

CITY OF PLYMOUTH

Subject: Plymouth Sports Facility Strategy
Committee: Cabinet
Date: 8 June 2010
Cabinet Member: Councillor Brookshaw
CMT Member: Director for Community Services
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Ref:
Part: 1

Executive Summary:

The Plymouth Sports Facility Strategy was commissioned by Plymouth CC in late summer of 2008 in response to a number of factors including:

- A desire to update previously prepared sports facility strategies and to complete a comprehensive review of facility provision within Plymouth.
- to ensure that the corporate priorities of PCC, as set out in the recently published Corporate Plan 2010-2013, and its partners are clearly embedded into the future delivery of sports and leisure projects and infrastructure throughout the city
- the need to give context to the Plymouth Life Centre proposal and other facility developments planned for the city, including 'Investment for Children' and individual redevelopments such as the rebuild of UCP Marjon's sports facilities and the redevelopment of the Civil Service Sports Ground
- the availability of strategic planning support, provided by Sport England nationally through the Facilities Improvement Service, the aim of which is to assist local authorities in acquiring a robust understanding of need in order to be able to plan strategically for sport
- government guidance which stresses the need for better local strategic planning
- a desire to develop further the themes and opportunities outlined in the 'The Vital Spark' – Plymouth's Cultural Strategy - to ensure that sport, health, and fitness themes are embraced fully within the overarching vision of culture and within other existing and emerging corporate and partner agencies' plans and programmes, including the Local Development Framework Action Plans, the Sustainable Development Strategy, and health, fitness and green space strategies for the city
- the rapidly changing context for sports development and sports training, coaching and volunteering initiatives within Plymouth, including the impetus arising from the forthcoming London 2012 Olympic and Paralympic Games, the build up to this and the legacy to be delivered afterwards
- changes in the method of funding sport – since April 2009 directed through national governing bodies of sport.

The strategy involved extensive research, consultation and modelling using sophisticated Sport England methodology, analysis of participation rates, demographic characteristics and market segmentation. It has been recognised by Sport England as an example of good practice.

The strategy identifies a number of challenges facing the provision of sport facilities in the City towards 2026.

The strategy puts forward a hub and satellite model of provision with the Plymouth Life Centre as the main hub, a range of strategic multi-sports sites like UCP Marjons, Brickfields, etc. Also specialist facilities for sports and activities such as gymnastics, bowls tennis etc. and community and neighbourhood facilities with potential links to schools and the BSF programme.

The strategy establishes Standards of Provision which we would seek to work towards by 2026.

This is a very exciting period in the history of sport and leisure in the City and an opportune time to produce this Strategy. Whilst being focused on delivering corporate objectives, the proposals and policies emanating from the Strategy need to be realistic about the opportunities to enhance and improve facilities over the next 15 years. In view of the investment the Council is making to the Plymouth Life Centre, the enhancement of facilities at UCP Marjon and new and regenerated school provision through the BSF programme, it is widely accepted that there is unlikely to be additional large scale capital development funded by the Council during the period 2010 – 2020.

This is reflected in the Strategy's emphasis on providing a framework for use by the key partners – the City Council (especially Culture, Sport and Leisure, Children's Services and Development), the Community Sports Network, the PCT, national governing bodies and other partners in children and young people's services, health, community safety, sports clubs and the commercial sector – to inform and guide discussions about facility need and investment.

The support and commitment of local people and the City Council's many partners are therefore sought, so that funding to deliver the improvements and new facilities Plymouth's residents, workers, students and visitors require can be attracted and the potential of Plymouth as a vibrant City of Sport fully realised.

Corporate Plan 2010-2013:

The Plymouth Sports Facility Strategy (PSFS) supports the delivery of many of the key drivers for the Council's 'Corporate Improvement Priority' (CIP) programme in particular CIP6 - 'improving culture and leisure opportunities', and also 'improving customer service' (CIP1); 'reducing inequalities between communities' (CIP4); 'improving skills and educational achievement' (CIP 8); 'developing high quality places to earn in' (CIP9); 'improving access across the city' (CIP11) and 'providing better value for money' (CIP14).

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Production costs of the draft PSFS has been contained within existing budgets.

The PSFS has no direct cost implications for the Medium Term Financial Plan. However, PCC will continue to actively pursue funding opportunities particularly ensuring that developer contributions, through planning obligations and engagement with relevant National Governing Bodies of Sport are maximised to provide the base for the funding of the facilities identified in this strategy.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

Assisting in meeting needs identified in Swimming Pool Facilities Strategy and Playing Pitch Strategy

Improved access for all target groups covered by a completed Equalities Impact Assessment.

Recommendations & Reasons for recommended action:

It is recommended to adopt the Plymouth Sports Facility Strategy as the future framework for the development of sport and fitness infrastructure across the City.

Alternative options considered and reasons for recommended action:

Not to adopt the Strategy is the alternative option, which would deprive the city of the:

- robust evidence base needed to inform future decisions about the provision and funding of facilities for sport and fitness and ongoing service improvements.
- material to assist in: maximising S106 contributions and informing developers of priorities; highlighting priorities for external funding bids; assisting with any restructure/realignment of resources internally, and providing a delivery framework for leisure operators.
- a clear and widely supported strategic view on priorities across the city and to enable an understanding of how opportunities presented through education, sport or health partnerships, for example, can meet these identified priorities.

Background papers: Plymouth City Council Final Draft Sports Facility Strategy (Appendix 1)

Sign off:

Fin	CoSF LC910 003 WE	Leg	AT 1105	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member James Coulton											

Plymouth Sports Facility Strategy

1. The Purpose of the Plymouth Sports Facility Strategy

- 1.1 The case for taking part in sport and fitness activity can be, and has been, made many times - but this does not mean that its value is universally understood. Involvement in sport and physical activity is usually regarded as a matter of personal preference; however, many people may be discouraged because of lack of opportunities or barriers to taking part and those who do start to get fit or learn a new sport may not continue to realise their full potential.
- 1.2 The ultimate purpose of the Sports Facilities Strategy is to improve and develop the range and quality of sporting facilities and opportunities in Plymouth as an essential component to overcoming the above constraints. The high quality facility framework it proposes will support the strategy for sports development in order that increased physical activity and participation (as set out within the Local Area Agreement) and progression through to higher standards of performance are achieved by residents and workers within Plymouth and visitors, students and competitors from the South West and further afield.

2. Scope of the Sports Facility Strategy

- 2.1 Broadly speaking, the Strategy sets out to:
 - ensure that a robust evidence base exists to inform future decisions about the provision and funding of facilities for sport and fitness and ongoing service improvements.
 - provide material to assist in: maximising S106 and other developer contributions and informing developers of priorities; highlighting priorities for external funding bids; assisting with any restructure/realignment of resources internally, and providing a delivery framework for leisure operators.
 - provide a clear and widely supported strategic view on priorities across the city and to enable an understanding of how opportunities presented through education, national governing bodies and sport or health partnerships can meet these identified priorities.

3. Methodology

- 3.1 The Strategy has been prepared by a Steering Group comprising officers of the City Council and external agencies including the Primary Care Trust. Building on existing studies, analysis and recent consultation, the methodology used is compliant with that set out within 'PPG17: Open Space, Sport and Recreation' and with guidance prepared by Sport England, and has employed many of the diagnostic tools promoted by Sport England, including the Facilities Planning Model, Active Places (analysis of levels of sports facility provision) and Active People – a national survey of people's sporting behaviour which allows for detailed analysis through the 'market segmentation' technique. Strategic planning support has been provided by Sport England through Genesis Consulting under its 'Facilities Improvement Service'.
- 3.2 Research underpinning the Strategy has involved site visits and audits of over 60 key facilities within the city, with scoring on 'quality' and 'fit for purpose'. Consultation for the Strategy has embraced national and regional governing bodies

of sport, sports development officers, key City Council and partner agencies' personnel, the Community Sports Network and Plymouth Sports Forum, sports facility managers (both public and commercial) and various user groups including young people, older people and people with disabilities and their parents and carers. In particular, extensive consultation and audits have been undertaken with lead personnel at all secondary schools in the city and with the School Sports Partnerships.

- 3.3 A specific aim of this Strategy has been to present much of the information visually. Demographic characteristics, indices of deprivation, participation rates and the location and distribution of facilities and their catchment areas have been mapped, using sophisticated techniques developed by the City Council. Plymouth has been acknowledged by the 'Facilities Improvement Service' as an example of good practice in the way that it has further analysed and mapped the 'market segmentation' technique developed by Sport England.

4. Further consultation on the Sports Facility Strategy

- 4.1 During the winter of 2009/2010 a second round of consultation, involving the public was undertaken covering a 12 week period. This was delivered to meet the requirements of PCC's Statement of Community Involvement and Compact. Consultation was promoted using leaflets, posters, road shows, face to face meetings, and also provided opportunities for verbal and written feedback, including emails, and the use of the Limehouse consultation resources. The consultation was undertaken jointly by Business Support Officers and Leisure Officers from within the Community Services Department.

5. Challenges in Facility Provision for the Strategy to address

- 5.1 There is already a well established network of public, commercial and education based sports facilities within Plymouth and a breathtaking spectrum of activity taking place. Nevertheless, as the Strategy sets out within its detailed facility analysis, challenges remain, including:
- a. Several facilities which are in need of upgrading and replacement (notably on school sites) in addition there are a number of indoor sports halls which are not able to accommodate a range of sports due to, for example, inadequate sizing and ancillary facilities
 - b. Access, although an even distribution of indoor, outdoor and specialist facilities throughout the city could not be expected, certain areas are a long way from any kind of sport or fitness facility, impacting on people's ability to take part
 - c. wide variations in ease of accessibility and transport to different facilities, particularly for those whose mobility and ability to access opportunities is restricted (e.g. by cost, time). A particular example is the relatively poor access to water and the countryside to the north and west of the city, compared to the south and east
 - d. a lack of a recognised 'hierarchy of provision' whereby a range of sports can progress from basic entry level facilities to higher quality venues capable of accommodating competitive, coaching and training events at various levels restricting club and sports development
 - e. a lack of 'central venues' for competition and training in a variety of sports

- f. limited access for the community to take part in sport during the day in termtime due to the location of the majority of the city's stock of sports facilities on education sites
- g. shortage of indoor water space within the city to meet variety of needs from aquatic sports
- h. constantly changing technology in the evolution of artificial surfaces for hockey, football, rugby, tennis and other sports recent and recent losses of key city wide facilities within Plymouth, notably the Civil Service Sports Ground (comprising indoor sports hall, indoor bowls rink, outdoor bowling greens and pitches)
- i. a need to exploit more fully both the opportunities afforded by Plymouth's superb waterfront setting and the coastal environment for water based activities and sports; and the scope for further development of health and fitness pursuits and activities outdoors in the city's greenspaces and through its proximity to Dartmoor and other local countryside areas
- j. ensuring that new built environments – whether educational, residential, retail, business, office etc – adopt a 'design for health and fitness' approach and encourage active lifestyles
- k. the growth in Plymouth's population from the current level of 259,243 to around 300,000 by 2026, concentrated in certain areas within and adjacent to the city, which will have implications for both evaluating future demand for facilities and in maintaining and raising participation rates, as it is those age groups which traditionally have the lowest participation rates which are rising most rapidly (the over 65s).
- l. The potential impact of rising participation rates on the demand for facilities, including the government's '5 hours of sport' offer for all schoolchildren

6. Participation in Sport and Fitness Activities in Plymouth

- 6.1 The analysis of participation patterns in Plymouth shows that over half the population do not participate in any type of fitness or sporting activity and that despite recently recorded increases – only around one quarter take part on a regular and sustained basis (participation on at least 3 days a week at moderate intensity for 30 minutes); moreover there are significant variations in participation rates and opportunities across the city.
- 6.2 Recent research by Sport England and others has demonstrated that sport still needs to widen its participation base to include more people from low incomes, from different ethnic minorities and from people with disabilities. This is of great relevance to Plymouth whose population exhibits many of the characteristics commonly associated with lower rates of participation.
- 6.3 Research for the Strategy has included detailed analysis of participation rates in Plymouth which shows that generally, participation in sport is higher in the east of Plymouth than the west – although the picture in the centre of the city is complex. The analysis also suggests correlations between rates of participation and other indices; for example, there appears to be a relatively strong correlation between neighbourhoods exhibiting relatively low rates of participation and high indices of deprivation.
- 6.4 The Strategy presents how certain 'market segments' or types of people. This approach – supported by Sport England – has formed the basis for identifying key areas, groups within the community and sports to target in order to raise

participation amongst low participant groups within the city (the young, older people, people with disabilities).

7. Opportunities within Plymouth

7.1 The Strategy makes reference to a number of key opportunities arising for transforming sports facility provision within the city, most critically:

- a. The Plymouth Life Centre: this innovative and iconic sports building, in the centre of the city in Central Park - opening in Autumn 2011 as a replacement for the outdated Mayflower Centre and Central Park Pools complex - will be unique in the South West. The Strategy identifies this as the central hub within Plymouth of sporting activity for local residents of all ages and abilities, as well as being a regional centre to attract some of the South West's leading sportsmen and women.
- b. Building Schools for the Future: Mapping school sports provision for the Strategy has demonstrated how pivotal facilities at secondary schools are to the development of sporting opportunity in Plymouth, particularly within lower participant and deprived neighbourhoods. As well as creating a sound basis for young people to begin their lifelong involvement in active recreation, facilities on education sites are a model for future sustainable sports facility provision. Providing access to the community is guaranteed, they can have a huge impact on education, community participation and the sports development continuum of 'grow, sustain, and excel'. The BSF programme for Plymouth brings with it great opportunities for rebuilding and enhancing sports facilities on school sites, but it will not be the panacea for providing everything that is needed throughout the city. Any specialist provision, including additions to facilitate wider community and sports development use, will require funding from different sources.
- c. Other Rebuilding within Plymouth: As well as the Plymouth Life Centre and the BSF programme, there will continue to be developments to Plymouth's sporting infrastructure during the life of the Strategy. With around 40,000 students in Plymouth, it is important to maintain high quality facilities to attract and retain them and the financial benefit they bring to the city, and UCP Marjon, Plymouth City College and the University of Plymouth each have ongoing plans and proposals to enhance their provision. Improvements to YMCA Kitto's facilities, for example, are ongoing at the time of writing and the MoD is undertaking a review of its sites within Plymouth, which may result in opportunities for rationalisation of facilities or use of new sites for sport, particularly in the south west of the city. It is hoped that the Strategy will provide a mechanism for recording, and a framework for evaluating, these developments.
- d. Whilst many sports aspire to having dedicated provision (particularly indoor sports), the delivery of this vision maybe unrealistic unless it is linked to the delivery of their National Governing Body's (NGBs) whole Sport Plans and the increased funding given by Sport England (Sport England are investing £480 million through 46 governing bodies over four years).
- e. The co-commissioning of new facilities either within The Life Centre or on education sites, particularly through BSF, would then see formal

arrangements being put in place between the authority and third parties, to allocate 'dedicated time' within a multi-use facility for the development of specific sports, in return for capital/revenue funding from the NGBs. It is important therefore that open dialogue is maintained with the NGBs and that they are involved in the design and decision making early on in the process.

8. Funding requirements

- 8.1 The PSFS has no direct cost implications for the Medium Term Financial Plan. However, PCC will continue to actively pursue funding opportunities particularly ensuring that developer contributions, through planning obligations and engagement with relevant National Governing Bodies of Sport are maximised to provide the base for the funding of the facilities identified in this strategy.
- 8.2 Production costs of the draft Sports Facility Strategy has been contained within existing budgets.

9. Conclusion

- 9.1 **This is a very exciting period in the history of sport and leisure in the City and an opportune time to produce this Strategy. Whilst being focused on delivering corporate objectives, the proposals and policies emanating from the Strategy will need to be realistic about the opportunities to enhance and improve facilities over the next 15 years.**
- 9.2 This Strategy will be used to provide a framework for use by all the key partners – the City Council (especially Culture, Sport and Leisure, Children's Services and Development), the Community Sports Network, NHS Plymouth, the PCT, national governing bodies and other partners in children and young people's services, health, community safety, sports clubs and the commercial sector – to inform and guide discussions about facility need and investment. There is no additional funding from Plymouth City Council at this stage but this will be considered alongside other funding streams as they are identified.
- 9.3 The support and commitment of local people, their elected representatives and the City Council's many partners are therefore sought, so that funding to deliver the improvements and new facilities Plymouth's residents, workers, students and visitors require can be attracted and the potential of Plymouth as a vibrant City of Sport fully realised.

10. Recommendations

- 10.1 It is recommended to adopt the Plymouth Sports Facility Strategy as the future framework for the development of sport and fitness infrastructure across the City.