



STRATEGIC OUTCOMES PLANNING GUIDANCE

IDENTIFY HOW THE
OUTCOMES CAN
BE DELIVERED
SUSTAINABLY

STAGE 3





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STAGE 3

IDENTIFY HOW THE OUTCOMES CAN BE DELIVERED SUSTAINABLY

Having used insight to identify strategic objectives, the focus in Stage 3 is on what interventions will have the greatest impact on the objectives and the greatest contribution to strategic outcomes.

By considering a range of facility and service interventions across the broad range of provision, this stage will identify the optimal and sustainable mix of facility and service interventions. It is likely to require investment in resources, officer time and potentially external consultancy support. This up-front investment is valuable and will be recovered quickly during implementation.

Local authorities may also wish to review the management model(s) being used to deliver their core sport and physical activity services to ensure they have the most effective and efficient model for their local area and one that is sustainable in the future.

Finally, the development of key performance indicators (KPIs) will ensure policy makers and strategic stakeholders can monitor progress and take action when required to ensure interventions continue to have an impact over the long term.



STEP 3A

CONSIDER A RANGE OF FACILITY AND SERVICE INTERVENTIONS ACROSS THE BROAD RANGE OF PROVISION



WHY IS THIS STEP IMPORTANT?

Understanding the current range of provision, facility and service interventions and how they meet the identified needs, objectives and outcomes from previous stages will develop tangible opportunities for development. Areas to consider in the context of their location, age and condition, include:

- playing pitches
- open space
- outdoor sports and physical activity facilities
- school and community facilities
- infrastructure including walking and cycling routes/facilities
- the Active Environment
- sports and community clubs
- voluntary groups
- sport and physical activity programmes in
 - community venues
 - schools (primary and secondary)
 - care homes
 - GP surgeries and hospitals
 - parks
 - open spaces
- transport for the community to access programmes or places
- volunteer coordination
- events

WHAT ARE THE KEY ELEMENTS THAT COULD BE CONSIDERED FOR THIS STEP?

i) Identifying the resources and specific roles from the council, partners and external advisers to support the process

Working out what level of support is required from which stakeholders and partners as well as understanding the resources needed to undertake this stage will provide important context and boundaries within which to work.

This can feed into the local authority's committee and governance cycles to influence budgets and programming.

It is recommended that Stage 3 be formally project managed given the range of workstreams that may be running concurrently. This can be resource intensive so, if client resources are limited, the local authority may wish to consider some external project management support. Key activities where support is often needed include:

- 1 audits of services and facilities
- 2 consultation with stakeholders, user groups and the community
- 3 commissioning of specialist strategies if required (new or updating):
 - a leisure-built facilities
 - b playing pitch
 - c open space
- 4 coordination of input from several departments within the local authority and other key stakeholders
- 5 coordination with the leisure operator(s) to access key data and information to support workstreams
- 6 workshops, member engagement and wider stakeholder communications



ii) Exploring indoor and leisure provision

Undertaking a detailed audit of indoor and leisure facility provision to identify issues and opportunities in relation to supply and demand will identify some key strategic issues and opportunities that could include:

- facility investment
- rationalisation
- co-location

These must be carefully considered, based on the insight gained from previous stages and in light of the local authority's strategic outcomes and objectives. Challenges around timing and budgets for co-location of organisations can potentially hinder progress and may not be achievable. Our Assessing Needs and Opportunities Guidance (ANOG) can provide advice on possible approaches. Developing leisure-built facility strategies can support local authorities in identifying what their investment priorities are at a high level. They can also provide a strong evidence base in developing business cases informed by more detailed feasibility studies which are covered in Step 3B.

iii) Exploring open spaces and playing pitches

Local authorities are encouraged to have up to date and comprehensive Open Space and Playing Pitch Strategies – firstly to support their statutory planning role and secondly to provide clarity on the issues and opportunities and future actions to support active communities in a local area. Detailed guidance is available from us on how to commission and undertake this work.

iv) Exploring community and education facilities

Community centres, schools, higher education facilities, village halls, civic spaces and places of worship play a key role in providing local infrastructure for active communities. Understanding what facilities are available, their location, offer and condition can support opportunities to improve access and quality of provision in a strategic way, working in partnership with these key stakeholders. This can also support the planning process linked to Section 106 developments and Community Infrastructure Levy (CIL) funding.



Undertaking a simple audit of community facilities and spaces can provide a balanced view of the potential additional provision in a place. These facilities can often be run by town councils, schools, places of worship as well as the local authority. Key areas to include in an audit include:

- 1 type of facility
- 2 ownership
- 3 management arrangements
- 4 core user groups
- 5 lease details
- 6 age and condition
- 7 opening times
- 8 programme
- 9 level of occupancy
- 10 contact details

This process can identify and facilitate engagement with existing facilities that could be shared with the community but are currently not available. In particular, new school developments should be identified early to ensure that community use is 'designed in' at concept stage. This enables the facility mix to not only meet the needs of pupils but provide community access to indoor sports facilities and spaces and outdoor facilities. We provide guidance on designing community use facilities and community use agreements.





v) Consider the current mix of facilities and services and what changes are required to deliver strategic priorities and contribute to local strategic outcomes

Exploring the current mix of facilities and services in light of the local authority's medium term financial strategy (MTFS) is encouraged. In supporting this the local authority should have:

- explored opportunities for joined-up management, governance and co-location of services and whether there are opportunities for rationalising assets
- considered service integration and rationalisation in response to their strategic approach to sport and physical activity which should have already been developed
- ensured there is a market or different management models available for each aspect of the services within the optimal mix
- taken account of the local authority's obligations under the Social Value Act (2012)
- taken account of the impact of population growth and new housing developments which will impact on supply and demand for facilities and services

If savings are required in the future, this can inform the focus of the Stage 3 work. Understanding the role and contribution of other providers in the locality is important to identify what market intervention would potentially be the most effective to support increasing participation.

This stage considers the extent to which the authority's existing sport and physical activity service can deliver the identified local strategic objectives and contribute towards local strategic outcomes.

A list of potential service, facility and infrastructure interventions to best deliver the above should be set out.

Service interventions might simply re-focus what is currently being delivered or may involve a more fundamental change of approach. This may be within an updated service specification, changes to existing in-house service delivery, or the use of facility revenue surpluses to deliver targeted community-based programmes.

Facility interventions might identify the need for a new or refurbished facilities or greater community access to existing facilities.

All interventions must be considered within the capital and revenue parameters of the authority and stakeholders. The objective is to ensure the best outcomes are achieved given the resources available.

Changes to the current service and facility mix are likely to have cost implications.

These need to be assessed and prioritised in order of which achieve the best outcomes.

To deliver or enable new service interventions, local authorities will need to consider:

- partnerships
- funding applications
- re-allocation of resources (decommissioning and commissioning)



WHAT ARE THE KEY ENABLERS TO SUPPORT THIS STEP OF THE PROCESS?

-  Resources to support the various work strands
-  Involvement and input from steering group
-  Positive relationship with current partner operator and wider partners to identify opportunities for investment, co-location or joint working
-  Assessing Needs and Opportunities Guidance (ANOG)
-  Existing planning work and use of planning tools
-  Condition Surveys of core facilities

WHAT ARE THE KEY OUTPUTS FROM THIS STEP OF THE PROCESS?



Scope of the review of capital and revenue interventions



Identification of resources required (internal and external) to support workstreams



Condition surveys of facilities in scope



Playing pitch strategy



Open spaces strategy



Leisure built facilities strategy



FURTHER GUIDANCE, MATERIALS AND CASE STUDIES

- [👉 Forward Planning Guide and Complementary Guidance](#)
- [👉 Assessing Need and Opportunities \(ANOG\) Guide](#)
This guidance has very useful checklists on pages 26-27, 53-54 and 69-70, supporting the three-stage approach of ANOG.
- [👉 Playing Pitch Strategy Guidance](#)
- [👉 Playing Fields Policy and Guidance Document](#)
- [👉 Active Places Power](#)
- [👉 Facilities Planning Model](#)
- [👉 Sports Facility Calculator](#)
- [👉 Affordable Sports Centres Guidance](#)



STEP 3B

DETERMINE THE OPTIMAL AND SUSTAINABLE MIX OF FACILITY AND SERVICE INTERVENTIONS



WHY IS THIS STEP IMPORTANT?

Step 3B focuses on refining the list of possible interventions to determine the optimal mix of facilities and services as part of a broad range of provision to sustainably deliver the strategic objectives and make a contribution to local strategic outcomes. This step will bring the preferred mix and portfolio of interventions together supported by financial information to ensure that what is being proposed to support the strategic approach is affordable in terms of any capital investment and sustainable in terms of long-term revenue implications.

The service intervention element of this step is also vitally important and links to identifying what revenue-based services supporting active communities, such as outreach, should be considered.

Feasibility studies may need to be undertaken in this step for core leisure provision including sport/leisure centres and/or community health and wellbeing hubs.

WHAT ARE THE KEY ELEMENTS THAT COULD BE CONSIDERED FOR THIS STEP?

i) Feasibility Studies for Capital Interventions

If capital intervention has been identified as a priority for investment, often specialist input from project managers, leisure consultants, architects, cost consultants and potentially other technical advisers, is required. A clear brief that explores all capital options (new build and/or refurbishment) at a high level is recommended followed by an options appraisal to refine the list. This will focus limited resources on developing the preferred option.

A feasibility study typically includes the following elements:

Strategic position

- terms of reference
- community needs*
- key stakeholders*

Needs analysis

- demographic analysis
- supply and demand analysis, including competition analysis
- latent demand analysis

Current performance analysis

- impact on local strategic objectives and outcomes*
- user experience
- occupancy levels
- financial performance
- condition survey
- current maintenance costs

Site Appraisal(s)

- planning assessment
- geographical locations and target communities
- consultation with planning, highways and transport authorities

Facility Mix Options Development

- essential mix
- desirable mix
- site options linked to essential and desirable mix
- high level design/layout options
- high level indicative business plans for all options
- high level construction and development costs for all options

Facility Mix Options Appraisal

- options appraisal to select preferred option(s)

Business Plan

- income and expenditure
- fittings fixtures and equipment
- lifecycle and maintenance costs
- detailed construction and development costs
- funding and financing options

Construction Procurement Options

- options available
- options appraisal
- construction option recommendation and timescales

Recommendations and Next Steps

- recommendations
- implementation plan
- costings
- design development programme
- construction programme

If Stages 1 and 2 have been completed comprehensively, the feasibility study can include a summary of those relevant findings. If not, it is recommended that these stages are revisited to present a solid basis for the ongoing work. These are highlighted with an asterisk *.

ii) Identifying the service mix

Using the evidence and insight developed in previous stages enables the identification of non-facility based interventions to support local communities whose needs cannot be met through core facilities.

Key considerations for this element include:

- the alignment with objectives identified in Stage 2
- the geographical locations and communities where services are to be targeted
- the scope and scale of intervention
- the indicative resource requirements

Assessing the relative resource implications of this service mix is important to ensure that sufficient resources are allocated to enable this aspect of the service to be effective. This can be further refined and explored in Stage 4 – Commitment through the business case. This may need to involve a range of stakeholders, particularly if services are to be co-produced by a number of partners, in the context of the management model selected, which will determine if the local authority plans and delivers services directly (in house) or commissions it indirectly.

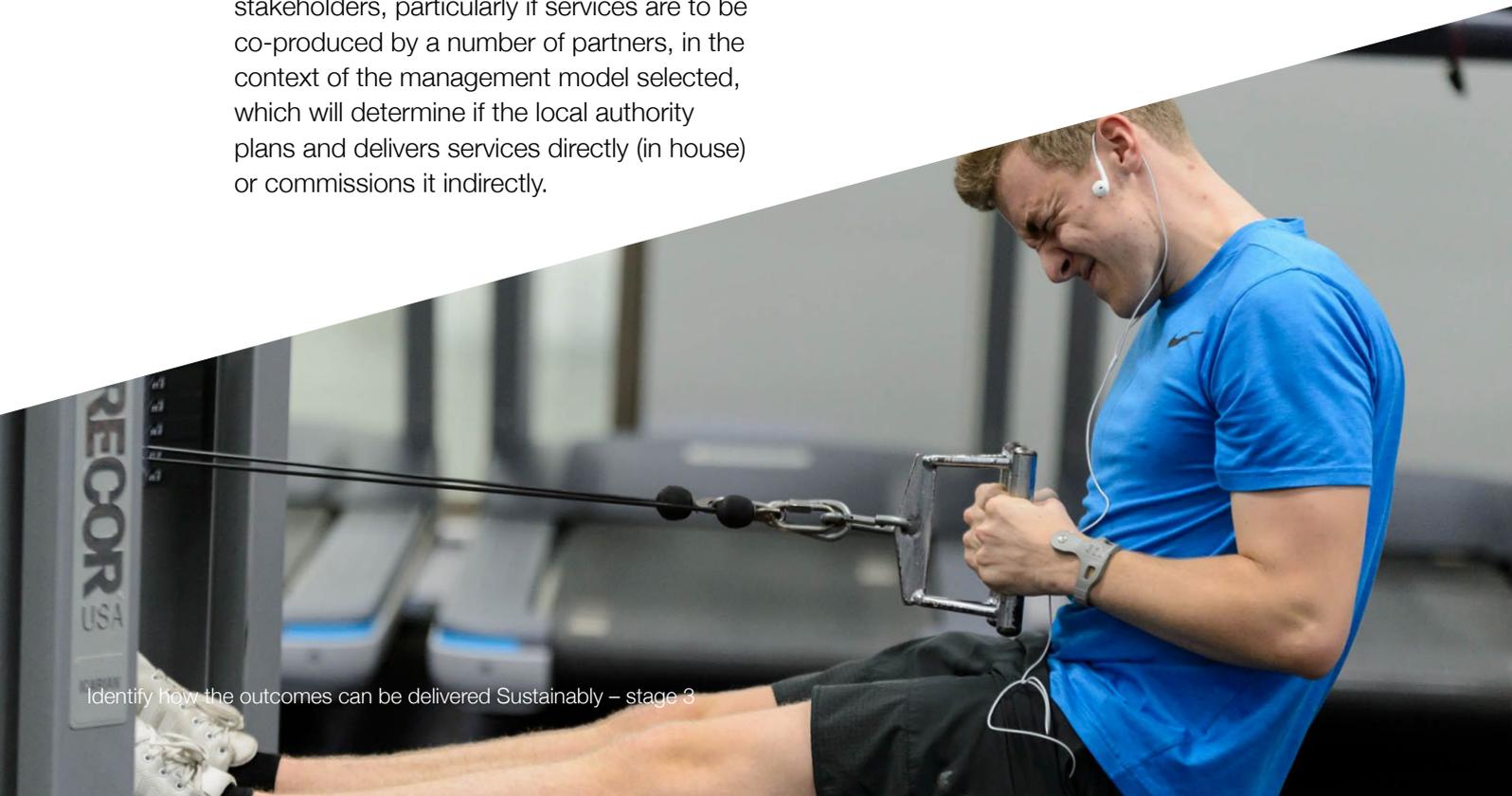
iii) Securing 'buy in' to the desirable optimal mix

It is recommended that the optimal mix of facilities and services provision is presented to the steering group to consider and agree. The optimal mix is likely to include some, or all, of the following elements:

- active environment
- open spaces
- playing pitches
- leisure facilities
- partnerships
- community and education facilities
- development and outreach/intervention services

This creates an opportunity to further reinforce the benefits of undertaking a more holistic approach with the steering group, prior to the consideration of the management model(s) (Step 3C) and development of key performance indicators (Step 3D).

It is important to note that these interventions can be refined and developed further in Stage 4, through the business case, but the overarching direction and provision should be approved at this stage.



WHAT ARE THE KEY ENABLERS THAT COULD BE CONSIDERED FOR THIS STEP?

-  Securing support from key stakeholders in shaping service interventions
-  Specialist support for producing feasibility studies

WHAT ARE THE KEY OUTPUTS FROM THIS STEP OF THE PROCESS?

-  Feasibility studies
-  Options Appraisal
-  Committee report detailing optimal mix of facility and service interventions for approval to progress to Stage 4

FURTHER GUIDANCE, MATERIALS AND CASE STUDIES

-  [Active Places Power](#)
-  [Facilities Planning Model](#)
-  [Sports Facility Calculator](#)
-  [Affordable Sports Centres Guidance](#)

STEP 3C

EXPLORE AND IDENTIFY EFFECTIVE MANAGEMENT MODEL(S)



WHY IS THIS STEP IMPORTANT?

The core management models to manage core leisure facilities and deliver outreach services supporting active communities are:

- in-house
- local authority trading company
- outsourced

Each of these models have specific features and fiscal advantages/disadvantages that will need to be explored in line with the local authority's policy and strategic objectives

Key areas of difference between the models include:

- risk transfer
- financial performance
- client function
- control
- ability to cross-subsidise outreach services for active communities

Some local authorities may already be partnered in a long-term agreement with a local leisure trust or have an existing operating contract with a partner operator with several years to run.

This stage is only relevant for those local authorities with the potential of implementing a new management model arrangement within three years.

Due to increased pressure on local authority funding, reviews of management models are often seen as a key element of service review, but this needs to be balanced with the broader benefits and contribution to the wider corporate agenda. Following the Leisure Services Delivery Guidance Management Options Appraisal process, will support a considered approach and optimise the potential of balanced financial and social outcomes.

WHAT ARE THE KEY ELEMENTS THAT COULD BE CONSIDERED FOR THIS STEP?

i) Confirm the Council's legal position on Management Model Options and Procurement

The local authority may choose to confirm the legal options available to it through specialist legal advice should it wish to consider selecting an alternative management option in the future or extend current arrangements with its existing partner. This advice would enable the council to understand the relative legal risks of any route it is considering and whether procurement is required or necessary with regard to those options

ii) Confirming the Scope of Services for the Management Model Options Appraisal

The local authority will need to confirm the scope of the core services for which they want to include in the management model options appraisal. This should have been developed in the previous step (3B).





iii) Comparing the relative advantages and disadvantages of models

Each option has particular features, advantages and disadvantages and it is recommended that external independent advice is sought to explore this for local authority senior officers and members' consideration through a formal management model options appraisal exercise. The management model options appraisal should be bespoke and focused on a local authority's priorities for the service and thus the key areas of comparison should be adapted for that local authority.

iv) Undertaking a Management Model Options Appraisal

The local authority should undertake the following key steps:

- developing a shortlist of options
- financial modelling
- carrying out analysis of the options
- carrying out evaluation of the options

An evaluation panel team can carry out the management model options appraisal. The panel is typically made up of:

- senior officers
- members including the service portfolio holder
- independent specialist consultants to provide technical guidance
- internal audit to ensure impartiality and transparency

WHAT ARE THE KEY ENABLERS TO SUPPORT THIS STEP OF THE PROCESS?



Full and clear understanding of Stage 1 and 3A and 3B



Independent approach to management options appraisal

WHAT ARE THE KEY OUTPUTS FROM THIS STEP OF THE PROCESS?

-  Management Options Appraisal
-  Scope of facilities and services to be included
-  Financial and non-financial evaluation criteria
-  Shortlist of options to be evaluated
-  Financial models of each option
-  Analysis of shortlisted options
-  Evaluation results
-  Recommendation of a preferred option

STEP 3D

ESTABLISH THE KEY PERFORMANCE INDICATORS (KPIs) FOR EACH INTERVENTION



WHY IS THIS STEP IMPORTANT?

Identifying a baseline position of current performance and defining future targets to work towards will provide a clear performance management framework. This will be used to measure the effectiveness of interventions in the delivery of the strategic objectives and contribution towards the wider local strategic outcomes.

This process will require an investment of time and resources, working closely with stakeholders and partners, to develop meaningful KPIs linked to objectives identified in Stage 2, and the optimal mix of facility and service interventions in Stage 3.

This will ensure that what gets measured and monitored is implemented and can be improved over time.

WHAT ARE THE KEY ELEMENTS THAT COULD BE CONSIDERED FOR THIS STEP?

i) Development of KPIs with key stakeholders

The local authority and leisure operator will need to discuss, refine and agree the overall performance management framework. This process should include a detailed examination of the KPIs and ensure both parties fully understand them and for the leisure operator, and other delivery partners, to confirm precisely how they are to be measured and reported. There should be a particular focus on those KPIs which demand a more sophisticated approach to measuring participation levels in less active or inactive sections of the community.

Key considerations are as follows:

- establish the baseline performance for the KPI (if a new KPI is selected, it may require additional data sources/partner support)
- set a realistic target to be achieved over a period of time e.g. one, two and three years, five years
- ensure core data can be collected consistently and efficiently to avoid resources being disproportionately focused on collection rather than analysis
- have a mechanism in place to test the validity of data being used at key intervals to ensure its integrity
- consider a review mechanism or progression of that KPI over time to support increased impact
- be prepared to adjust targets and understand the causal factors for a KPI which is not being achieved

ii) Agreement of KPI's

The steering group should review and sign off the KPIs. It should check and challenge the link between the interventions, strategic objectives, local strategic outcomes and their associated KPIs to ensure there is a 'golden thread' or clear link running throughout. The group should also challenge the methods proposed to ensure they are robust and will provide effective monitoring and evaluation on a regular basis.



WHAT ARE THE KEY ENABLERS TO SUPPORT THIS STEP OF THE PROCESS?



Positive relationships with key partners, in particular the partner operator, to access data



Practical and realistic KPI design process linked to a local authority's capacity and resources to monitor

WHAT ARE THE KEY OUTPUTS FROM THIS STEP OF THE PROCESS?



Agreed set of KPIs with clear links to interventions that support the strategic objectives



Agreed client-side resources required to support performance monitoring



Agreed approach for baselining new KPIs in partnership with the partner operator and delivery partners

FURTHER GUIDANCE, MATERIALS AND CASE STUDIES

 [A guide to developing a local outcomes framework for culture and sport](#)





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