed as to whether the right level and type of facilities are in the right place to meet both the current and future sporting demand in the area. To develop this picture the supply and demand information from Stage B should be looked at in the context of the four key interlinking elements of 'Quantity, Quality, Accessibility and Availability'.

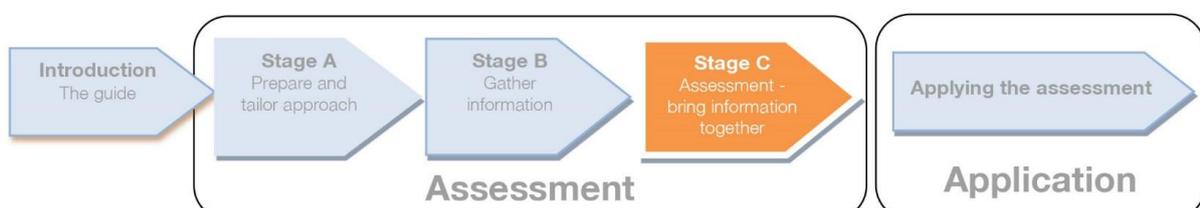
C2 The overall outcome of this stage should be the production of an assessment that meets the requirements of paragraph 73 and 74 of the NPPF – a robust and up to date assessment of need. The NPPF requires assessments to identify specific facility needs and quantitative and qualitative deficits or surpluses of facilities, along with opportunities for new provision. The NPPF is also clear that the information gained from the assessments should then be used to determine what provision is required.

C3 Looking at the four interlinking elements in appropriate detail will enable the key characteristics, findings and issues to be identified regarding the needs and opportunities in the area. The assessment should conclude with an understanding of the overall surpluses and deficiencies across an area. It should importantly also identify any specific geographic and/or individual facility needs that come out of the assessment. Ideally, these specific needs should be clearly set out in a list that can be taken forward in a strategy/policy document to decide how best the needs and issues can be addressed and delivered.

C4 What are you trying to achieve in this stage?

At this stage you are seeking to:

- Understand how to use the information gathered from Stage B to undertake an assessment
- Assess the supply and demand information, including consultation responses, in the context of the quantity, quality, accessibility and availability of provision
- Utilise available strategic planning tools and datasets as appropriate to support the assessment
- Build up a picture of the adequacy of current provision to meet both current and likely future demand by layering information.
- Identify specific needs and opportunities in the area along with quantitative and qualitative deficits or surpluses of facilities
- Identify the key characteristics, findings and issues for each facility type included in the assessment



- Establish what provision is required including specific geographic and/or individual facility needs
- Ensure any findings, issues, recommendations and suggested projects and actions are clearly linked to, and justified by, the information gathered and assessment work.

## 1. Building the picture - what key questions do I need to ask?

C5 Now you have gathered the information within Stage B and it is robust and up to date you can begin to *build your picture* and develop the key findings and issues.

### Building the picture – The four key elements

To help structure the process of building up this picture, there are four interlinking elements to consider.

**Quantity** Are there enough facilities with sufficient capacity to meet needs?

**Quality** Are the facilities fit for purpose for the users? Do the facilities provide the level of play needed, and does the quality meet the user's expectations?

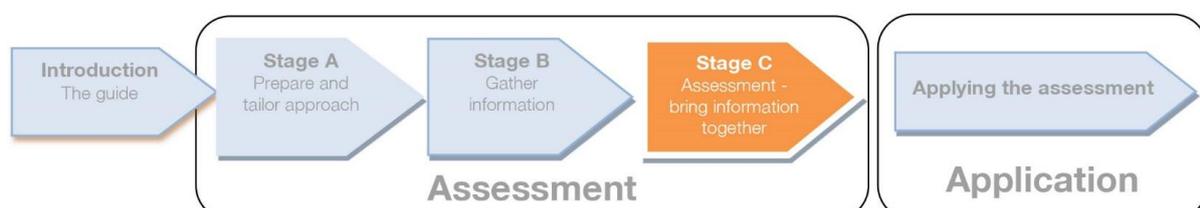
**Accessibility** Are the facilities in the right physical location for users?

**Availability** Are the facilities available to users who want to use them?

C6 Each element contributes a layer of understanding, which when combined together will help to *build a picture* and provide a rounded assessment of sports facility provision within your area. The level of analysis of each element will vary depending on the nature of the different sports being considered and the nature of the geographic area you are looking at. Understanding the relationship between the four elements is critical. All four elements are equally important in helping to establish whether there is sufficient provision in an area to deliver the vision and objectives and the subsequent need to *protect, enhance or develop new provision*.

C7 The information gathered separately under the supply and demand steps will help to provide an understanding of how the supply of sports and recreational facilities compares with demand, now and in the future. This in turn will enable you to establish any surpluses and deficiencies, key issues and facility priorities for your local area. The approach to 'building your picture' is set out below.

C8 To help build this picture, there are a range of sports planning tools, which will be useful in helping to assess supply and demand. The full details of the tools and their application are set out in Appendix 1. It should be noted however that whilst analytical tools can provide an important part of supply and demand analysis, they should always be seen as a 'starting point' and need to be weighed alongside all the other supply and demand information gathered particularly at the local level. See paragraph C32-C36 for more guidance on using planning tools.



## The four key elements – key questions and things to consider

C9 The key questions and things to consider should be applied separately for each facility type within your scope. If you are undertaking a LA area based needs assessment the issues for sports halls may be very different than for example swimming pools or other facilities. The level of detail should enable you to have a clear picture of all the key issues for specific facility types across your particular area. If you are undertaking a needs assessment for a single facility type the level of analysis should be more detailed.

C10 For each facility type you should develop an understanding of whether there are enough facilities and if there is time and space available (quantity / capacity) for people to use them, whether the facilities are of good quality that people / sports would want to use them, whether people can get to them and they are well located (accessibility) and whether they are available to people including at the times they wish to participate.

### Quantity

C11 What facilities there are in your area? How many do you have? Do you have enough? How much capacity is there?

When looking at the relationship between the amount and nature of people wanting to access facilities and the number and capacity of facilities available, you should think about the following:

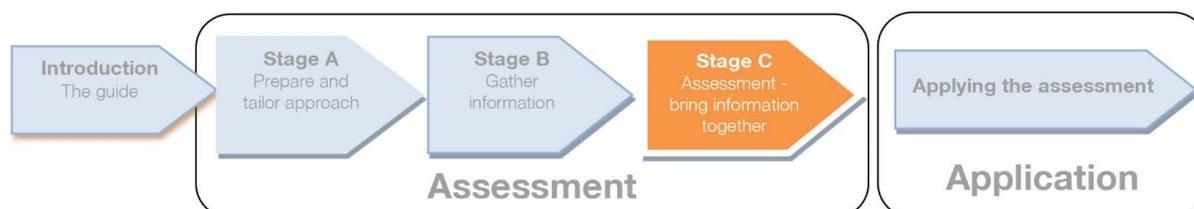
- How many facilities are there?
- How are facilities being used? Are they generally busy/full or is there spare capacity?
- Are there any issues that impact on the use of the facility?(this links to Availability below)
- Are facilities experiencing high levels of usage at certain times of the day and on certain days of the week?
- Are all facilities full or are some busier than others?
- What are the possible reasons for these observations and what does it tell us?

C12 Supply information - this will give you:

- A database of all relevant facilities in your area in line with the scope of the assessment
- Information on the name, location and specification of facilities
- Information of any planned provision and provision in neighbouring authorities or catchments which will impact.
- A clear picture of how much capacity there is available for users

C13 Demand information - this will give you:

- An understanding of the population and demographic profile of your area.
- Details of planned population growth which may require new and additional provision.
- The profile of any growth and the demand this will create for any particular facility
- Any trends in sports participation which are likely to increase demand for additional provision.
- Details of any future or latent demand which will put pressures on the existing stock.
- Any specific priorities that have been identified for providing new provision, either locally or through the NGB
- Any trends in terms of participation and usage and whether they will put increasing or reduced pressures on existing facility capacity



C14 There are a number of useful tools, which will enable you to understand and compare the quantitative levels of provision in your area. The Active Places Power database provides information on the type, size, and opening times of facilities. The Sport England Local Sport Profile tool facility comparisons enables an authority to get an understanding of how their levels of provision compare with other similar authorities. As set out, Sport England's FPM national run reports provide a good starting point for understanding the supply and demand balance for sports halls and swimming pools across a LA area. Building on the FPM national run baseline with the local supply and demand information could lead to carrying out more sophisticated FPM local run work, which can help in modelling how much of the capacity of facilities is used (how full they are) for certain facility types (e.g. swimming pools, sports halls) and therefore help with understanding whether facilities are full or if there is potential to increase usage. See Appendix 1.

## Quality

C15 *Are the facilities 'fit for purpose' for the users? Do the facilities provide the level of play needed? Does the quality meet the user expectations?*

Gaining an understanding of qualitative issues is also important to building a fully informed picture of supply and demand in your area. To develop this understanding you should think about the following:

- Does the quality of the facility meet the standard required or desired by the user? If not, what is the impact?
- Is provision appropriate to meet the relevant NGB standard of play and competition? If not, what is the impact?
- How is quality a factor in attracting or discouraging participation and usage?

C16 Supply Information - this will give you:

- A picture of the quality of individual facilities within your scope of assessment
- Information on the age of facilities, year of refurbishment etc.
- Any supplementary information on the quality of facilities through site assessments and visits along with any condition survey information

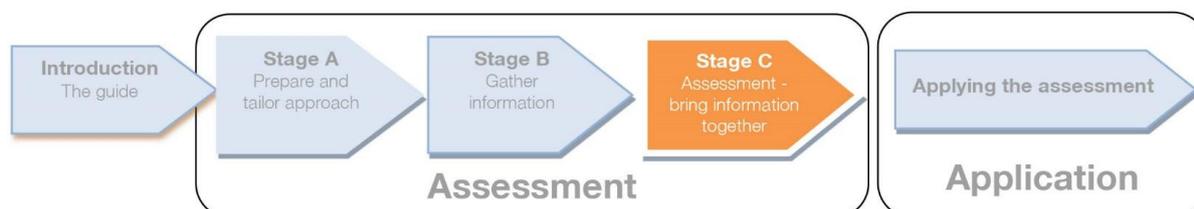
C17 Demand information - This will give you:

- User feedback on the quality of facilities and whether they meet customer expectations
- Provider feedback on quality of facilities and whether they meet provider's expectations
- The views of the sport and the NGB as to whether the facilities are 'fit for purpose' for both their sport, and the level of play they need.
- Any specific priorities that have been identified for enhancing provision (improving quality or making facilities 'fit for purpose') – locally or through the NGB.

C18 Tools to help you with this:

The Active Places Power tool has information on age and refurbishment of facilities, which helps to provide an initial indication for quality. Local analysis of quality is however critical through consultation and visiting facilities and sites.

C19 There are national quality schemes for the sport and leisure sector which can also help to provide some comparisons. The Quest scheme and National Benchmarking Service (NBS)



provide an indication of the quality of individual facilities. Where facilities have Quest scores and NBS data this is useful to note to add to the overall quality picture.

## Accessibility

C20 Where are the facilities located? Are they in the right physical location for users? Are there any geographical gaps in the supply of facilities?

Looking at where facilities are located, you can get a clearer picture of their overall distribution in relation to demand within your area. To develop this picture you should think about the following:

- How does accessibility affect how the way in which facilities are being used (or not used)?
- Can demand physically travel to the current facility stock? Are there specific geographic areas where accessibility is having a significant effect on usage?
- Is accessibility a reason why certain facilities are busy while others may have spare capacity?
- How do accessibility issues build on any initial thoughts on whether the number and size of facilities is sufficient?
- In addition to the number and size of facilities – are they in the right place and is there appropriate coverage?
- If there are ‘gaps’ in provision – is there sufficient untapped demand to justify new provision or are there other alternatives to think about?

C21 Supply Information - this will give you:

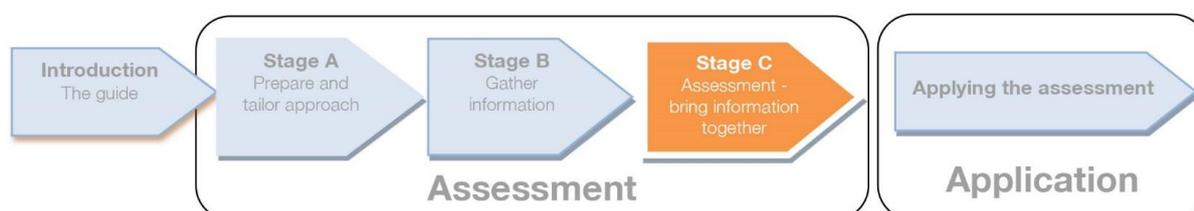
- The ability to map all the facilities using appropriate GIS including any planned and/or unused facilities
- Ability to apply appropriate catchments to help analyse any accessibility gaps
- To overlay any particular policy drivers e.g. health or deprivation indices

C22 Demand Information - this will give you:

- A clear understanding of the location of facilities in relation to the nature and distribution of the population and participation profiles of the area
- The location of any population growth compared to the where the current facilities are located

C23 Tools to help you with this:

By applying relevant catchments and modes of travel, depending on facility types, you can gain an understanding of potential gaps in provision. For each form of provision, this simple analysis will identify those areas within the catchment of a particular facility, those areas outside the catchment of a particular facility and therefore where there might be accessibility gaps. Active Places Power provides catchment tools which will help to identify the demographic profiles of catchment areas. APP facility database also hold location coordinates for facilities which can be downloaded and used off line and added to a LAs own GIS system to combine with other information layers you may have. The Sport England’s Facilities Planning Model (FPM) also includes mapped outputs for certain facility types (swimming pools, and sports halls) which can be useful to look at different types of potential users within facility catchments.



## Availability

C24 Are the facilities available to users who want to use them, when they want to use them? How are facilities being used?

Once you have begun to establish your thinking around the number, size, quality and location of provision, a further layer of understanding can be gained by thinking about issues of availability and potential operational barriers. You should look to consider the following:

- Are there restrictions on some facilities that affect their availability? An example may be facilities requiring private membership. How does this impact on the supply and demand relationship?
- How does the price of using certain facilities affect how they are used?
- Are opening times or programming of sessions an important factor in understanding the supply and demand picture i.e. are they limiting the availability of a facility or certain facility type?
- Does ownership and management affect the availability of facilities to users, or specific groups? An example may be that specific education facilities are not managed positively to all general community or club use.
- Are there identifiable issues that impact on the capacity and availability of facilities?
- Are there any physical design and layout issues of facilities that may limit availability to or prevent use by specific users?
- How do availability issues expand on or clarify the picture you are building of your local area?

C25 Supply Information - this will give you:

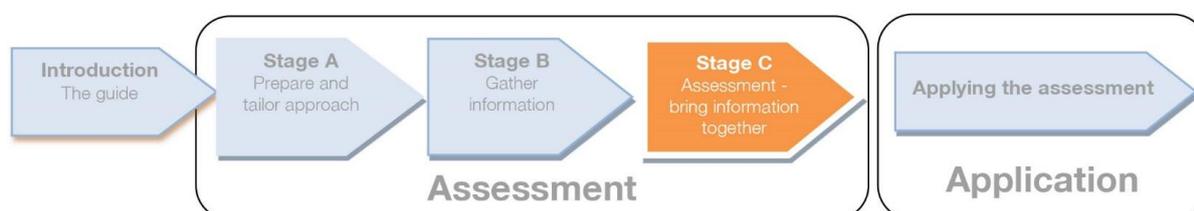
- An understanding of the management, ownership and usage of facilities and the impact on the availability of provision.
- A clear picture from the consultation views on how available facilities are.

C26 Demand Information - This will give you:

- A clear picture from the consultation views on how available facilities are, both generally and to specific sports or groups.
- What the trends are in terms of participation and usage, how these might put increasing or reduced pressures on the availability of provision
- Details of any identified future or latent demand which will put pressures on the availability of the existing stock
- Knowledge of whether specific priorities have been identified for enhancing the availability of provision – locally or through the NGB

C27 Tools to help you with this:

The picture of availability should be built up through an understanding of the management philosophy, the assessment of programme and bookings, analysis of appropriate tools and consultation. The Sport England's Active Places Power database and Local Sports Profile provides a good overview of facility ownership, management and usage for some types of sports facilities, which helps to provide an initial overview of access issues.



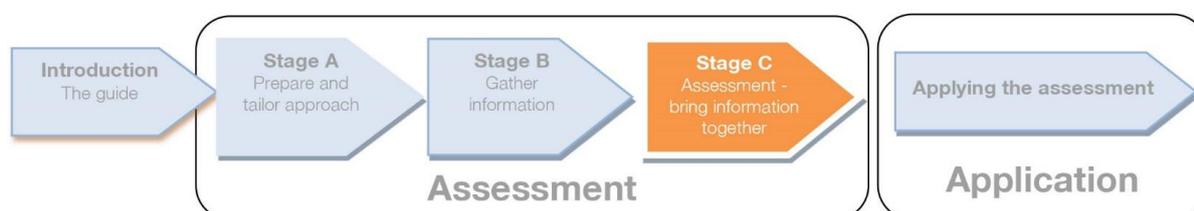
## Bringing the elements together

C28 When developing the overall findings of the assessment it is important to consider all four elements together rather than looking at any of the findings from the individual elements in isolation. For example, by only looking at the number of facilities within an area (Quantity) and where they are Located (Accessibility), it may appear that there is more than enough capacity to meet local demand. However, this may disguise the fact that people do not want to use some of the facilities as they do not meet user expectations (Quality) or mask any restrictions on the use of the facility by specific users or sports (Availability).

C29 By looking at all four elements together, you will be able to develop the overall picture while ensuring an understanding of any specific geographical or site issues.

C30 Setting out the key findings will vary depending on the nature and extent of the assessment that is being undertaken. In most cases it would be appropriate to set out the assessment findings by facility type, with any specific geographic and site issues being identified and highlighted. You may find it useful to structure these findings under the overall headings Protect, Enhance, Provide.

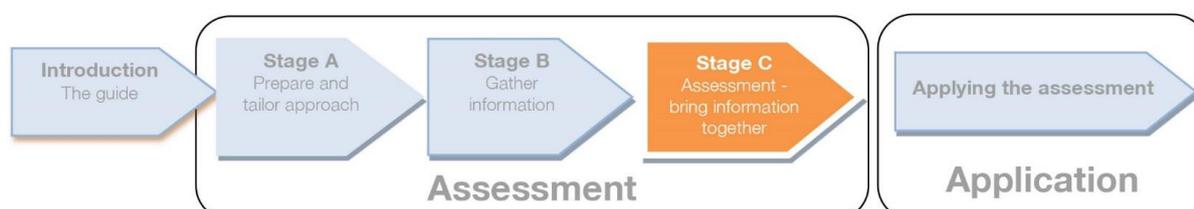
C31 The following examples help to illustrate how the findings from the four key elements can start to build the picture of the level and adequacy of provision for specific sports facilities within your area.



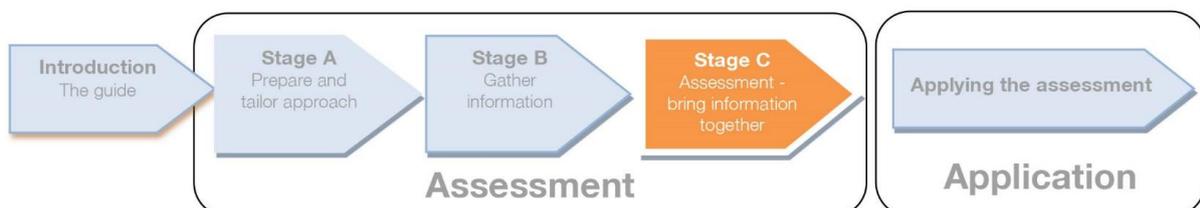
## Examples of building a picture

### Example 1: Sports halls

Facility type	Sports halls	
Elements	Assessment findings	Specific facility needs
<b>Quantity</b>	<ul style="list-style-type: none"> <li>The current total quantity of sports hall space meets the total current local demand.</li> <li>There are no planned closures or new provision (including cross-boundary), which will impact on this. This is confirmed through consultation.</li> <li>Population growth will however put pressure on the quantity of provision in particular areas of the district, such as 'XX' and 'YY' which will not be able to be met by the current provision.</li> <li>England Basketball considers the area a priority for basketball development and there is a strong club infrastructure and long held local priority to develop the sport, including new provision in 'Z' area.</li> </ul>	<p>New provision needed in 'XX' and 'YY'.</p> <p>Basketball specific provision needed in 'Z' location.</p>
<b>Quality</b>	<ul style="list-style-type: none"> <li>The quality is good, a lot of the stock is modern built on school sites over the past 10 years and meets modern day requirements. This is confirmed through consultation and site visits.</li> <li>The current sports hall at 'QQ' is not however 'fit for purpose' and below the quality for volleyball, the hall is not the ideal dimensions and there is no spectator provision.</li> </ul>	Improvements to Sports Hall 'QQ' needed to meet Volleyball.
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>There are areas of the district where there are gaps in provision based on catchment area analysis, specifically in 'XX' and YY areas. These gaps are confirmed through consultation.</li> <li>The projected population growth aligns with the areas of provision gaps. Analysis of market segmentation data also shows these are the areas of the higher latent demand for hall sports across the area.</li> </ul>	Better access to sports halls needed in 'XX' and 'YY' areas.
<b>Availability (m'gmt and usage)</b>	<ul style="list-style-type: none"> <li>Nearly all the sports hall stock is however located on school sites with no daytime access and variable community use policies.</li> <li>Most halls appear under-utilised and are not full however consultation reveals difficulty in gaining access due to management, programming and cost barriers. This is confirmed through consultation and site visits.</li> <li>Clubs and specific sports struggle to get access over general 'pay and play' users. Badminton and Cricket particularly struggle for times at sports halls 'CC' for Cricket and 'BB' for Badminton. Therefore usage of existing stock could potentially be increased.</li> </ul>	Improved availability within the area needed and for Cricket at sports hall 'CC', and for Badminton at sport hall 'BB'.

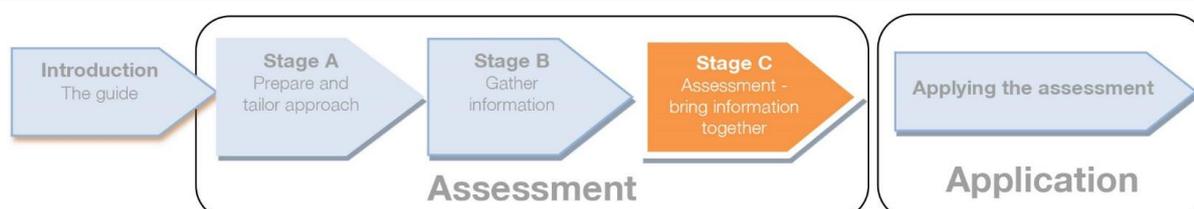


<p><b>Summary</b></p>	<p><u>Identify what provision is required - needs &amp; issues</u></p> <ul style="list-style-type: none"> <li>• Need to maintain the current level of provision and capacity for general community use to meet current and future needs of the District. Reduction of overall capacity will have an impact on meeting future population growth of the district. (PROTECT)</li> <li>• Sports hall 'QQ' needs to be improved to meet the requirements of Volleyball. (ENHANCE)</li> <li>• Improved availability needed at sports hall 'CC' for cricket and 'BB' for Badminton. (ENHANCE)</li> <li>• New provision is needed in areas 'XX' and 'YY' to improve the accessibility for both the existing and future population within these areas. (PROVIDE)</li> <li>• Potential of new provision in area 'Z' to focus on needs of basketball, ensuring facilities meet the sport needs in terms of technical specifications. (PROVIDE)</li> </ul>
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## Example 2: Athletics tracks

Facility type	Athletic tracks	
Elements	Assessment findings	Specific facility needs
<b>Quantity</b>	<p>There are no synthetic athletics tracks in the local authority area however there are a number of tracks located in neighbouring authority areas. There are no closures plans. Given the location of these tracks, the surrounding area appears to be well provided for tracks.</p> <p>The local 'AA' Athletics Club currently uses one of the local neighbouring tracks and has had a long held local aspiration for a track in the local authority area to house the local club.</p> <p>The England Athletics Strategic Facility Plan (2012-17) does not prioritise the area. Whilst not a priority area for EA they suggests that the provision of a Compact Athletics Model and road and off-road running may be more appropriate for the area.</p>	Aspiration for a new track within the District to provide home base for 'AA' Athletics Club.
<b>Quality</b>	<p>The audit of quality suggests neighbouring tracks are all good quality meeting relevant England Athletics standards.</p> <p>This is confirmed through consultation. Consultation with England Athletics Facility Development Officer confirms the tracks in the area are 'fit for purpose' to meet the sport's needs.</p>	
<b>Accessibility</b>	The catchment areas for the neighbouring tracks cover all the local authority area, there are no provision gaps based on accessibility catchments.	
<b>Availability (m'gmt and usage)</b>	The track used by the local club is fully accessible and meets the clubs needs in terms of both training and competition. The club has a growing membership, whose needs can be met at the current track.	
<b>Summary</b>	<p>Identify what provision is required - needs &amp; issues</p> <p>Local needs currently being met by tracks in neighbouring areas. Neighbouring track at 'FF' currently provides home base for 'AA' Athletics Club. Any loss of surrounding tracks, particularly track 'FF' would impact on provision for area. (PROTECT)</p> <p>'AA' Athletics Club has an aspiration to relocate their home base to a track within local authority area however; the clubs current location meets their current and future needs. (PROVIDE)</p>	



## 2. Using Tools

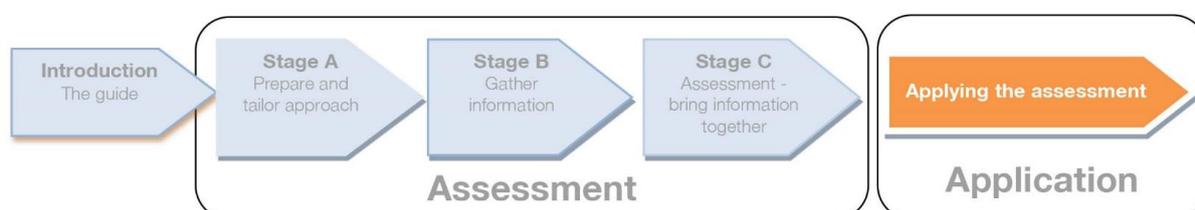
C32 There are a number of planning tools and datasets for sports facilities and sport participation that can be useful with assessing needs. Where planning tools exist, these can help to provide an analytical, measurable and quantifiable understanding of the balance between supply and demand in a given area. Making the best use of such tools is therefore an important part of assessing supply and demand.

C33 However, whilst available planning tools are therefore a useful as part of the needs assessment process they do not provide a ‘magic answer’ and no single tool should be used in isolation. The analysis from the tools should be balanced against broader issues set out in the process and consultation findings.

C34 Assessments which combine the use of tools, national datasets and local information and intelligence will be far more robust and informed than those that just rely on a single source of information. With all tools and data, it is important to understand when to use them, information they are based on and what they will help to show. Using any tool and data inappropriately, and not for the purpose they were intended for, can give you misleading results and ultimately waste time and resources.

C35 For example, as set out previously the Sport England Facilities Planning Model (FPM) National Run (NR) Reports provide a useful starting point and baseline for understanding the supply and demand balance for swimming pools and sports halls. The NR reports are however only a starting point. The output from all tools and datasets should always be assessed alongside the broader supply and demand issues gathered, particularly consultation, to provide a rounded picture of supply and demand in your area. Building on the NR baseline with the local supply and demand information could lead to carrying out more sophisticated local run FPM work, which can help to model specific scenarios and support rationalisation plans, which might emerge through the local analysis and consultation e.g. closures or new provision. Use of the FPM NR’s and for more local run work should be discussed with Sport England.

C36 Whilst it can sometimes be tempting to start with the results of a tool or dataset for your area, this is not always the best approach. It is better to be clear about the question you are trying to answer first and then see what tools or datasets are relevant to help answer your question. Whether using some form of analytical tools to support your supply and demand assessment the starting point and initial questions remain the same: What are the objectives and applications of the assessment? What information do you need to collect on supply? What information do you need to gather about demand? How do you assess the supply and demand findings to identify what sports facilities are needed now and in the future?



### Key factors to remember when using tools

Working through the approach set out in this guide and answering the questions set out at each step will enable you to develop an assessment of need. The outputs from any tools should feed into this approach alongside other information sources to ensure the tools are not used in isolation to provide all the supply and demand answers. Key factors when using tools and datasets are:

1. Start with the question you want help with; then see what tool/dataset is appropriate to help you.
2. Understand what information the tools/datasets are based on and their capabilities and limitations.
3. Don't use any tools /datasets in isolation.
4. Always use results in combination with other data, in particular locally generated data.
5. Use the tool as it is intended to be used. Misuse could store up problems

### 3. Key Findings of the Assessment

C37 At the end of the process it will be important to assemble the findings of the needs assessment and set this out in a report. The report should draw out the key findings and facility implications that come out of the assessment. The key findings of the assessment should be set out to meet the requirements of paragraph 73 of the NPPF:

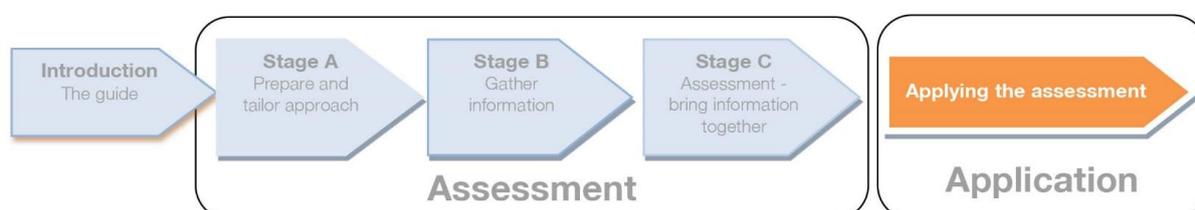
*‘.....The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area .Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.’*

C38 The key findings of the assessment will provide the evidence base to feed into a strategy document or planning policy. These strategies and policies will take forward the findings of the assessment and decide how best to deliver and prioritise the facility needs and issues that have been identified.

C39 Whilst the previous PPG17 Companion Guide guidance advocated the need to adopt local standards for facility provision, the NPPF is focussed on the delivery of *specific facility needs*. It is therefore crucial when pulling together the key findings of the assessment, to set out clearly what your assessment shows, providing *specific details* on what these needs are. The results of the assessment will have little value if they are too generalised.

C40 Therefore, while the assessment should conclude with an understanding of the overall surpluses and deficiencies across an area it should importantly also identify any specific geographic and/or individual facility needs that come out of the assessment. Ideally, these specific needs should be clearly set out in a list that can be taken forward in a strategy/policy document to decide how best the needs and issues can be addressed and delivered.

C41 Once you have written up the assessment of need in a report presenting the key findings, it would be sensible to *check and challenge* this with key stakeholders as appropriate. This may include presentation to the steering group (if one has been established) or to key NGBs if you are using your assessment to make the case for a specific facility.



## 4. Review and Monitoring

C42 As set out in Stage A developing an assessment of need requires significant resources from a range of parties. It is therefore essential that the benefits of providing these resources are not lost and that the assessment becomes a living document. Along with ensuring it is used and applied (see part 2 of this guide) a review and modification process should be put in place to keep the assessment robust and up to date. This will expand the life of the assessment providing people with the confidence to continue to both use it and attach significant value and weight to its key findings and issues. It will also save considerable resources over the longer term compared with updating an assessment that has been left for a number of years and, along with the information on which it is based, has become dated and unreliable.

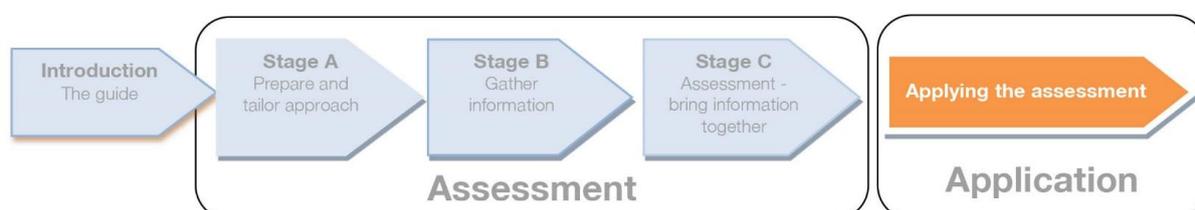
C43 Ideally the assessment of need should be reviewed on an annual basis if possible, from the date it is formally signed off by the steering group. This will help to maintain the momentum and commitment that would have been built up when developing the work. Taking into account the time to develop the work this should also help to ensure that the original supply and demand information is no more than two years old without being reviewed.

C44 Any subsequent update should be tailored to the study area. You will need to consider whether there is a need to carry out a fuller review and update of the assessment, along with the information and assessment details on which it is based. It may be that there has only been some minor changes to the information which it is considered do not particularly affect the key findings. Where this is the case then a short progress and update paper could be provided which sets out the changes. Alternatively, the changes identified may suggest a need to provide a partial review and update focussing on a particular sport, facility type and or area.

C45 If this approach is carried out on an annual basis then it should become clear at which point a significant number of changes have occurred which may significantly affect the key issues and priorities. At this stage a full review of the assessment including the supply and demand information on which it is based may be required.

C46 As a guide, if no review and update has been carried out within five years of the assessment being completed, the assessment and the information on which it is based would be considered to be out of date. Whilst it may not be necessary to update the whole assessment, work should be undertaken to identify and update the required information to ensure it is not more than five years old. Local planning authorities should not therefore need to undertake a full comprehensive review of an assessment undertaken to meet the requirements of the NPPF (paragraph 73) more frequently than every five years. However, they should ensure the assessments are updated regularly looking at short-term changes in supply and demand issues. This is in line with government guidance for assessments covering other sectors.

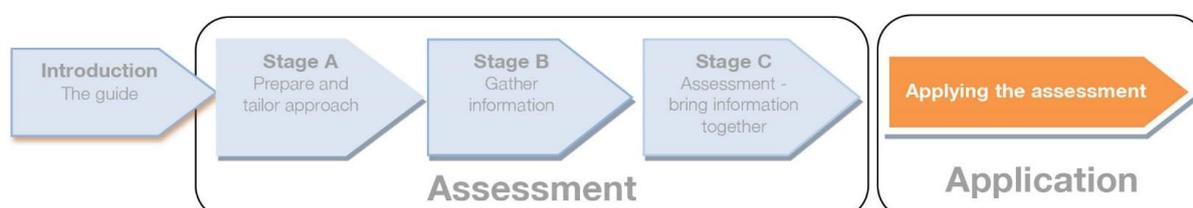
C47 The nature of the supply and in particular the demand for sports facilities will likely to have changed over the five years. Therefore, without any update within this time period it would be difficult to make the case that the supply and demand information and assessment work is sufficiently accurate and therefore robust.



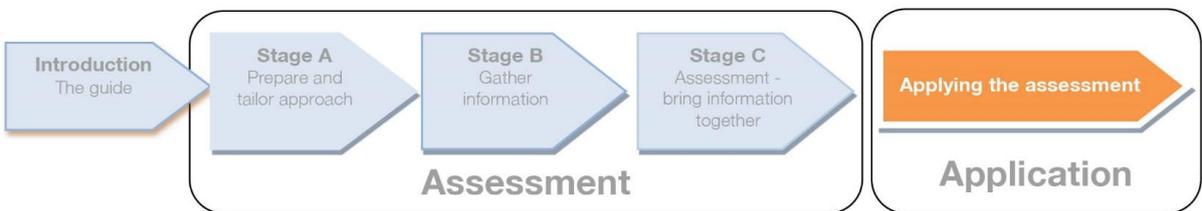
## Stage C: Assessment – Bringing the information together

C48 At the end of this stage you should be able to answer the following questions. If you cannot, you may need to revisit these areas before moving to the next Stage.

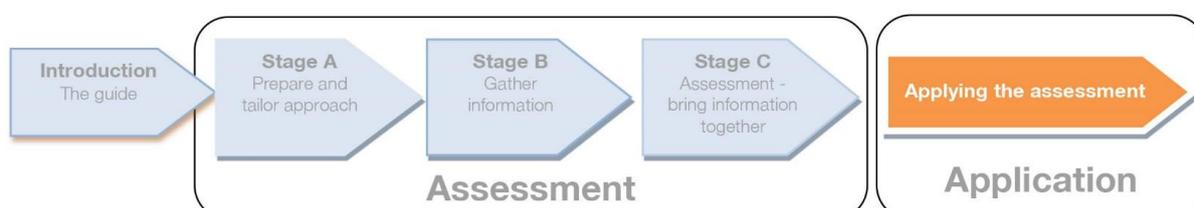
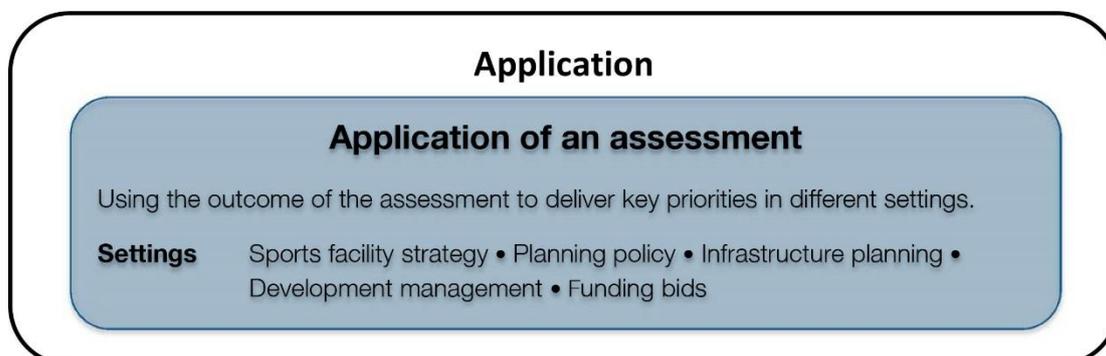
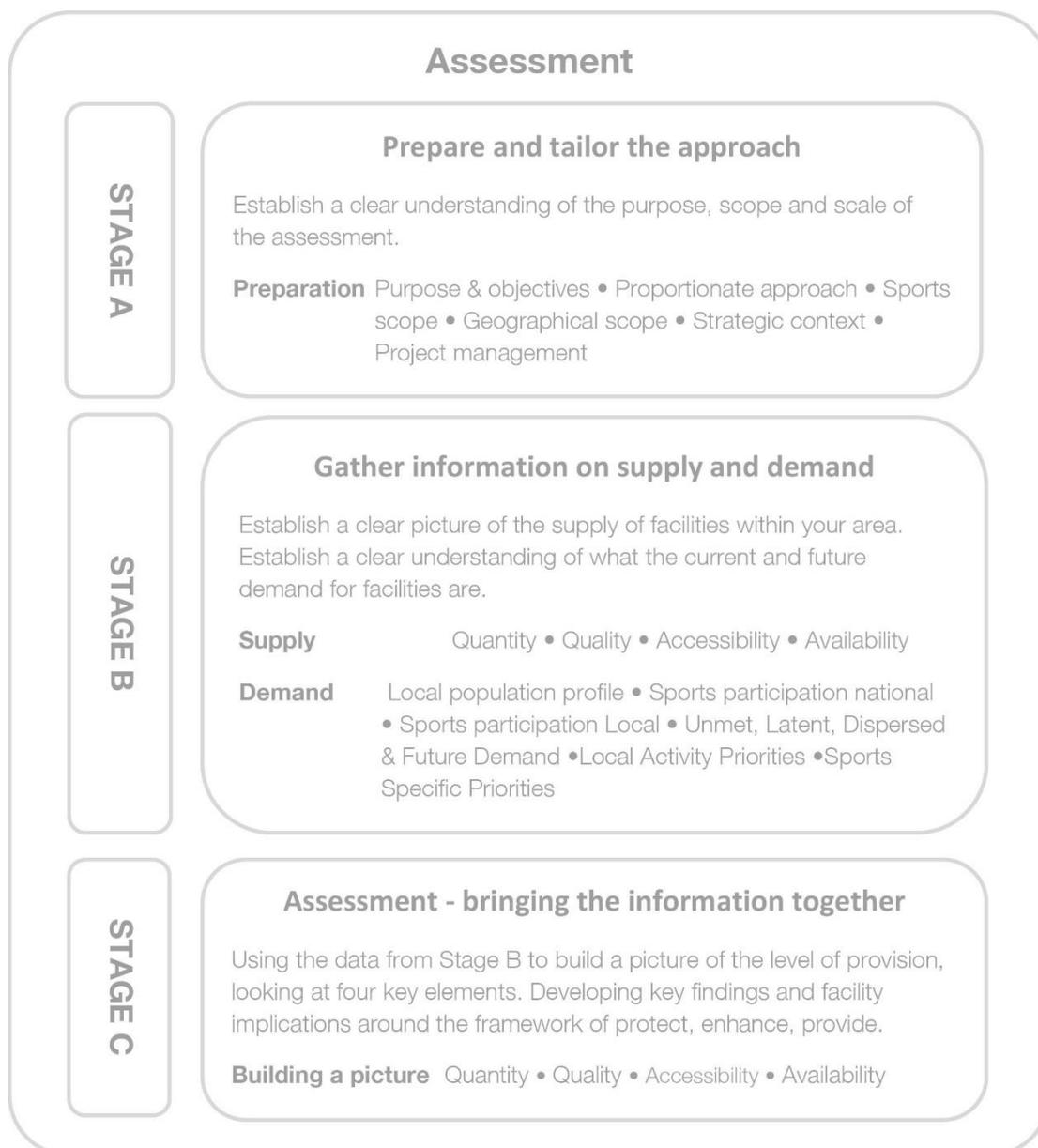
Stage C checklist: Bringing the information together	Tick 	
	Yes	Requires attention
<b>Quantity</b>		
1. How many facilities are there?		
2. How are facilities being used? Are they generally busy/full or is there spare capacity?		
3. Are there any issues that impact on the use of the facility		
4. Are specific facilities experiencing high levels of usage at certain times of the day and on certain days of the week?		
5. Are all facilities full or are some busier than others?		
6. What are the possible reasons for these observations and what does it tell you?		
<b>Quality</b>		
1. Does the quality of facilities meet the standard required or desired by the user? If not, are there any specific facilities this affects?		
2. Is provision appropriate to meet the relevant NGB standard of play and competition? If not, what is the impact?		
3. How is quality a factor in attracting or discouraging participation and usage?		
<b>Accessibility</b>		
1. How does accessibility affect the way in which facilities are being used (or not used)?		
2. Can demand physically travel to the current facility stock? Are there specific geographic areas where accessibility is having a significant effect on usage?		
3. Is accessibility a reason why certain facilities are busy while others may have spare capacity?		
4. How do accessibility issues build on any initial thoughts on whether the number and size of facilities is sufficient?		
5. In addition to the number and size of facilities therefore – are they in the right place and is there appropriate coverage?		



6. If there are 'gaps' in provision – is there sufficient untapped demand to justify new provision or are there other alternatives to think about?		
<b>Availability</b>		
1. Are there restrictions on some facilities that affect their availability? How does this impact on the supply and demand relationship?		
2. Does the price of using certain facilities affect how they are used?		
3. Are opening times or programming of sessions an important factor in understanding the supply & demand picture?		
4. Does ownership and management affect the availability of facilities to users, or specific groups?		
5. Are there identifiable issues that impact on the capacity and availability of facilities for all potential users and/or specific groups?		
6. How do availability issues help to clarify the picture you are building of your local area?		
<b>Key findings and monitoring</b>		
1. Have you presented the key findings in a report?		
2. Have the key findings been checked and challenged with stakeholders?		
3. Has ongoing monitoring and review been given consideration?		



## Applying the assessment



# Applying an assessment of need for sports facilities

## Introduction

S1 The purpose and desired outcomes of any needs assessment should have been established when working through Stage A of this guide. So long as the assessment was tailored to the purpose and desired outcomes it should be clear how its findings can be applied. However, this part of the guide seeks to illustrate how an assessment can form the basis of a number of applications in both planning and non-planning settings, including:

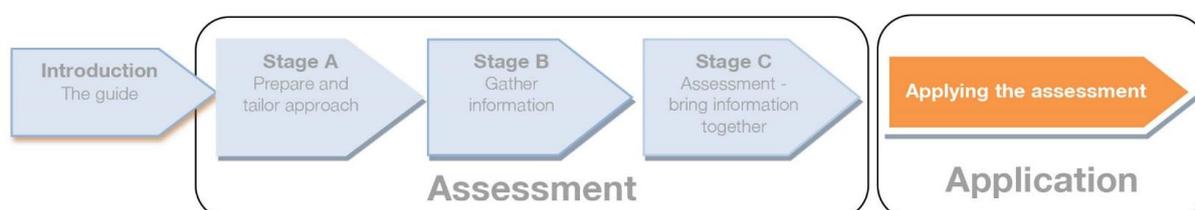
- Producing or refreshing an authority wide facility strategy for indoor and outdoor sport
- Developing and reviewing planning policy
- Informing a local authority's approach to infrastructure planning
- Informing the development management process
- Developing the evidence base for funding bids.

## Producing or refreshing an authority wide facility strategy for indoor and outdoor sport

S2 (LA's) and other parties may be seeking to develop or refresh a sports facility strategy to help drive forward how provision in an area can meet the needs of its population and increase participation. This may be looking at an individual facility type or a range of selected facility types. If the strategy is for a range of facilities at a LA level then it may include, or be complemented by, a separate playing pitch strategy (PPS) undertaken in line with Sport England's PPS guidance. For any strategy to be successful it needs to be founded on robust and credible evidence. The findings of an assessment can therefore provide this evidence from which an effective strategy can be developed.

S3 As indicated in the NPPF (paragraph 73) and Stage C of this guide, it is important that alongside identifying specific needs and quantitative or qualitative deficits or surpluses of facilities, the information gained from an assessment is used to determine what provision is required. The development and implementation of a strategy should set clear and prioritised recommendations and actions which will deliver and maintain the required provision. A strategy should therefore apply the findings of the assessment to provide a prioritised infrastructure plan for sports facilities in an area. Supported by effective planning policies, the development of a strategy will enable LAs to plan positively for sport in their area and help deliver the sporting provision the community needs.

S4 A strategy should look to take a strategic approach to improve the overall stock of facilities covered by the scope of the assessment. However, in doing so the assessment findings may suggest a wide range of recommendations and actions including enhancements, refurbishments, relocated and replacement provision, along with new build and closures. The detail provided within the assessment should therefore be used to look at different options and ask some appropriate scenario 'what if?' questions of the information. This will help to establish the likely impact of any potential recommendations and actions and thereby assist in drawing out priorities. It will be particularly important to use the assessment in this way where one of the purposes of a strategy may be to look at how the overall stock of a facility type in an area can be improved by undertaking some rationalisation of provision. In all cases the assessment



should enable a strategy to clearly present the relationship and timing between the various actions and what individually and collectively they will achieve.

S5 Applying an assessment to the development of a strategy should result in a deliverable action plan which looks across all sectors e.g. education and commercial, to set out the most appropriate actions for the area rather than just focussing on local authority provision. The strategy and action plan could clearly relate to the findings of the assessment and could be developed and presented around the themes of:

- Protect – how will the required provision be protected?
- Enhance – how can required enhancements be delivered e.g. improving the quality and availability of existing facilities and/or relocating and replacing provision?
- Provide – how will any required new provision be delivered?

S6 An action plan should set clear targets over time, indicate how these will be delivered, by whom and what resources will be required. However the strategy and action plan are structured it is important that they:

Set out area, sport and site specific actions with clear priorities for the study area

Indicate who is responsible for the delivery of each action, how it can be delivered and who else can help with its implementation

Include challenging but realistic and deliverable actions

Provide an indication of the resource implications of each action, including where possible any associated financial costs, and how these resources could be secured

Set a timescale for the delivery of each action (e.g. short term – within a year, medium term – one to two years, longer term – two to three + years).

Are consulted on with the appropriate parties i.e. sports, users, providers.

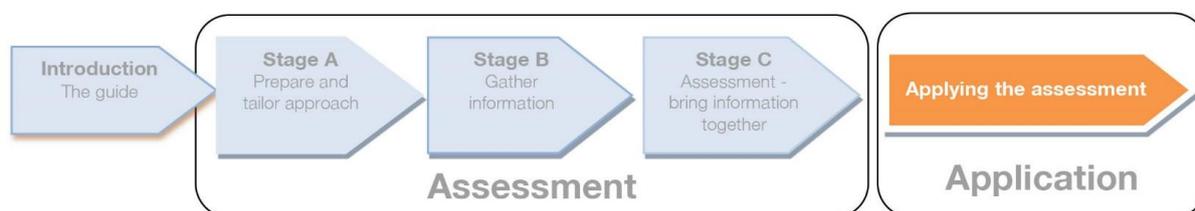
S7 The findings of the assessment can also be applied to help review and refresh an existing strategy to ensure it is based on up to date information. Its findings can be applied to test the effectiveness of a strategy and form a view as to whether it achieved what it set out to do. The assessment can be used to check whether the recommendations and remaining actions in the strategy are still the most appropriate for the area, and what other priorities and actions should be taken forward.

S8 The findings of an assessment could also be applied to ensure the identified needs for sporting provision are factored into, and where appropriate addressed through, the development of other related strategies. This could include the needs identified being fed into the development of a health and well-being strategy, along with the findings for outdoor sports facilities being applied to wider open space and green space strategies.

## Developing and reviewing planning policy

### Local Plans

S9 Applying the findings of an assessment will help a LA to meet the requirements of the NPPF in terms of developing planning policy and a Local Plan. The NPPF highlights the importance for local plans to plan positively to deliver the social, recreational and cultural facilities and services the community needs (*NPPF paragraphs 70, 157*). It expects planning policies to be based on robust and up to date assessments of need for sport and recreational facilities and opportunities for new provision (*NPPF paragraphs 73*). In addition, it states that



only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in a Local Plan (*NPPF paragraph 154*).

S10 When developing planning policies the findings of an assessment can be applied in a number of ways including:

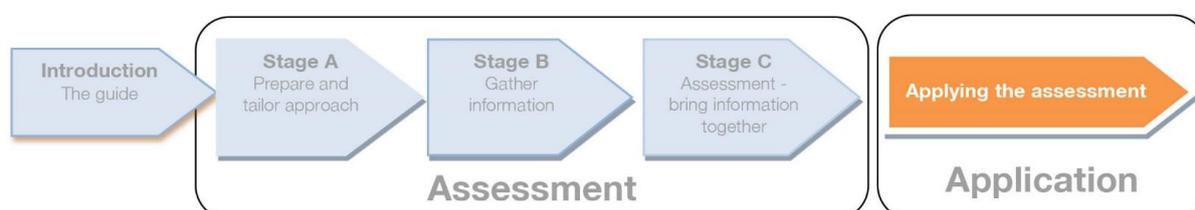
- To support a policy which seeks to ensure positive planning and decisions for sport which will improve provision in the area in line with identified needs
- To identify the key facility needs, opportunities and required provision to be highlighted within planning policies, including reference to particular facility types and geographical locations
- To ensure the necessary evidence is in place to support the development and implementation of a policy which seeks to protect existing provision in line with paragraph 74 of the NPPF
- To help establish the likely provision required to meet the need for sporting provision that will be generated by major development allocations and how this could be delivered.

The assessment can also be used to help the development of other areas of planning policy, such as those that seek to address the barriers to improving health and well-being and enhance the shared use of space.

S11 The use of an assessment to ensure well developed policies will assist a LA to demonstrate that their local plan, including policies relating to sport and recreation, meets the tests of soundness set out in the NPPF. For example, to demonstrate that the Local Plan has been; positively prepared (based on objectively assessed needs); is consistent with national policy (i.e. reflecting the NPPF); is justified (having considered alternatives); and is effective (being deliverable). Without having a robust and up to date assessment in place, which has been used to inform the development of planning policy, there is a risk that a Local Plan could be considered unsound. Sport England's 'Forward Planning Guide' provides further guidance on developing planning policies for sport: [www.sportengland.org/planningforsport](http://www.sportengland.org/planningforsport) > Forward Planning.

#### Reviewing existing planning policies

S12 In addition to developing new planning policies, the findings of an assessment can be applied to help review the effectiveness of existing policies. The detail assessed under the four elements of quantity, quality, accessibility and availability and the resulting findings may suggest that the implementation of an existing policy is working well or is not having the desired impact. For example, have policies seeking to address identified deficiencies or secure specific provision in association with new development been a success?



## Example of using an assessment to assist in reviewing existing policies

*How effective is an existing policy seeking to secure community use to school based sports facilities?*

Regarding school provision the assessment may have identified that there has been decreasing access for community use. The assessment may show that the reasons behind this include a lack of suitable ancillary provision, security issues and/or sports clubs being unable to secure the hours and/or security of use they require.

These findings may run counter to an existing planning policy which actively promotes shared use of school sites for the community across all types of school based provision. Therefore, the findings of the assessment may indicate that this planning policy and its implementation needs to be strengthened with specific examples of where continuing shared use needs to be protected, and new access secured. Without this, the assessment may indicate that there will be a deficit of provision to meet the needs of the community.

### Neighbourhood Plans

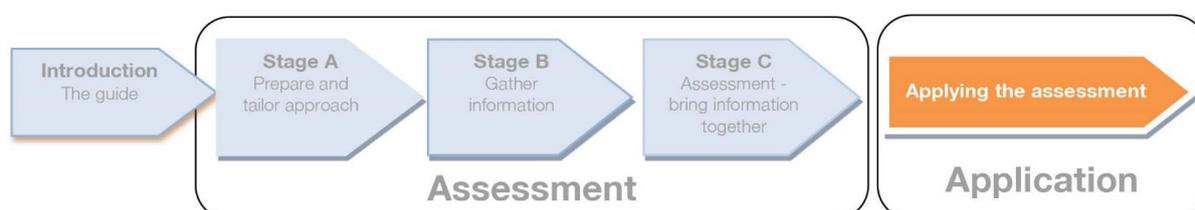
S13 Along with providing details on overall surpluses and deficiencies of provision, an assessment of need should identify specific geographical and/or individual facility needs along with opportunities for new provision. When developing a neighbourhood plan the findings of any existing, relevant and up-to-date assessment should be applied. Those parties developing a neighbourhood plan should look at any assessment already carried out by the relevant LA. An existing assessment may help a neighbourhood plan to highlight the importance and value to the local community and wider population of specific facilities within the neighbourhood area. An assessment may also identify a particular need to enhance the capacity of a specific facility type within the area. A neighbourhood plan could use the findings and details from the assessment to set out how best this need could be met locally. If no relevant existing assessment exists then an assessment, following the principles of this guide, could be developed proportionately for the local area to specifically inform the development of a neighbourhood plan.

## Informing a local authority's approach to infrastructure planning

S14 The findings of an assessment can be applied to help a LA with its approach to infrastructure planning, including the development and implementation of its Infrastructure Delivery Plan. This can then be used to inform the authority's approach to helping meet the needs identified from any future developments in the area through mechanisms such as, the Community Infrastructure Levy and/or securing planning obligations through Section 106 agreements.

### Infrastructure Delivery Plan (IDP)

S15 An assessment of need for sport and recreational provision has an important part to play in the preparation of a LA's Infrastructure Delivery Plan (IDP). The purpose of the IDP is to set out an analysis and assessment of existing infrastructure provision, current shortfalls and identify existing and future needs and demands for the LA. An IDP will therefore help to identify



and support the infrastructure needs of new development and a changing population for the Local Plan period. The IDP should provide a balanced and reasonable piece of evidence to ensure consideration of identified infrastructure requirements to be funded through the Community Infrastructure Levy (CIL) and/or obligations secured through Section 106 agreements.

S16 A completed assessment which follows the principles of this guide will be able to highlight the specific needs in an area for sport and demonstrate that these have been founded by undertaking a robust approach. By doing so, a key application of an assessment will be to help make the case for the inclusion of sport and recreation as an integral part of a LA's approach to infrastructure planning and therefore within its IDP. Alongside the findings of the assessment, the case for inclusion should be supported by the related aims and objectives for investing in sport and recreation across the authority area, such as to improve the health, well-being and quality of life of residents.

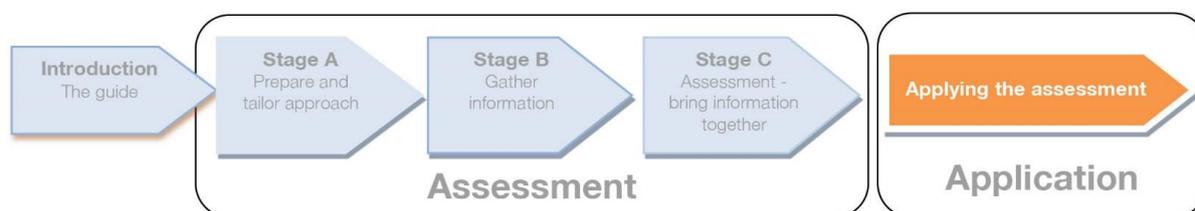
S17 Making the case for sport and recreation within a LA's approach to infrastructure planning against many competing infrastructure needs can be challenging. Therefore the direct and wider benefits of investing in sport and recreation need to be founded in evidence and cogently reasoned. While applying an assessment of need it should be ensured that there is a direct 'read across' between the findings of the assessment and any sport and recreational provision included in the IDP. The assessment of need helps to *make the case* and provides the answers for the IDP in setting out what is required in terms of sport and recreational infrastructure for the area.

#### Community Infrastructure Levy (CIL) and Section 106 Agreements

S18 An assessment of need can be applied to ensure the IDP sets out the infrastructure requirements for sport and recreation. However, a LA will need to take care to look at the findings of the assessment and decide the most appropriate way to secure contributions towards any required provision through the planning system. The community infrastructure levy (CIL) is a useful mechanism for collecting funds for required infrastructure from, and to support, new developments. The IDP list of infrastructure requirements will inform the development of the CIL charging schedule which sets out how much a LA will charge developers for defined types of infrastructure. Therefore, applying the findings of the assessment to the development of the IDP will enable the costs associated for the required sporting provision to be factored in to the levy.

S19 However, when applying the findings of an assessment to a LA's approach to infrastructure planning it is important to understand the relationship between CIL and securing planning obligations through Section 106 agreements. Decisions will need to be made about the most appropriate method of securing contributions towards the identified sporting provision. This will depend on a number of factors including the nature of the assessment findings (nature and scale of the required provision), the level and location of any proposed developments in the area, and the priority attached to securing investment into sport within the LA.

S20 Decisions will have to be made as to what required sporting provision identified by the assessment, and within the IDP, will be included in the LA's Regulation 123 list (a list which sets out what may be funded through CIL). If provision is included in the Regulation 123 list for CIL funding then contributions cannot also be sought for it from individual developments through Section 106 agreements. In addition, from April 2015, obligations secured by way of Section 106 agreements since April 2010 can only be pooled from up to five individual developments



towards a specific piece of infrastructure. In any case, any pooled or individual contributions sought through Section 106 agreements from developments will need to meet the three tests for planning obligations set out in the NPPF. Paragraph 204 of the NPPF states that:

Planning obligations should only be sought where they meet all of the following tests:

- Necessary to make development acceptable in planning terms
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development

S21 An assessment of need which identifies specific geographical and individual facility needs will enable decisions to be made as to the best and most appropriate use for sporting provision of both CIL and Section 106 agreements. Applying the findings, ideally prioritised through the development of a strategy, will allow for specific projects to be identified and therefore included in any Regulation 123 list for CIL, and any Section 106 agreements, rather than the just generic reference to facility types. This detail will help to ensure CIL, and planning obligations secured through Section 106 agreements, can both play an appropriate and proactive role in helping to deliver the required provision identified by the assessment.

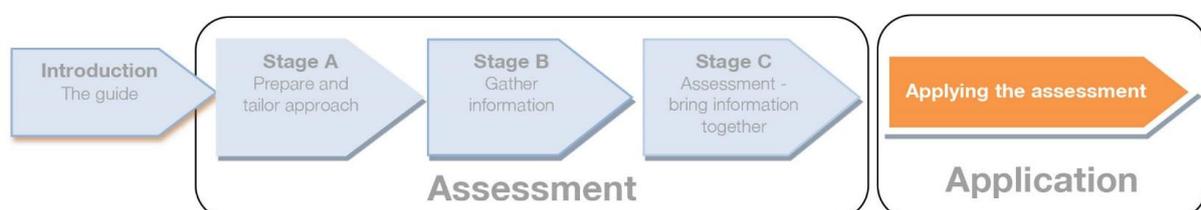
#### Informing the development management process

S22 The existence of a robust and up to date assessment of need for sport and recreation facilities will be of considerable value to the development management process. This will particularly be the case where the findings of an assessment are applied at an early pre-planning application stage. If an existing assessment (e.g. a local authority wide assessment) exists it should be used by all parties (e.g. applicant, consultees and the local planning authority) to help shape and assess relevant development proposals. This could include planning applications proposing new or affecting existing sporting provision, along with those proposing major developments (especially residential).

S23 Where there is no existing robust and up to date assessment for an area one could be developed at an early stage to help inform, shape and where appropriate justify a development proposal. Following the principles of this guide allows for such individual assessments to be undertaken. However, as set out in the Introduction to the guide and within Stage A, it will be important to prepare and tailor the assessment accordingly and ensure a proportionate approach is taken. Where an assessment has been undertaken for the sole purposes of informing and/or supporting a development proposal (i.e. by the applicant submitting a planning application), this guide can be used to help a local planning authority and other parties critique the assessment and form a view as to its robustness.

#### Proposals for new sporting provision

S24 The NPPF states that planning decisions should plan positively for the provision of community facilities (such as sports venues) to deliver the social, recreational and cultural facilities and services the community needs. In order for positive decisions to be made proposals should demonstrate how they meet identified needs for sport and recreation. The case will be stronger where the findings of an assessment of need are applied to and are clearly shown to support the nature of the proposal. This will be particularly important to ensure the benefit to sport of a proposal is given sufficient weight in the development management process, especially where there may be other planning considerations such as the impact of sports lighting.



## Proposals affecting existing sporting provision

S25 A key application for an assessment of need will be to help shape and assess proposals which may affect existing sporting provision. Paragraph 74 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements
- The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- The development is for an alternative sports and recreational provision, the needs for which clearly outweigh the loss

S26 Applying the findings of an assessment will be extremely valuable in assessing and determining any related planning application which may propose the loss of sporting provision in line with paragraph 74 of the NPPF. Using a robust and up to date assessment to shape and assess such proposals will help to ensure positive planning decisions are made for sport in line with the intentions of the NPPF.

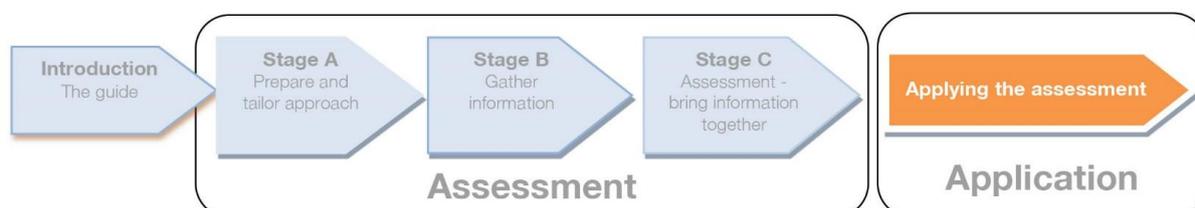
### **Using an assessment to help determine applications in line with NPPF paragraph 74**

Surplus to requirements – An assessment may have identified some surpluses of provision. This information can be applied to help judge whether a proposal which will result in the loss of provision meets this criterion of paragraph 74 of the NPPF. In order to do so, and in line with the wording of the NPPF, the findings of the assessment will have to show that the particular building or land the subject of the proposal is surplus to requirements and not just indicate that there is a surplus of that type of provision in the relevant area. An assessment can help to determine this.

Replaced by equivalent or better provision – An assessment could be applied to help identify the quality of the current provision and its benefit to sport including how well it is located, how it is used and by whom. The detail within the assessment can also help to identify potential suitable locations for, and assess the adequacy and benefit to sport of, any replacement proposals.

Needs outweigh the loss – The findings of an assessment should be able to help understand:

- The need for the proposed alternative sporting provision and therefore its potential benefit to sport
- How the current provision is used, by whom and its importance to the delivery of the sports it is currently used for and could accommodate.
- Using an assessment will therefore help to weight up the benefit to sport of the proposed development against the detriment to sport that will result from the loss of the current provision.



## Major developments (especially residential)

S27 An assessment should be applied to help identify and secure the appropriate scale and nature of provision required to meet the demand that may be generated from a major development. The findings, again ideally taken forward into a strategy for provision, should be used to ensure the demand is met in the most appropriate way, helping to provide increased opportunities for people to participate in sport and complement existing provision. The assessment can therefore be used to help identify what provision should be provided on and off site, and whether off site provision should in the form of new provision and/or enhancements to secure greater capacity at existing facilities.

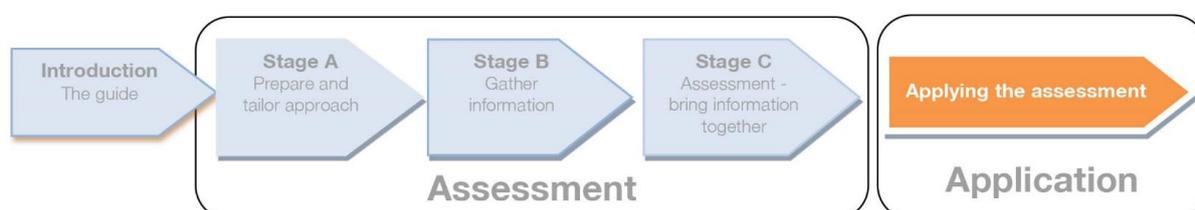
S28 Sport England's 'Development Management Guide' and the Planning Applications pages of its website provide further guidance on providing for sport through development management: [www.sportengland.org/planningforsport](http://www.sportengland.org/planningforsport) > Development Management.

## Developing the evidence base for funding bids

S29 Funding bodies are likely to require an applicant to provide clear justification for their proposal in relation to how it will meet identified needs and its likely impact. For facility related proposals, an assessment undertaken in line with this guide will help to provide this evidence. The findings of an assessment can be applied to help to shape and, where appropriate, support a proposal and resulting funding bid.

S30 It may be possible to apply the findings of an existing assessment (e.g. local authority wide assessment) to help shape and support a funding bid. For example, an existing assessment may highlight particular deficiencies and needs for a certain facility type within a specific geographical area which the proposed funding bid will clearly help to address. Alternatively the findings of an assessment may suggest a proposal is amended, or an alternative proposal taken forward, to best meet the needs in an area and therefore stand a better chance of securing funding. An existing assessment may therefore provide a suitable evidence base saving an applicant time and resources having to develop their own.

S31 However, it is important that any bid is tailored to the criteria of any relevant funding sources e.g. who the fund is targeting and what impact it is seeking. This may require some additional work to be undertaken on top of an existing assessment or, where an assessment is not in place, help to guide the specific nature of an individual assessment to develop the evidence base. As with all assessments the extent of any the work undertaken should cover all four elements (quantity, quality, accessibility and availability) but the detail should be proportionate to its purpose (i.e. the nature of the proposal and potential funding sources and assessment criteria).



## **Appendices**

**Appendix 1 Sport England's planning tools, data and guidance**

**Appendix 2 Information from national governing bodies of sport**

## Appendix 1 - Sport England's planning tools, data and guidance

This appendix describes Sport England's planning tools, data and guidance

1. Active People Survey (incl. Active People Interactive)
2. Small area estimates
3. Market segmentation
4. Local Sports Profile
5. National Benchmarking Service
6. Quest
7. Playing Pitch Strategy Guidance
8. Active Places Power
9. Facilities Planning Model
10. Sports Facilities Calculator
11. Developing the right sports hall
12. Choosing the right AGP surface
13. Developing the right swimming pool

### Active People Survey

Active People is the definitive and comprehensive source of all data on *sports participation* and it is a national data set with information by individual sports and for each local authority area.

It continuously measures the number of people taking part in sport and is a key tool to help develop the evidence base for sport and recreation. An understanding of what Active People provides is essential in understanding the demand for sport in your area and in developing the demand assessment. Active People is the largest survey of sport and activity ever carried out in Europe.

<http://www.sportengland.org/research/about-our-research/active-people-survey/>

Sport England Active People Survey (APS) is therefore a good source and start point for information on developing the sporting profile for adult sports participation to form an integral part of an assessment of need. APS provides a comprehensive assessment of levels of sports participation across the country at a local authority, county, regional and national level.

APS provides information on a range of performance indicators including:

Participation levels, volunteering and satisfaction with local sports provision. Analysis of this information will help to provide a picture of the strengths and weaknesses of sport in your area. It also measures participation in particular sports and activities and allows for an analysis of participation according to gender, disability, ethnicity and other demographics.

Participation by individual sports and the ability to compare this over time and by different rates of sports participation. For example how many people play badminton once a week or once a month and how is this changing over time.

Profiles of adult sports participation in each local authority area and measuring trends in rates of sports participation and non-participation over time in each local authority area. It provides a local picture and allows the information to be compared with other by the same consistent measures.

Non-participation (for example latent demand). This makes it possible to identify those sections of the population where intervention is required to increase their participation in sport and

physical activity. The annual survey results can be used to identify general patterns and trends in participation over time.

From the summer of 2013 Active People also provides a consistent measure of participation for those aged 14 plus.

In addition to the APS data, the Active People Interactive tool enables the user analyse the APS data to develop a picture at the local level. The Active People Interactive is a useful tool for more sophisticated analysis of the APS participation data. It allows the user to quickly and easily carry out their own analysis of the data tailored to their own area. Along with looking at a selected geographical area the tool can be used to look at specific sports and demographic groups, as well as identifying trends over time.

<http://activepeople.sportengland.org/>

Active People Survey data will help to answer a number of questions including:

- What sports are played by people within an area?
- What is the overall level of participation in sport within an area and are there any trends over time?
- How often do people participate in sport within an area?
- How does overall participation in sport within an area compare with other relevant areas?
- What is the level of overall participation in sport by different demographic groups within an area?
- How are people involved in sport within an area (e.g. competition, volunteering, receiving tuition)?
- What do some of the key health and economic indicators suggest about an area?
- Would people in an area like to do more sport and if so which sports would they like to participate in (latent demand)?
- How does participation compare with other areas?

## **Small area estimates**

Sport England has developed a tool which enables users to view small area estimates of participation for every local authority in England. This tool helps to understand how sports participation varies within a local authority.

Using the Small Area Estimates tool you can:

Generate local sport participation maps, showing participation estimates at a Middle Super Output area level (MSOA) and overlay facility data by:

- Selecting your area of interest by defining a postcode, local authority, County Sport Partnership or sports facility.
- Selecting which indicator of participation you are interested in (3x30 sport or 3x30 sport and active recreation, formerly NI8).

### What are modelled estimates?

Participation estimates at a Middle Super Output area (MSOA) are based on modelled or 'synthetic' estimates of participation. Synthetic or modelled estimates combine survey data from the Active People Survey with other data sources that are available at the area level (for

example, health indicators, socioeconomic status etc.) and through a three stage statistical modelling process, provide small area estimates of participation.

Modelled estimates of participation are based on data from Sport England's Active People Survey 3 (Oct 2008-Oct 2009) and Active People Survey 4 (October 2009-October 2010). The small area estimates of participation provide an evidence base to aid prioritisation within a local authority.

<http://sae.sportengland.org>

## **Market segmentation**

Sport England's market segmentation has been designed to help understand the life stages and attitudes of different population groups and the sporting interventions most likely to engage them. It builds on APS, 'Taking Part Survey (DCMS) and the mosaic tool from Experian to produce 19 market segments with distinct sporting behaviours and attitudes.

<http://segments.sportengland.org/index.aspx>

This includes information on specific sports people take part in as well as why people do sport, whether they want to do sport and the barriers to doing more sport.

In addition, the segments provide information on media consumption and communication channels, social capital, health indicators including obesity and engagement in the wider cultural sphere.

The value of these sporting segments lies not only in their ability to help better understand the characteristics of potential market but also to explore the market base at differing geographic levels e.g. a local authority area or a more defined catchment. It is possible to analyse the market in a particular community, local authority or region. Each segment has been assigned a name which reflects the most popular first names for the group.

Market segmentation will allow you to develop a more sophisticated, tailored approach to delivering services. In tailoring the service it can ensure it meets customers' individual needs, rather than adopting a 'one size fits all' approach.

Market segmentation can also be used to develop a spatial and quantitative profile of the distribution of sports participation for any local authority or catchment area. It can show if any one segment is most dominant in any one area, the number of participants and the broad facility needs. Understanding this sporting profile in any area provides a spatial and quantitative profile of participation. The participation data from APS and MS can also be presented in map form and therefore provide and spatial analysis for strategic planning.

Market Segmentation can help to answer a number of questions including:

- Which segments are most likely to play certain sports, where are they located within an area and are there any concentrations?
- What segment is dominant within an area?
- What are the characteristics of the potential market?
- Which segments would like to play more sport? (Latent demand)
- For each segment what might their motivations be for taking part in sport and what would make them participation more?
- Where are these segments located within a set catchment?
- What is the match between segments and facilities?

The relationship between the segments and the location of facilities can also be explored using the Active Places Power website.

## **Local Sports Profile**

The Local Sport Profile tool (LSP) has been developed to help in England to generate a sporting profile for their area in the form of charts and tables, bringing together data on sporting participation and provision.

The LSP is a good starting point for understanding demographics and the sporting profile of a local authority area. It is comprehensive and provides headline data as well as trends in demographics, drawing from health and economic and employment data. The Profiles are provided at Local Authority level. The LSP is based on the principle that measurements like quality of health, unemployment or sports participation are partially dependent on other variables such as ethnicity, social class, employment status and educational attainment.

Sport England provides a comprehensive information tool for all these components (and others including sporting facilities) in one information and data source which sets out the sporting profile for every local authority in England.

The LSP also provides sub sets of specific topic information which can be used to develop a particular part of the evidence base. For example, participation in sport and recreation is an important contributor to tackling improvements in health and tackling health inequalities. The LSP is regularly updated and new topics added to it by Sport England.

In short, the LSP is the comprehensive source for information and data for the demographics in a local authority area. This enables the development of a local sporting profile and allows more detailed and specific demand assessments to be compiled.

The Local Sport Profile tool can help to answer a number of questions including:

What is the demographic profile for an area?

How has the demographic profile of an area changed over time?

What is the future population projection and profile of an area?

What is the economic and health profile of an area, and how does it compare with regional/national figure?

What is the economic benefit of sport within an area?

What is the overall participation in sport and active recreation of an area over time?

What is the areas market segment profile?

What are the top 5 sports for participation for an area?

What is the profile of Clubmark clubs by sport for an area?

How does an area profile compare to other areas? (region/national/nearest neighbours)

<http://www.sportengland.org/our-work/local-work/local-government/local-sport-profile/>

## **National Benchmarking Service**

The National Benchmarking Service (NBS) provides with information on the performance of their sports facilities compared with similar facilities across the country. It is available for use with sports halls and swimming pools and provides participation, customer and financial information. It can provide useful information when looking at the qualitative assessment of demand.

<http://www.ques tnbs.org/nbs-home>

The aim of the NBS for sports halls and swimming pools is to provide with rigorous and robust information on the performance of their sports halls and swimming pools, compared with that of equivalent 'family' facilities in similar locations elsewhere in the country.

who subscribe to the NBS receive a performance report for each sports facility, based upon specific information, including user surveys, details of facility programming, and financial returns. Reports on each facility comprise: a contextual introduction; the centre's scores for all the performance indicators compared with 25%, 50% and 75% benchmark scores for centres nationally. These benchmarks are selected to represent similar type and size of facility and a similar socio-economic profile of facility catchment area across a drive-time catchment area map for the centre; and detailed analysis of all the questions in the user survey.

The output of each NBS report is to provide a complete collection and analysis of participation, financial and customer satisfaction data. The NBS reports are specific to a centre and its performance, absolutely and compared to a similar type of facility – hence benchmarking. In short it does provide the quality assessment of sports facilities and a comparative assessment of other similar facilities. It is hard evidence based on the actual performance of a centre.

The user surveys can provide useful information on the users of the centres included in NBS. This data can provide a useful source to build up a clearer picture of who uses their facilities which can add to the collection of demand information.

There are other performance measurement systems, which can be used as a measure of quality including Sport England's Quest Scheme and various CIPFA benchmarks. As with all other tools the national quality tools should be reviewed alongside other local data on the quality of provision gleaned from users, condition surveys and site visiting as set out in Stage 2.

National Benchmarking Service can help to answer a number of questions including:

How do key local authority sports facilities compare in terms of performance and quality with other similar areas of the country?

What is the profile of users of local authority facilities within an area?

## **Quest**

Quest is the UK quality scheme for sport and leisure facilities. It is a tool for continuous improvement, designed primarily for the management of leisure facilities and leisure development. Quest defines industry standards and good practice and encourages their on-going development and delivery within a customer focused management framework.

Quest has two models, one for facility management and another for sports development.

<http://www.questnbs.org/quest-home>

## Playing Pitch Strategy Guidance

This document provides a recommended step-by-step approach to developing and delivering a playing pitch strategy (PPS). Covering both natural and artificial grass pitches the document and approach has been developed by Sport England in partnership with:

- The Football Association
- England and Wales Cricket Board
- Rugby Football Union
- Rugby Football League
- England Hockey Board.

The approach comprises of 10 steps (See Figure 1) which are grouped into the following five stages:

Stage A: Prepare and tailor the approach (Step 1)

Stage B: Gather information and views on the supply of and demand for provision (Steps 2 & 3)

Stage C: Assess the supply and demand information and views (Steps 4, 5 & 6)

Stage D: Develop the strategy (Steps 7 & 8)

Stage E: Deliver the strategy and keep it robust and up to date (Steps 9 & 10)

This document provides advice on how each step can be undertaken. At the end of each stage a checklist allows progress to be checked and challenged against the relevant steps. Sport England, and the pitch sport national governing bodies (NGBs) listed above, recognise and appreciate the resources that will be required to work through these steps. Therefore, each organisation has committed to providing a clear offer of support to LAs developing or updating a PPS. This support, based on a partnership and steering group led approach, is outlined in more detail under Stage A and in the Sport England and sport specific appendices.

<http://www.sportengland.org/facilities-planning/planning-for-sport/planning-tools-and-guidance/playing-pitch-strategy-guidance/>

## Active Places Power

Active Places Power (APP) is a website to help those involved in providing sporting provision with a series of tools to guide investment decisions and develop sport facility strategies. Primarily for local and national governing bodies of sport it can help to build an evidence base when identifying and planning where to target interventions for facilities, clubs or other activities.

[www.activeplacespower.com](http://www.activeplacespower.com)

The tools within the website have a range of capabilities from quick searches and simple reports to a series of push-button analytical tools that aim to make complex modelling techniques as user friendly and intuitive as possible.

The website is underpinned by a single database that holds information on sports facilities throughout England. Currently it holds data on over 40,000 sites and 64,000 facilities for 14 different facility types, with each record being checked on an annual basis. The following facility types are included:

- Artificial grass pitches
- Athletics Tracks
- Five-a-side football centres

- Golf courses and driving ranges
- Grass pitches
- Health & fitness suites
- Ice rinks
- Indoor bowls
- Indoor tennis centres
- Ski slopes
- Sports halls
- Squash courts
- Studios
- Swimming pools

These facilities represent where 70-80% of formal sport takes place.

APP is an excellent starting point for gathering information on facilities within an area. APP can generate reports to help collect information on facilities; these reports can be tailored by area and by facility type and nature. APP will be important to help with gathering information on the supply of facilities within an area. These reports and facility lists can be downloaded by the user and can be used offline.

The data held on APP for each facility includes the type of facility, location, size, ownership and managements, opening times, age, refurbishment date, access type. It is critically important that the information from APP is checked and supplemented by other sources to ensure that all facilities are captured and that the details are correct. Any amendments to the APP information should also be noted and fed back to Sport England. This will ensure the accuracy of the information for the benefit of all in the area but also enable time and resources to be saved when maintaining strategy audit information for future monitoring.

APP has a number of tools that uses this database; these include tailored reports and catchment profile tool. The catchment profile tool will be useful in identifying either the profile of the population, market segmentations or facilities within a chosen distance or travel time for a facility.

Active Places Power can help to answer a number of questions including:

- What facilities are there within an area? How many, and where are they located?
- What are the facility details of each of these? How big are the facilities, when are they open, and to whom, who owns and manages the facility, how old are the facilities and have they been refurbished?
- What's the catchment profile around a facility? Population, market segmentation, facilities.

## **Facilities Planning Model**

The FPM is a computer model (developed and used on license from Edinburgh University), which helps to assess the strategic provision of community sports facilities. So far the work has concentrated on the major community sports facilities of sports halls, swimming pools, artificial grass pitches & indoor bowls centres.

<http://www.sportengland.org/facilities-planning/planning-for-sport/planning-tools-and-guidance/facilities-planning-model/>

In its simplistic form, the model is a supply / demand analysis which assesses whether the capacity of existing facilities are capable of meeting local demand. It estimates how much demand for a facility there is within an area, calculates how much supply of that facility there is within that area, and then puts these two elements together to show how much demand is met, not met, and how much supply is used and not used, taking into account how far people are prepared to travel to a facility. This supply/demand analysis is very similar to other spatial planning models, such as retail modelling.

The model uses census information at output area level to help establish the profile of the population, including, age, gender, access cars, IMD scores. These are all used in the model to estimate the potential and nature of demand for sports facilities. The model uses the information on the road network (Integrated Transport Network) to estimate how people are prepared to travel. This spatial interaction between demand and supply is essential in helping to understand whether the current supply of sports facilities are in the right place to meet the potential demand within your local area.

The FPM addresses the duty to co-operate requirement (cross-boundary issues) in the NPPF because it also assesses supply and demand based on the catchment area of the sports facilities and where people live. So it works across local authority boundaries. A specific output of the FPM is to provide quantitative data on how much demand is met by sports facilities in the same local area, how much demand is exported and where to, and how much demand is imported and met by the sports provision in the local area. This can also be assessed based on the projected population changes. So it is possible to identify how the impact of population growth and changes in facility provision will affect cross boundary issues, and the scale of any issues and interventions required.

It's important to note that the FPM tries to be prescriptive and not predictive in that it does not provide precise estimates of the use of proposed facilities. Rather it prescribes an assessment of the level of provision for any defined area in relation to demand.

So as stressed in the Using Tools section of this guide, the FPM tool is not a panacea, it is important to overlay the FPM findings with local findings about supply and demand based on local consultations and reviews of the actual programming and usage of facilities. As with all analytical tools, its strength is when it is used with other information and data to provide a more rounded picture.

The FPM can test out different 'what if' scenarios in provision and changes in demand, this includes testing the impact of opening, relocating and closing facilities and the impact population changes would have on the needs of the sports facilities. These are done in 'local bespoke' work. In addition to this local work, Sport England produces 'National Runs' of the FPM for swimming pools and sports halls. It also includes National Runs for full size artificial grass pitches the application of which can be useful when developing a Playing Pitch Strategy in line with Sport England the main pitch sport NGBs Playing Pitch Strategy Guidance. These National Runs provides the findings at national, regional, county and for each individual local authority area. As they are produced annually they provide a core and consistent analysis of the supply and demand for sports halls and swimming pools at different geographical levels.

This information can be the bedrock for undertaking a local area assessment of the supply and demand for these two core types of provision, which together account for a significant amount of the total indoor sports facility participation.

The National Runs provide an audit of the supply of swimming pools and sports halls in each local authority area across all types of providers based on the Active Places database.

The FPM can help to answer a number of questions including:

- What is the level of provision for sports halls and swimming pools in an area?
- Which areas have better or worse access to provision and where may any unmet demand be located?
- What would the impact be of closing/opening facilities?

## **Sports Facilities Calculator**

The Sports Facility Calculator (SFC) is a planning tool which helps to estimate the amount of demand for key community sports facilities that is created by a given population. The SFC has been created by Sport England to help quantify how much additional demand for the key community sports facilities (swimming pools, sports halls and artificial grass pitches), is generated by populations of new growth, development and regeneration areas.

The SFC was first developed to help estimate the facility needs of the new communities in the Eastern Quarry Development, Dartford, and the Milton Keynes future growth areas. It has been used to help in infrastructure planning, including securing provision and planning obligations through Section106 agreements and Supplementary Planning Documents.

The SFC helps with quantifying the demand side of the facility provision equation. It helps to answer questions such as, “How much additional demand for swimming will the population of a new development area generate?”, and “What would the cost be to meet this new demand at today’s values?”

The SFC is designed to estimate the needs of discrete populations for sports facilities (such as sports halls and swimming pools) created by a new community of a residential development. It’s important to remember that the SFC looks only at demand for facilities and does not take into account any existing supply of facilities.

The SFC can be downloaded from the link below:

<http://www.sportengland.org/facilities-planning/planning-for-sport/planning-tools-and-guidance/sports-facility-calculator/>

## **Developing the right sports hall**

This guidance document has been developed by Sport England in consultation with national governing bodies including badminton, basketball, cricket, netball and volleyball. Its primary purpose is to make sure that sports halls are built to the right size, otherwise the number of sports that can be played on them (and therefore income generated) is limited.

The guide provides a simple methodology for identifying sports development need and building a business case. It encourages:

- New facility developments to be programme led and created by a partnership involving governing bodies, local sports clubs and schools
- The asking of questions to understand the local sporting need, and other stakeholder requirements, to ensure the sports hall is sustainable
- The use of standard hall sizes to ensure that as many sports as possible can use the hall in years to come.

- In the case of existing halls, an alternative methodology explains how to establish if an existing hall is suitable for further investment.

<http://www.sportengland.org/facilities-planning/tools-guidance/design-and-cost-guidance/>

## **Selecting the right artificial surface**

This guide covers the design and selection of material for a range of outdoor sports using artificial grass pitches, needle punch play surfaces and polymeric surfaces. It covers design issues for a wide range of outdoor sport spaces including:

- Pitches
- Single sports use courts
- Multi-use games areas (MUGAs) with artificial surfaces constructed from various combinations of man-made materials

It focuses on making the best use of these facilities, whether they are based in new or existing schools, local parks and sports clubs, or as part of larger regeneration projects. It provides a simple, consistent methodology and approach to selecting the right type of artificial grass surface for playing hockey, football, rugby union and rugby league. The guidance note has been developed by: Sport England, England Hockey Board, Football Association, Football Foundation, Rugby Football League, and Rugby Football Union.

<http://www.sportengland.org/facilities-planning/tools-guidance/design-and-cost-guidance/artificial-sports-surfaces/>

## **Developing the right swimming pool**

The *Developing the Right Swimming Pool* (DRSP) guidance document has been developed jointly by Sport England and the Amateur Swimming Association and will be published in 2014. The guide has been designed to help and others make strategic decisions about pool provision either for an individual facility or across a wide area by working through an 8 Step planning process. The guide also provides advice on who can help and what other guidance is available at each stage. It can be used by any organisation and at the end of the process they will be able to make a sound business decision on a range of options. It will enable a user to set out a clear Statement of Requirements for facility investment and rationalisation that will deliver the sports development needs of the community.

DRSP is designed to provide more pool specific considerations when making strategic decisions about future pool provision, and complements with the assessment of need approach set out in this guide, providing practical advice within a clear process.

## **Appendix 2 – Information from national governing bodies of sports**

This appendix outlines the type of information and data that the national governing bodies (NGBs) of Sport may be able to supply and provides standard templates that can be used to capture the key information required for a robust and defensible assessment

NGBs are the best source of information for their specific sport; their local networks can provide information on the current and future demands for their sport as well as knowledge and intelligence on whether the existing facilities in a local area are fit for purpose for the sport in question.

Whilst different NGBs may differ slightly in terms of what information they can provide, the majority will be able to supply most of the following:

- A high level summary of the priorities and plans for their sport including their Whole Sport Plan
- Identify which sport specific plans and strategies are relevant to the sites that are important to the delivery of their sport.
- Which existing and planned facilities are important for their sport and explain why
- Facility Specific Information:
- The current facility condition/quality and in particular whether it is fit for purpose for the existing use and the proposed use
- How much use. How many hours/sessions for each type of activity and level of play.
- Participants - clubs, teams, users
- Type of activity - competition, education, and training
- Levels of Play - International, Premier, Club and Community. This is very important in terms of describing how the existing facility is used and what the potential future use would be. For most sports the level of play will directly affect the facility specification
- Trends - knowledge of new or modified forms of their sport which the NGB want to develop. (e.g. Futsal, indoor athletics).

### **Consulting with the NGBs**

Depending on what the facility needs and issues are for each sport within a particular area, the input from NGB's into the assessment could be either as a single feedback, or throughout the three stages of the assessment, for instance:

- Stage A – providing a high level strategic view of the sport within the area
- Stage B – providing more details of the priority facilities within the area
- Stage C – providing a sounding board for the outcome of the assessment.

Consultation should be seen as a continuous process which will help to scope, inform and check the assessment as it develops.

To obtain consistent responses that provide sufficient information for a robust assessment it is recommended that standard templates are used enabling everyone to interpret what is required. Sample templates are provided below.

## Using the templates

Template A is designed to provide a high level overview of a sport in an area from the NGB perspective. This will help to feed into Stage A of the assessment.

Template B is facility specific, to capture information about NGB priority facilities either existing or proposed. This will help to feed into Stage B of the assessment. This template is in two parts: the first part is a summary sheet to be completed for existing and proposed facilities; the second part is for more detailed information on the use of the facility.

### Notes:

Template B should only be completed for the key priority facilities for the sport within the area i.e. it is likely for most sports that they will only be completing a relatively few facility specific templates, this is likely to be only for the one or two key priority facilities for the sports. If there are plans for a new facility within a strategy then this template can still be used to provide details of what is proposed. The address will indicate the approximate location of the planned facility.

The templates should only be used to consult NGBs about built facilities. For natural turf and Artificial Grass Pitches the Sport England Playing Pitch Strategy (PPS) guidance should be used ([Playing Pitch Strategy Guidance](#)). However, pitch sport NGB's can use the Templates to help identify any built facility needs that they have.

**Table 4: Example template for capturing key NGB intelligence providing a high level overview of the sport in an area from the NGB perspective**

<b>TEMPLATE A: Summary Sheet of NGB local overview for XXXXXX authority</b>		
		<b>NGB Comments / advice</b>
<b>1.0</b>	<b>Sport:</b>	
<b>1.1</b>	<b>Contact Details:</b>	<b>Name:</b> <b>Position:</b> <b>e-mail:</b> <b>phone:</b>
<b>1.2</b>	What are your Whole Sport Plan priorities? (List with high level outcomes etc. and /or provide link to relevant document with a high level summary)	
<b>1.3</b>	What strategic facility statements does your Whole Sport Plan include? (List and /or provide link to the relevant document with a high level summary)	
<b>1.4</b>	Does your sport have a current facility strategy? (please provide link or copy)	
<b>1.5</b>	Is XXXX [ <i>insert area of the assessment</i> ]? An identified priority area for your sport? If so please summarise here and provide any relevant links. <i>Note: Template B will provide an opportunity for you to provide detail about specific existing or planned priorities.</i>	
<b>1.6</b>	Do your plans have any specific capital or revenue investment that may be relevant for this area?	
<b>1.7</b>	Do you have enough facility time/sites for your sport in XXXX [ <i>insert area of the assessment</i> ]? Are they well located for your sport? <i>Please indicate if these are based on a formal assessment.</i>	

<b>1.8</b>	Do you believe there is potential to grow your sport significantly in XXXXX [ <i>insert area of the assessment</i> ]?	
<b>1.9</b>	Are any interventions planned that will increase demand for facilities?	
<b>1.10</b>	Any other comments? For example, are any facilities at risk; are there any issues of access? <i>Please use this entry to provide any facility information you think the authority should be aware of that hasn't been covered.</i>	

**Table 5: Example template for capturing key NGB intelligence on existing and proposed sports facilities**

For EACH individual planned or proposed PRIORITY facility please complete the template below with as much information as you are able (*Please note it is only to be used for priority facilities*)

<b>TEMPLATE B: Part 1: Summary Sheet of NGB overview of specific facilities - existing or proposed</b>		
<b>1.0</b>	<b>Sport:</b>	
<b>2.0</b>	<b>Location of existing or proposed facility</b>  <b>Active Places ID (if known):</b>	
<b>3.0</b>	<b>Contact Details :</b>	<b>Name:</b> <b>Position</b> <b>e-mail:</b> <b>phone:</b>
<b>4.0</b>	<b>By whom / how is the facility managed?</b>	
<b>5.0</b>	<b>Description of existing facilities for your sport:</b>	
<b>6.0</b>	<b>What is the quality of the existing facilities?</b>	
<b>7.0</b>	<b>Are there any relevant strategies and plans that need to be considered / linked to this facility?</b>	
Please complete the next section with any knowledge/information that you have on existing use and the potential future demand and use.		



<b>1.2</b>	What are your Whole Sport Plan priorities? (List with high level outcomes etc. and /or provide link to relevant document with a high level summary)	<b>1.2</b> Summarise here the high level priorities and outcomes of your Whole Sport Plan. Please provide a link to the relevant documents as well as any key page/section references.
<b>1.3</b>	What strategic facility statements does your Whole Sport Plan include? (List and /or provide link to the relevant document with a high level summary)	<b>1.3</b> Summarise here any strategic facility statements in your WSP and provide a link and reference to the key documents
<b>1.4</b>	Does your sport have a current facility strategy? (please provide link or copy)	<b>1.4</b> Insert the link to your current Facility Strategy and/or please provide a hard copy.
<b>1.5</b>	Is XXXX [ <i>insert area of the assessment</i> ] an identified priority area for your sport? If so please summarise here and provide any relevant links. <i>Note: Template B will provide an opportunity for you to provide detail about specific existing or planned priorities.</i>	<b>1.5</b> Please indicate if your sport has identified the authority as a priority and if so please explain and provide links to the relevant documents, including any relevant references etc.
<b>1.6</b>	Do your plans have any specific capital or revenue investment earmarked that may be relevant for this area?	<b>1.6</b> Please summarise here if there is, or there is likely to be, any capital or revenue funding available for investment in this area. Please provide any links to further guidance/funding conditions etc.
<b>1.7</b>	Do you have enough facility time/sites for your sport in XXXX [ <i>insert area of the assessment</i> ]? Are they well located for your sport? <i>Please indicate if these are based on a formal assessment.</i>	<b>1.7</b> Please summarise here if there is sufficient time and sites available for your sports need. Indicate if the facilities are well located for your sports needs. Please confirm if your analysis/assessment is based on any formal assessment and/or if you are planning any formal facility analysis.
<b>1.8</b>	Do you believe there is potential to grow your sport significantly in XXXXX [ <i>insert area of the assessment</i> ]?	<b>1.8</b> Please summarise here what potential there is for growing your sport in the area, what this could look like and provide a short explanation of what would be required as well as the scale of potential growth.
<b>1.9</b>	Are any interventions planned that will increase demand for facilities?	<b>1.9</b> Indicate here if your sport has any planned, or is considering any, interventions that will increase the demand for sports facilities.
<b>1.10</b>	Any other comments? For example, are any facilities at risk; are there any issues of access? <i>Please use this entry to provide any facility information you think the authority should be aware of that hasn't been covered.</i>	<b>1.10</b> Indicate here any other information / factors/ opportunities/ threats etc. affecting your sport that you think the authority should be aware of.

**Table 7 Further guidance on using template B:**

<b>TEMPLATE B: Part 1: Summary sheet of NGB overview of specific facilities - existing or proposed</b>		
<b>1.0</b>	<b>Sport:</b>	<b>1.</b> Insert the name of the sport that the following information relates to.
<b>2.0</b>	<b>Location of existing or proposed facility</b>  <b>Active Places ID (if known):</b>	<b>2.</b> Insert the common name used for the centre with its full address including post code. If the site is known under other names or the name has changed relatively recently then please also include this name to avoid any confusion <b>2.1</b> If possible include the Active Places ID as this will give a precise location and enable your feedback to be linked in with the Active Places data.
<b>3.0</b>	<b>Contact Details:</b>	<b>3.0</b> Provide the name and contact information of the key person if we need to come back to you for further information and/or update you on the work. Indicate if you have a preference to be contacted by e-mail or phone <b>e-mail:</b> <b>phone:</b>
<b>4.0</b>	<b>By whom /how is the facility managed?</b>	<b>4.0</b> Who owns the facility? Who manages the facility?
<b>5.0</b>	<b>Description of existing facilities for your sport:</b>	<b>5.0</b> Describe the facility in terms of your sport e.g. 2 netball courts rather than 8/10(badminton) court hall. If you know the size of the facility please provide this.
<b>6.0</b>	<b>What is the quality of the existing facilities?</b>	<b>6.0</b> Is the facility fit for purpose for your sport's needs? Please identify any specific quality issues which limit or threaten current or potential use of the facility for your sport. Quality issues include, but not exclusively, size, playing surface, lighting, changing facilities, spectator provision, storage provision, health & safety etc.
<b>7.0</b>	<b>Are there any relevant strategies and plans that need to be considered / linked to this facility?</b>	<b>7.0</b> Provide details of any relevant local or national strategies and plans where the facility is identified either specifically or as a particular facility type e.g. Regional Performance Centre. Please provide electronic copies or web links to these strategies and plans where possible. Indicate if there are any known funding proposals and provide as much detail as possible.
Please complete the next section with any knowledge/information that you have on existing use and the potential future demand and use.		

<b>TEMPLATE B Part 2: Existing and potential use</b>			
	<b>Additional Guidance</b> <i>Note: If this information relates to a proposed facility this section should not be completed. Go to section 9</i>		
	<b>A</b> – Type of activity and level of play	<b>B</b> – Amount of use	<b>C</b> - Additional Comments
<b>8.0 Existing use</b>	<b>8A. Type of activity</b> <i>Indicate whether the activity is Competition, Education or for Training use?</i>  <i>Level of play - Indicate if International, Premier, Club or Community level of play. If these definitions don't accurately describe the appropriate level of play for your sport please use the most accurate/precise description of the level of play for your sport e.g. County or District etc.</i>	<b>8B. Amount of use</b> <i>Indicate how much use there currently is relating to the activity described in 8A</i> <i>How many hours of use?</i> – How many teams? – How many clubs? – How many players?  <i>This information can be supported by programmes of use, league fixtures etc. Where possible please provide the name of clubs/groups that will use this facility on a regular basis either as their club base or as a league venue.</i>	<b>8C. Additional comments</b> <i>Please provide any relevant information relating to the existing use that is not adequately covered above. For example if the current use is limited due to specific access issues such as availability/programming or pricing policy.</i>
<b>9.0 Future demand / potential use</b>	<b>9A.</b> <i>Complete as per 8A above for potential new demand / activity</i>	<b>9B. Amount of use</b> - <i>As per 8B above for potential new demand / activity</i>	<b>9C. Additional comments</b> - <i>Please provide as much information as possible to explain and evidence why you think there is the potential for future demand/use. Indicate any specific requirements that will need to be met to achieve this, as well as any potential barriers or restrictions to achieving this.</i>